

GREATER MANCHESTER COMBINED AUTHORITY**DATE: Friday, 25th March, 2022****TIME: 10.30 am****VENUE: Council Chamber, 2nd Floor, Bolton Town Hall, Victoria Square, Bolton, BL1 1RU (Access via Albert's Hall Entrance) Council Chamber, Bolton Town Hall, Victoria Square, Bolton, BL1 1RU (Access via Albert's Hall entrance)****Wifi – Public wifi Council Chamber, Bolton Town Hall, Victoria Square, Bolton, BL1 1RU (Access via Albert's Hall entrance)****AGENDA****Council Chamber, Bolton Town Hall, Victoria Square, Bolton, BL1 1RU (Access via Albert's Hall entrance)****Council Chamber, Bolton Town Hall, Victoria Square, Bolton, BL1 1RU (Access via Albert's Hall entrance)****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 least 48 hours before the

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.

start of the meeting.

4. Minutes of the GMCA meeting held on 11 February 2022 5 - 24

To consider the approval of the minutes of the meeting held on 11 February 2022.

5. GMCA Resources Committee - Minutes of the meeting held on 11 February 2022 25 - 28

To note the minutes of the meeting held on 11 February 2022.

6. Housing, Planning & Environment Overview & Scrutiny Committee - Minutes of the meeting held on 8 March 2022 29 - 34

To note the minutes of the meeting of the Housing, Planning & Environment Overview & Scrutiny Committee held on 8 March 2022.

7. GMCA Appointments

1. To note the appointment of Cllr Luthfur Rahman (Manchester) as the substitute member to the GMCA.
2. To approve the appointment of Cllr Elaine Taylor (Oldham) to the Corporate Issues Overview & Scrutiny Committee.

8. Greater Manchester Devolved Adult Education Budget (AEB) 2022/2023 Academic Year and National Skills Fund Level 3 Adult Offer 35 - 62

Report of Cllr Bev Craig, Portfolio Lead for Education, Skills, Work & Apprenticeships.

9. #BeeWell Survey Results 63 - 74

Councillor Eamonn O'Brien, Portfolio Lead for Young People.

10. Supporting the Delivery of the GM Housing Strategy 75 - 88

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

11. Delivering 30,000 Net Zero Carbon Social Rented Homes: Initial Implementation Plan 89 - 116

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

12. Greater Manchester Economic Dashboard and Economy Portfolio Update

Report of Cllr Elise Wilson, Portfolio Lead for Economy.

13. Biodiversity Net Gain in Greater Manchester 117 - 136

Report of Cllr Neil Emmott, Portfolio Lead for Green City Region.

14. The Edinburgh Declaration on Biodiversity and Declaring a Biodiversity Emergency 137 - 158

Report of Cllr Neil Emmott, Portfolio Lead for Green City Region.

15. The Greater Manchester Green Spaces Fund 159 - 170

Report of Cllr Neil Emmott, Portfolio Lead for Green City Region.

16. Driving Social Value in GM Public Procurement 171 - 192

Report of Andy Burnham, Mayor of Greater Manchester.

17. Greater Manchester Night Time Economy Strategy 193 - 216

Report of Andy Burnham, Mayor of Greater Manchester.

- 18.A High Speed Rail (Crewe - Manchester) Bill, Authorisation for GMCA to oppose the Bill at Parliament** 217 - 230
Report of Andy Burnham, Mayor of Greater Manchester.
- 18.B High Speed Rail (Crewe - Manchester) Bill, Authorisation for Transport for Greater Manchester to oppose the Bill at Parliament** 231 - 244
Report of Andy Burnham, Mayor of Greater Manchester.
NB: views of GM Transport Committee held on 24 March 2022 will be made available at the meeting.
- 19. Mayor's Cycling and Walking Challenge Fund** 245 - 254
Report of Andy Burnham, Mayor of Greater Manchester.
- 20. City Region Sustainable Transport Settlement Draft Programme Case Interim Award**
Report of Andy Burnham, Mayor of Greater Manchester.
- 21. Greater Manchester One Network Procurement** 255 - 272
Report of Cllr Bev Craig, Portfolio Lead for Digital.
- 22. Greater Manchester Investment Framework - Request for Delegation** 273 - 276
Report of Cllr David Molyneux, Portfolio Leader for Investment and Resources.
- 23. Greater Manchester Housing Investment Loans Fund** 277 - 284
Report of Salford City Mayor, Paul Dennett, Portfolio Lead for Housing, Homelessness & Infrastructure.
- 24. Greater Manchester Electric Vehicle Charging Tariff** 285 - 292

Report of Salford City Mayor, Paul Dennett, Deputy Mayor of Greater Manchester.

25. EXCLUSION OF THE PRESS AND PUBLIC

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

PART B

1. **One Network Preferred Supplier Contract Award** 3 293 - 306
Report of Cllr Bev Craig, Portfolio Lead for Digital.

1. **Greater Manchester Housing Investment Loans** 3 307 - 312
Fund

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

Name	Organisation	Political Party
Councillor Neil Emmott	Rochdale	Labour
Councillor Eamonn O'Brien	Bury Council	Labour
GM Mayor Andy Burnham	GMCA	Labour
Councillor Brenda Warrington	Tameside	Labour
Deputy Mayor Beverley Hughes	GMCA	Labour
City Mayor Paul Dennett	Salford City Council	Labour
Councillor Andrew Western	Trafford	Labour
Councillor David Molyneux	Wigan Council	Labour
Councillor Arooj Shah	Oldham Council	Labour
Councillor Bev Craig	Manchester CC	Labour
Councillor Martyn Cox	Bolton	Conservative
Councillor Elise Wilson	Stockport MBC	Labour

For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk. Alternatively, contact the following

Governance & Scrutiny Officer: Governance and Scrutiny

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

This agenda was issued on 17 March 2022 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

Declaration of Councillors' Interests in Items Appearing on the Agenda

Name and Date of Committee.....>

Agenda Item Number	Type of Interest - PERSONAL AND NON PREJUDICIAL Reason for declaration of interest	NON PREJUDICIAL Reason for declaration of interest Type of Interest – PREJUDICIAL Reason for declaration of interest	Type of Interest – DISCLOSABLE PECUNIARY INTEREST Reason for declaration of interest
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Please see overleaf for a quick guide to declaring interests at GMCA meetings.

Quick Guide to Declaring Interests at GMCA Meetings

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

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

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

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

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

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

Failure to disclose this information is a criminal offence

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

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

Step Two: Determining if your interest is prejudicial

A personal interest becomes a prejudicial interest:

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

For a non-prejudicial interest, you must:

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

To note:

1. You may remain in the room and speak and vote on the matter

2. If your interest relates to a body to which the GMCA has appointed you to, you only have to inform the meeting of that interest if you speak on the matter.

For prejudicial interests, you must:

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

You must not:

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

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Agenda Item 4

**MINUTES OF THE MEETING OF THE GREATER MANCHESTER COMBINED
AUTHORITY HELD ON 11 FEBRUARY 2022 AT TRAFFORD TOWN HALL,
TALBOT ROAD, STRETFORD**

PRESENT:

Greater Manchester Mayor	Andy Burnham (In the Chair)
Deputy Mayor for Police & Fire	Beverley Hughes
Bolton	Councillor Martyn Cox
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Bev Craig
Oldham	Councillor Arooj Shah
Rochdale	Councillor Neil Emmott
Salford	City Mayor Paul Dennett
Stockport	Councillor Tom McGee
Tameside	Councillor Brenda Warrington
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

OTHER MEMBERS IN ATTENDANCE:

Police and Crime Panel Chair	Councillor Janet Emsley
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OFFICERS IN ATTENDANCE:

Chief Executive Officer, GMCA & TfGM	Eamonn Boylan
GMCA Deputy Chief Executive	Andrew Lightfoot
GMCA Monitoring Officer	Liz Treacy
GMCA Treasurer	Steve Wilson
Bolton	Tony Oakman
Bury	Geoff Little
Manchester	Carol Culley
Oldham	Harry Catherall
Rochdale	Steve Rumbelow
Salford	Tom Stannard
Stockport	Caroline Simpson

Tameside	Steven Pleasant
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
GMCA	Julie Connor
GMCA	Sylvia Welsh
GMCA	Nicola Ward
GMCA	James Killan
TfGM	Steve Warrener

GMCA 17/22 APOLOGIES

RESOLVED/-

That apologies be received and noted from Cllr Elise Wilson (Cllr Tom McGee attending) and Joanne Roney (Carol Culley attending).

GMCA 18/22 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

The GM Mayor, Andy Burnham, updated members on the latest Clean Air Zone developments. A constructive meeting had been held with the Parliamentary Under Secretary of State from the Department for Environment, Food & Rural Affairs where Greater Manchester's ongoing commitment to achieving clean air was re-emphasised notwithstanding that compliance by 2024 would not be achievable due to the lack of availability and affordability of compliant vehicles. As a result of the ongoing discussion the Government had agreed to GM's Clean Air Administration Committee's request to lift the legal direction on the ten Greater Manchester local authorities, which had set the original date of compliance for 2024. A new Directive with a new date of compliance of 2026 had been announced, which would give the ten local authorities an opportunity to reset the scheme and make it more manageable for residents in the post-pandemic landscape. Government had reiterated its commitment to providing £120m of funding to support vehicle upgrades, with a view to the establishment of a new joint plan, to be agreed by July 2022, with implementation due to commence later in the year. A next steps statement would be published within the next week.

Members reflected upon the situation and emphasised GM's commitment to improving air quality as air pollution had become a national public health crisis. Progress to date was also

highlighted, with figures to suggest that 80% of buses within Greater Manchester would meet clean emissions standards before the end of the year.

RESOLVED /-

That following a decision of Government to delay the legal direction for GM Local Authorities to ensure all vehicles comply to the Clean Air standards by 2026, a full public statement outlining the next steps would be published next week.

GMCA 19/22 DECLARATIONS OF INTEREST

RESOLVED /-

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

GMCA 20/22 MINUTES OF THE GMCA MEETING HELD ON 28 JANUARY 2022

RESOLVED /-

That the minutes of the GMCA meeting held on 28 January 2022 be approved.

GMCA 21/22 MINUTES OF THE GMCA RESOURCES COMMITTEE HELD ON 28 JANUARY 2022

RESOLVED /-

That the minutes of the GMCA Resources Committee meeting held on 28 January 2022 be noted.

GMCA 22/22 MINUTES OF THE GMCA OVERVIEW AND SCRUTINY COMMITTEES HELD IN FEBRUARY 2022

RESOLVED /-

1. That the minutes of the Housing, Planning and Environment Overview and Scrutiny Committee meeting held on 1 February 2022 and the Economy, Business Growth and Skills Overview and Scrutiny Committee meeting held on 4 February 2022 be noted.

2. That the GMCA note the concerns raised at the GMCA Economy, Business Growth and Skills Overview and Scrutiny Committee, raised at the meeting held on 4 February, in relation to the 40% decline in the number of Computing and IT students at GCSE level nationally between 2015 and 2020 at a time when the digital economy was rapidly growing in Greater Manchester and that only 11% of students took computer science, with young people in areas of deprivation having less access to school computer science courses, and that the number of girls choosing computer science as a course remains at only 23%.
3. That in response to those concerns, further work would be undertaken in conjunction with the Work and Skills portfolio to ensure that young people were prepared to take on employment within this growing sector.

GMCA 23/22 GMCA REVENUE AND CAPITAL BUDGETS 2022/23 OVERVIEW

Councillor David Molyneux, Portfolio Leader for Resources and Investment, presented a report which provided an overview of the proposed GMCA budgets for 2022/23. The report summarised the position on the Mayoral General Budget and Precept Proposals, the GMCA General Budget, GMCA Transport budgets, including Transport Levy and Statutory Charge, and the Waste Services Levy.

RESOLVED /-

1. That the summary report be noted.
2. That the GMCA record its thanks to the GMCA Treasurer, his team at the GMCA and the GM Local Authority finance teams across GM for their work in the preparation of the 2022/23 budgets.
3. That the feedback from the virtual session with the GMCA Corporate Issues & Reform Overview and Scrutiny Committee be received and that it be noted that following these discussions the Scrutiny Chair had agreed to exempt the suite of GMCA budget reports from call-in.

Salford City Mayor, Paul Dennett, GMCA Deputy Mayor, took the Chair for this item of business.

The report sought approval for the Mayoral General Precept for 2022/23 and recommended the setting of the Revenue Budget for 2022/23 as required under section 42A of the Local Government Finance Act 1992 (updated in the Localism Act 2011) and the precepts and relevant levels of Council Tax required under sections 40, 42B and 47 of the Act.

The GMCA Treasurer was invited to comment on the budget and proposals. It was reported that the Corporate Issues & Reform Overview & Scrutiny committee had met informally on 10 February 2022 and their comments were relayed to the GMCA. During the Committee's discussions, there had been a focus on risks in relation to recovery from COVID-19, particularly concerning the bus network and Metrolink service. It was highlighted that the bus network would be receiving less funding from the Bus Services Improvement Plan than had been anticipated, which would be a significant risk for the network. The Committee had also discussed the proposed increase to the precept and questioned whether alternative options had been considered. The GMCA Treasurer had explained the position in relation to the precept increase and gave reasons why alternative options were not appropriate at this time. The Police, Fire and Crime Panel had also met on 10 February 2022 and had noted the Greater Manchester Fire and Rescue Service budget.

For a Band D property, the proposed increase of £12 for the overall General Mayoral Precept culminated in a final cost of £102.95 per year, comprising £71.20 for the Fire and Rescue service, and £31.75 for non-fire Mayoral-funded services. Although the GMCA had to provide figures pertaining to a Band D property, it was emphasised that the majority of properties within Greater Manchester fell within Bands A and B, with these Bands making up 65% of residencies within the city region. Within Band A, the increase would be £8 for the year and in Band B the increase as a result would be £9.33 for the year.

It was also noted that there had been a change to the business rate collection figures for the 2021/2022 financial year. There had been a difference of £60,000 which was not material and would not affect the proposals contained within the budget report. It was further noted that there had been a transposition error within the report but that this also had no impact on any other figures provided.

The GM Mayor was invited to comment on the Mayoral General Budget (including Fire and Rescue) and precept proposals. The Mayor emphasised his awareness of the cost-of-living pressures on residents and reminded Members that the Mayoral and Fire precepts had been frozen for 2021/2022 in recognition of the pressures that residents faced during the pandemic. Greater Manchester Police had also not been allocated the full precept increase in the previous year in recognition of the fact that the force had been placed into special measures.

It was explained that the precept increase was necessary for the 2022/2023 year for several reasons. The increase would maintain a minimum level of cover at fire stations across the ten local authorities. Five firefighters would be available at single pump fire stations, and four firefighters would be available per pump at double pump fire stations. Furthermore, it was anticipated that there would be additional funding pressures arising from the proposals to provide marauding terrorist attack training for firefighters, pending the outcome of a ballot. Many firefighters had not received this training when they began their careers but it was important for Greater Manchester to be able to provide a robust response in the event of such incidents.

In respect of the non-fire component of the precept, the pressure on Greater Manchester was exceptional within the wider socio-economic context. The conurbation's bus franchising plans to create a London-style transport system were underway and the Government's Levelling Up White Paper had reflected Government's intention to support regions to achieve this goal. The process would bring significant risk and there remained uncertainty regarding the COVID-19 recovery funding for public transport. Passenger levels on the public transport network had returned to around 75% of pre-pandemic levels however, operators had reported continued pressures with funding from the farebox. Some operators had also reported that they would explore options to remove services, cut the frequency of services, or increase fares to make up for the pressures that they had been experiencing. The GMCA would call on the Government to continue funding the public transport system after March as passenger numbers were not expected to have fully recovered by that time. Despite the risks involved with bus franchising, it was emphasised that now was the time to act in order to provide long-term stability for residents. Additional programmes that had influenced the increase to the precepts included the A Bed Every Night and Our Pass schemes, which had been vital for residents during the pandemic and would continue to provide important services over the coming year.

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

District	GMCA Member	
Bolton	Cllr Martyn Cox	Agreed
Bury	Cllr Eamonn O'Brien	Agreed
Manchester	Cllr Bev Craig	Agreed
Oldham	Cllr Arooj Shah	Agreed
Rochdale	Cllr Neil Emmott	Agreed
Salford	Mayor Paul Dennett	Agreed
Stockport	Cllr Tom McGee	Agreed
Tameside	Cllr Brenda Warrington	Agreed
Trafford	Cllr Andrew Western	Agreed
Wigan	Cllr David Molyneux	Agreed

RESOLVED /-

1. That the Mayor's General budget for 2022/23, as set out in the report, together with the calculation of the precepts and Council Tax rates set out in Appendix 2, be approved.
2. That the Mayoral General Precept to £102.95 (Band D) comprising of £71.20 for functions previously covered by the Fire and Rescue Authority precept and £31.75 for other Mayoral General functions be approved.
3. That the overall budget for the Fire and Rescue Service for 2022/23 covered by the Mayoral precept and the medium-term financial position for the Fire and Rescue Service be approved.
4. That the use of reserves as set out in section 3 of the report be approved, noting that the assessment by the GMCA Treasurer that the reserves as at March 2022 are adequate.
5. That it be noted that in accordance with legal requirements, the minutes will record the names of those Members voting for or against the Mayor's budget and precept proposals.

6. That it be noted that the GM Police, Fire and Crime Panel had discussed and noted the proposed GMFRS precept increase at their meeting on the 10 February 2022.
7. That the final Business Rate collection figure from all GM Authorities be noted as £60,000 and that an updated set of Business Rates figures would be circulated in due course.
8. That it be noted that the final table at item 3.1 be amended as follows:

Closing reserves 2021/22 - £41,820,000

Closing reserves 2022/23 - £42,462,000

9. That the GMCA Treasurer's Statement in providing an assurance that the GMCA Mayoral General Budget proposals were robust and the reserves were adequate, be noted.

GMCA 25/22 GMCA TRANSPORT REVENUE BUDGET 2022/23

Councillor David Molyneux, Portfolio Leader for Resources and Investment, introduced a report which set out the transport related GMCA budget for 2022/23. The proposed Transport Levy to be approved for 2022/23 would be apportioned between Local Authorities based upon mid-year 2020 population which would enable Greater Manchester would continue to pursue its ambitions for the Bee Network, a London-style transport system that would be affordable and accessible for residents. Government stabilisation funding would be used to support public transport networks within Greater Manchester, but a number of funding pressures were expected to remain as the country continued to recover from the pandemic.

RESOLVED /-

1. That the issues which were affecting the 2022/23 transport budgets, as detailed in the report, be noted.
2. That the GMCA budget relating to transport functions funded through the levy, as set out in the report for 2022/23, be approved.

3. That a Transport Levy on the District Councils in 2022/23 of £105.773 million, apportioned on the basis of mid-year population 2020, be approved.
4. That a Statutory Charge of £86.7 million to District Councils in 2022/23, as set out in Part 4 of the Transport Order, apportioned on the basis of mid-year population 2020, be approved.
5. That authority be delegated to the GMCA Treasurer, in conjunction with the TfGM Finance and Corporate Services Director, to make the necessary adjustments between capital funding and revenue reserves to ensure the correct accounting treatment for the planned revenue spend for the following schemes, detailed in paragraph 4.36:
 - Mayor’s Challenge Fund 2022/23 project and programme management costs of up to £1.9 million.
 - Active Travel Fund (Round 2) £0.25 million of revenue funding for associated programme management and assurance costs.
6. That the proposal to increase fees and charges where applicable, in line with inflation and to approve the increases proposed to Bus stop closure charges, as set out in paragraphs 4.59 and 4.60 of the report, be approved.
7. That the use of Transport reserves in 2021/22 and 2022/23, as detailed in section 5 of the report, be approved.
8. That it be noted that the funding for Bus Franchising in 2022/23 was approved as part of the Mayoral Budget 2022-23, also on this agenda.
9. That it be noted that the Corporate Issues and Reform Overview & Scrutiny Committee had discussed their concerns regarding the risks to the budget associated with the uncertainty surrounding more longer-term funding for bus and Metrolink services and that those concerns were echoed by the GMCA Treasurer.

GMCA 26/22 GMCA REVENUE GENERAL BUDGET 2022/23

Councillor David Molyneux, Portfolio Leader for Resources and Investment, took the GMCA through a report which set out the GMCA Revenue General Budget for 2022/23. The

proposed District contributions of £8.603m were included in the report for approval for 2022/23, together with the consequent allocations to the individual Local Authorities, which were unchanged from 2021/22.

RESOLVED /-

1. That the budget relating to the GMCA functions excluding transport and waste in 2022/23, as set out in section 2 of the report, be approved.
2. That District contributions of £8.603 million, as set out in section 3 of the report, be approved.
3. That the use of reserves, as set out in section 4 of the report, be approved.

**GMCA 27/22 GM WASTE BUDGET AND LEVY 2022/23 AND MEDIUM-TERM
FINANCIAL PLAN TO 2024/25**

Councillor David Molyneux, Portfolio Leader for Resources and Investment, introduced a report which sought comment on the budget and levy for 2022/23 and on the Medium-Term Financial Plan for a further two-year period to 2024/25. The plans would be delivered by a total level requirement for 2022/23 of £164.8m, which represented a 1.5% average increase over 2021/22. At a Local Authority level, the levy changes ranged from -2.2% to 4.3%. The Medium-Term Financial Plan also proposed levy charges of £170.5m in 2023/24 and £174.7m in 2024/25.

RESOLVED /-

1. That the forecast outturn for 2021/22 be noted.
2. That the proposed 2022/23 Trade Waste rate of £118.30 to allow forward planning by Local Authorities be noted.
3. That the capital programme for 2022/23, as set out in Appendix A of the report, be noted.
4. That the budget and levy for 2022/23 of £164.8m (1.5% increase) be noted.

5. That the risk position set out in the Balances Strategy and Reserves be noted.
6. That it be noted that due to the volatility within the waste sector, there was a risk that significant budget underspend may not be retained in 2022/23.
7. That it be noted that it remained the intention of the GMCA to return a minimum of £10m to those GM Authorities who held a GM waste contract.

GMCA 28/22 GMCA CAPITAL PROGRAMME 2021/22-2024/25

Councillor David Molyneux, Portfolio Leader for Resources and Investment, took the GMCA through a report which provided an update in relation to the GMCA's 2021/22 capital expenditure programme and presented the capital programme budget for 2022/23 – 2024/25 for approval. The capital programme included Greater Manchester Fire and Rescue services, economic development and regeneration programmes, Waste & Resources Service and the continuation of the programme of activity that had been conducted by Transport for Greater Manchester and Local Authorities. The GMCA had submitted a programme case to the City Region Sustainable Transport Settlement funding scheme and anticipated the confirmation of the award by the end of March 2022, at which time the 2022/23 budget would be updated and brought back to the GMCA for approval.

RESOLVED /-

1. That the current 2021/22 forecast of £479.9 million, compared to the 2021/22 quarter 2 capital forecast of £625.7 million, be noted.
2. That the capital programme budget for 2022/23 and the forward plan, as detailed in the report and in Appendix A be approved.
3. That it be noted that as the anticipated funding through the City Region Sustainable Transport Fund of £1.07 billion had not yet been finalised, a further capital budget report would be submitted to the GMCA once the details had been agreed.

**GMCA 29/22 TREASURY MANAGEMENT STRATEGY STATEMENT AND
ANNUAL INVESTMENT STRATEGY 2022/23**

Councillor David Molyneux, Portfolio Leader for Resources and Investment, introduced a report which set out the proposed Treasury Management Strategy Statement, Borrowing Limits and Prudential Indicators for 2022/23 to 2024/25. The strategy reflected the draft 2021-2025 capital programme for Transport, Economic Development, Fire and Rescue, Waste, and Police.

RESOLVED /-

1. That the proposed Treasury Management Strategy Statement and Annual Investment Strategy to apply from the 1 April 2022, be approved, in particular:
 - a. The Treasury and Prudential Indicators listed in Section 4.
 - b. The Minimum Revenue Position (MRP) Strategy in Section 3.
 - c. The Treasury Management Scheme of Delegation at Appendix F.
 - d. The Borrowing Strategy detailed in Section 5.
 - e. Delegation to the Treasurer to step outside of the investment limits to safeguard the GMCA's position as outlined in section 5.21.

2. That the change in the Minimum Revenue Provision Strategy be approved to enable it to apply in 2021/22.

GMCA 30/22 CAPITAL STRATEGY 2022/23

Councillor David Molyneux, Portfolio Leader for Resources and Investment, took Members through a report on the Capital Strategy 2022/23, which set out the over-arching principles and processes by which the capital and investment decisions set out in the Capital Programme would be prioritised against the key aims of the Greater Manchester Strategy (GMS).

In addition, the Capital Strategy considered the finding implications of the Capital Programme and where borrowing would be required, the Treasury Management Strategy set out how this would be managed during the year along with the policy for managing investments. The Treasury Management Strategy incorporated the statutory prudential indicators along with the Minimum Revenue Policy that would be adopted for 2022/23. The Capital Strategy also

provided an overview of the governance arrangements for capital investment decisions and outlined the Authority's arrangements for managing risk.

The Capital Strategy for the GMCA would ensure that all resources would be directed to achieving the outcomes contained within the GMS by maximising the use of external funding to deliver the highest impact affordable programme. There were several key priority investment areas for the GMCA, including transport, economic development and regeneration, the Fire and Rescue Service, the Waste & Resources Service, and the Police Service.

RESOLVED /-

That the Capital Strategy for 2022/23 be approved.

GMCA 31/22 GMCA REVENUE UPDATE QUARTER 3 2021/22

Councillor David Molyneux, Portfolio Leader for Resources and Investment, introduced a report which informed the GMCA of the 2021/22 financial position at the end of December 2021 (quarter 3) and the forecast revenue outturn position for the 2021/22 financial year.

RESOLVED /-

1. That an increase to the Mayoral budget of £125k to be funded from reserves, as set out in Section 2 of the report, be approved.
2. That an increase to the Fire and Rescue Services budget of £539k to be fully funded from reserves, as set out in Section 4 of the report, be approved.

GMCA 32/22 A BED EVERY NIGHT 2022-2025 PROGRAMME

Salford City Mayor, Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure, took Members through a report that provided the GMCA with the detailed projected budget for homelessness activity and an outline of activities and programmes of work.

It was noted that A Bed Every Night (ABEN) had attracted international interest and the GMCA was eager to put the scheme on a stable footing. Greater Manchester had seen a 67% reduction in rough sleeping over the past four years and ABEN had been central to this progress. ABEN sat alongside other programmes, such as, Housing First, the Rough Sleeper Initiative and the Rough Sleeper Accommodation programme. In light of the cost of living and inflation crises, there had been great uncertainty concerning the funding and demand for homelessness services. The proposals sought to address equity of funding across Local Authorities while maintaining provision and maximising contributions. Statistics had shown that over 50% of rough sleepers in Greater Manchester were under the age of 35, there were over 55 nationalities in GM's rough sleeper population, and over 50% of rough sleepers had substance misuse and mental health challenges. All of these factors would need to be addressed in a broad system of support from a variety of sectors. ABEN had been a positive intervention and 41% of service users had achieved a positive outcome. However, it was recognised that challenges remained with evictions and abandonments in the current system.

The GMCA was grateful for the continuation of funding from Government for the Housing First scheme, which had a tenancy sustainability rate of around 85%. ABEN had acted as a pathway away from rough sleeping for many people. The three-year budget was also seen as a way to engage partners in the long-term in order to make a real difference in GM alongside regular reviews of the scheme in recognition of the constantly changing landscape.

RESOLVED /-

1. That the A Bed Every Night service developments over the coming three years be noted.
2. That the A Bed Every Night budget for 2022/23 (£5,850,000) be approved.
3. That the direction of travel towards a more equitable allocation of funds to Local Authorities, pending reviews on the total budget required and evidence of the need for variance in Local Authorities allocations for 2023/24 and 2024/25, be approved.
4. That the continuation of the Greater Manchester Housing First pilot be noted and that the ongoing delivery be supported.

5. That the submission of the Greater Manchester Rough Sleeper Initiative bid be noted and the planned delivery supported.
6. That the GMCA record its thanks to the GMCA and Local Authority teams working to increase the profile of the Mayors Charity for their significant work to date.

GMCA 33/22 NATIONAL SKILLS FUND

Councillor Bev Craig, Portfolio Lead for Education, Skills, Work & Apprenticeships and Digital City Region, introduced a report that updated Members on the National Skills Fund and skills bootcamps, including the opportunity to access devolved funding to support retraining in 2022/23. The report also outlined a delivery proposal for skills bootcamps in 2022/23 and set out the approach for developing the call for proposals further with stakeholders. Skills bootcamps offered flexible courses up to a maximum duration of 16 weeks, with opportunities to build sector-specific skills and fast-track to an interview with a local employer. Supporting the labour market to adapt to changes in several sectors would be critical to recovering strongly from the pandemic and tackling inequalities.

GM had been a pilot area working with Government to assess the impact of skills bootcamps. The pilot scheme had worked with over 500 participants, achieving a good gender balance and around 40% of participants coming from a minority ethnic background. The ambitions for the continuation of the scheme consisted of using £7m funding to support 2500 residents initially, with proposals to encourage Government to continue the work to support 10,000 residents over a three-year period.

The GMCA agreed that the skills bootcamps had been successful and welcomed the proposals to continue working with Government into the next year. Tameside Council was eager to contribute to the delivery of the skills bootcamps as many of its residents could benefit from the scheme. It was noted that there were plans to offer skills bootcamps in each of the ten local authority areas and in a variety of sectors to respond to local needs. Post-16 education had been identified as a potential area for further devolution in the Levelling Up White Paper.

RESOLVED /-

1. That the overall progress of the Skills Bootcamps Pilot be noted.

2. That the proposed approach to new Skills Bootcamp delivery in 2022/23 be noted.
3. That authority be delegated to the GMCA Treasurer, in consultation with the Portfolio Lead for Education, Skills, Work & Apprenticeships and Digital City Region, to agree section 14 grant conditions, the commissioning route and award of individual grants/contacts.
4. That it be noted that Tameside Council would like to contribute to the planning of future Skills Bootcamps.
5. That it be noted that the GM Mayor would continue to pursue further skills funding devolution through ongoing conversations with the Levelling Up Secretary.

**GMCA 34/22 GMCA RESPONSE TO THE HS2 PHASE 2B HYBRID BILL
ENVIRONMENTAL STATEMENT CONSULTATION**

The GM Mayor, Andy Burnham, provided an update to the GMCA on the HS2 Phase 2b Bill and introduced a report that sought agreement to respond to the consultation on the Environmental Statement for the Crewe to Manchester HS2 Phase 2b line. Delegated authority was also sought for the Chief Executive for GMCA & TfGM in consultation with the GM Mayor to approve the response to the consultation on the Environmental Statement.

The Bill had been deposited in Parliament on the 24 January 2022 and the GCMA would be required to submit any response before the deadline on 31 March 2022. The Bill would affect several authorities in Greater Manchester where the proposed route would operate, including Wigan, Manchester, and Trafford. There would also be a knock-on effect on a range of boroughs, including Tameside which would see consequences for its transport connectivity. It was recognised that other local authority areas may also have concerns that would need to be raised in the response and consequently Members agreed to receive a further report on the matter for review.

RESOLVED /-

1. That it be noted that the HS2 Phase 2b Crewe to Manchester hybrid Bill was deposited on 24 January 2022.

2. That the Bill process that TfGM will be required to follow to respond to the Environmental Statement consultation; consultation period of 25 January 2022 to 31 March 2022 be noted.
3. That the submission of a response to the consultation on the Environmental Statement for HS2 Phase 2b Crewe to Manchester Bill be approved.
4. That authority be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor, to approve a response to the consultation on the Environmental Statement for the Crewe to Manchester HS2 Phase 2b Bill.
5. That a further report would be submitted to the GMCA on the Parliamentary and Select Committee process for HS2 Bill and that it be noted that presentations, including specifically the underground station at Manchester Piccadilly and the significant implications for wider connectivity, including Tameside, would be raised as part of the formal petitioning process.

GMCA 35/22 GMCA CORPORATE PLAN

Eamonn Boylan, Chief Executive Officer GMCA & TfGM, introduced a report which provided Members with the GMCA Corporate Plan for review and endorsement. The Corporate Plan would provide a framework for the GMCA's activity over the next three years (2022 – 2025). This would be the organisation's first Corporate Plan and was an externally focused document, which would be accompanied by annual (internally focused) business plans. The report had drawn out some of the recent achievements across the GMCA, and the priorities and areas of focus for the next three years had been set based around the GMCA's four corporate objectives. Subject to endorsement, the Corporate Plan would be published on the GMCA website.

RESOLVED /-

1. That the Corporate Plan, including summary vision, noting the organisation's key achievements and priorities for the coming years be noted.

2. That the Corporate Plan, summary document, the approach to develop annual business plans to sit alongside the corporate plan and an effective performance framework to monitor progress in delivering the activities, set out in the report, be endorsed.

GMCA 36/22 GM BROWNFIELD HOUSING FUND: FURTHER FUNDS BID

Salford City Mayor, Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure, took Members through a report which sought the GMCA's approval to allocate grant funding to eight sites (contained within para 2.3 of the report) and subsequently enter into individual Grant Agreements with the respective parties.

The GMCA had been invited to submit proposals in December 2021 for additional Brownfield Housing Funds (BHF), which were not part of the previous allocation in July 2020. The additional BHF were also not part of the £300m funding that was anticipated to be outlined further in the Levelling Up White Paper. At the end of January 2022, the Department for Levelling Up, Housing and Communities announced that the GM proposals had been successful. The total funding of £11.38m would be used to build homes on brownfield land.

RESOLVED /-

1. That receipt of the DLUHC Further Brownfield Housing Funds and allocation of grant funding to those sites, as set out within para 2.3 of the report, and the entering into individual Grant Agreements for those recommended sites, be approved.
2. That authority be delegated to the GMCA Treasurer, acting in conjunction with the GMCA Monitoring Officer, to agree the final terms of all the necessary agreements.

GMCA 37/22 MAYOR'S CYCLING AND WALKING CHALLENGE FUND

The GM Mayor, Andy Burnham, introduced a report which sought approval of the delivery funding requirements for two Mayor's Challenge Fund (MCF) Cycling and Walking Schemes and informed Members of the planned extension to the MCF programme into 2022/23 to ensure the continued delivery of the GM Active Travel Capital Programme.

The Salford scheme would transform a section of Chapel Street in Salford by providing 750m of continuous footway and a terraced cycle track separated from traffic, which would establish Chapel Street as a gateway to the city and support the wider aspirations for regeneration of Chapel Wharf. The Bury scheme related to the Fishpool area and would be split into two phases; Phase 1 involved the construction of a new bridge over the River Roch to enhance the links between Fishpool and Pilsworth. It was anticipated that this scheme would provide very high value for money.

Members reflected upon the impact that the schemes would have in Bury and Salford. In Bury, it was noted that the new bridge would enhance employment opportunities for residents by providing greater access to Pilsworth as an employment hub. In Salford, the scheme would enhance infrastructure and contribute to the improvement of the city, which had been transformed in recent years. Both schemes would encourage active travel by making it easier for residents to choose walking or cycling as a safe and accessible option.

RESOLVED /-

1. That the release of up to £5.4 million of MCF funding for the Bury and Salford schemes, as set out in section 2 of the report, in order to secure full approval and enable the signing of the necessary legal agreements, be approved.
2. That the planned continuation of the Mayor's Challenge Fund Cycling and Walking Programme into 2022/23, in support of continued scheme delivery across Greater Manchester, be noted.
3. That it be noted that at the start of the new municipal year there would be an opportunity to set out the new leadership and governance arrangements for the cycling and walking programme.
4. That a future report would be submitted to the GMCA on the widening of the pilot scheme undertaken in Tameside regarding junction zebra crossings.

GMCA 38/22 EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED /-

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

GMCA 39/22 A BED EVERY NIGHT 2022-2025 PROGRAMME

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (Minute GMCA 32/22 above refers)

RESOLVED /-

That the report be noted.

Signed by the Chair:

MINUTES OF THE MEETING OF THE GMCA RESOURCES COMMITTEE HELD ON FRIDAY 11 FEBRUARY 2022

PRESENT:

Andy Burnham (In the Chair)	Mayor of Greater Manchester
Councillor Martyn Cox	Bolton
City Mayor Paul Dennett	Salford
Councillor Brenda Warrington	Tameside
Councillor Andrew Western	Trafford
Councillor David Molyneux	Wigan

ALSO PRESENT:

Eamonn Boylan	Chief Executive Officer, GMCA & TfGM
Julie Connor	Ass Director Governance & Scrutiny, GMCA
Kevin Lee	Office of the GM Mayor
Andrew Lightfoot	Deputy Chief Executive, GMCA
Steve Wilson	GMCA Treasurer

RC/05/22 APOLOGIES

Apologies were received and noted from Councillor Elise Wilson (Stockport).
(Trafford).

RC/06/22 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

RESOLVED/-

There were no urgent announcements or urgent business.

RC/07/22 DECLARATIONS OF INTEREST

RESOLVED/-

There were no declarations of interest.

**RC/08/22 MINUTES OF THE GMCA RESOURCES COMMITTEE HELD ON 28
JANUARY 2022**

RESOLVED/-

That the minutes of the GMCA Resources Committee meeting held on 28 January 2022 be approved as a correct record.

**RC/09/22 RECRUITMENT TO THE POST OF GMCA SOLICITOR AND
MONITORING OFFICER**

Andy Burnham, GM Mayor, introduced a report seeking approval from the Committee on the recruitment programme for filling the position of GMCA Solicitor and Monitoring Officer, following the announcement of intended phased retirement by the current GMCA Solicitor and Monitoring Officer, Liz Treacy, in September/October 2022. The report also sets out the proposed remuneration, and details of the role which has changed considerably since the GMCA was established in 2011.

In introducing the report, Andy Burnham expressed thanks, on behalf of the GMCA, to Liz Treacy, who had carried out the role of GMCA Monitoring Officer at great distinction and had protected the GMCA throughout her time at the GMCA and in particular on bus franchising and the Clean Air Plan. He also confirmed that plans would be arranged to mark Liz's service to the GMCA.

The Chief Executive Officer, GMCA & TfGM, advised that he had agreed the phased retirement request which would enable Liz to continuing support and expertise on key GMCA priorities and support a smooth handover to a new Monitoring Officer. The creation of a senior legal support post for a fixed period of time would facilitate the transition.

The Committee was advised that the salary of the GMCA Monitoring Officer was broadly in line with other City Region Monitoring Officer posts and confirmed that benchmarking information against Monitoring Officer posts across GM would be circulated to the Committee.

RESOLVED/:

1. That the intended phased and flexible retirement arrangements of the current GMCA Solicitor and Monitoring Officer, as set out in the report, be noted.
2. That the Chief Executive Officer, GMCA & TfGM be authorised to progress the recruitment of a new GMCA Solicitor and Monitoring Officer.
3. That the appointment of an appropriate recruitment agency to provide independent support to the process be approved.
4. That the level of the remuneration of the current GMCA Monitoring Officer, set at up to £140,813, be approved and that benchmarking information for Monitoring Officer posts across GM would be circulated to the Committee.
5. That the draft Role Profile for the new GMCA Solicitor and Monitoring Officer be approved for recommendation to the GMCA.
6. That the suggested approach to the recruitment process for that role and the indicative timescales proposed be approved.
7. That a Panel of 4 members of the Committee be constituted to act as the Appointment Panel for the role, comprising, GM Mayor, Andy Burnham, Councillors Martyn Cox, David Molyneux and Brenda Warrington, to progress the recruitment and appointment, noting that the GMCA will approve the final appointment.
8. That the establishment of a senior legal support post, following the recruitment of a new GMCA Solicitor and Monitoring Officer at £95,000 per annum to be applied on a pro-rata basis, be approved

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MINUTES OF THE GM HOUSING, PLANNING & ENVIRONMENT OVERVIEW & SCRUTINY COMMITTEE HELD TUESDAY 08 MARCH 2022 AT THE TOOTAL BUILDINGS - BROADHURST HOUSE, 56 OXFORD STREET, MANCHESTER, M1 6EU

PRESENT:

Stockport	Councillor Colin MacAlister (Chair)
Bury	Councillor Martin Hayes
Manchester	Councillor Mandie Shilton-Godwin
Oldham	Councillor Barbara Brownridge
Oldham	Councillor Sam Al-Hamdani
Rochdale	Councillor Linda Robinson
Stockport	Councillor Janet Mobbs
Tameside	Councillor Mike Glover
Trafford	Councillor Kevin Procter
Wigan	Councillor Fred Walker

IN ATTENDANCE:

City Mayor of Salford	Paul Dennett
GM Mayor	Andy Burnham
GMCA	David Hodcroft
GMCA	Joanne Heron
GMCA	Ninoshka Martins
GMCA	Sam Evans
GMCA	Steve Fyfe

HP&E 21/47

WELCOME AND APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors John Walsh (Bolton), Ashley Dearnley (Rochdale), Stuart Dickman (Salford) Liam Billington (Tameside) and Akilah Akinola (Trafford).

<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>

HP&E 21/48

CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

There were no Chair's Announcements and urgent business.

HP&E 21/49

DECLARATIONS OF INTEREST

No declaration of interests were received.

HP&E 21/50

THE MINUTES OF THE MEETING HELD ON 01 FEBRUARY 2022

The minutes of the previous meeting, held on 01 February 2022 were submitted for approval.

RESOLVED/-

That the minutes of the Housing, Planning & Environment Overview & Scrutiny Committee held on 01 February 2022 be approved.

HP&E 21/51

DELIVERING 30,000 NET ZERO CARBON SOCIAL RENTED HOMES: INITIAL IMPLEMENTATION PLAN

Consideration was given to a report that provided an update on the initial implementation plan for the delivery of 30,000 net zero carbon social rented homes by 2038. The report also provided details for a further period of engagement and co-production with partners and stakeholders, including registered housing providers and local authorities as the primary developers of social housing in GM, embodying the whole system challenge approach that was agreed by GMCA in December 2021.

The following comments were made:

Members welcomed the report and noted the need to progress this piece of work given the globally recognised climate emergency in order to mitigate any further damage to the environment.

It was clarified that the right to buy and right to acquire scheme would not apply to social rented homes.

A member suggested that it would be useful for a risk assessment to be included within the report should GM not be able to achieve the target of 30,000 net zero carbon social rented homes by 2038.

It was highlighted that social rent funding was not currently available in five GM districts (Bolton, Oldham, Rochdale, Tameside and Wigan) due to restrictions linked to measures of housing affordability imposed by the then MHCLG. Therefore, members noted the need for further work to be done to influence government to change their eligibility criteria.

Given the current economic situation and challenges involved to transition to net zero carbon new build homes, it was recognised that a collaborative partnership approach would be needed to ensure the success of the programme. It was highlighted that it would be beneficial to engage with members of parliament to try and seek to influence government to build the coalition needed to achieve the full system change.

Members recognised that to drive future investment and raise productivity, it was crucial for GM to work with higher education facilities to deliver adequate training for existing and new entrants to the construction sector.

RESOLVED/-

That the report on the 'Delivering 30,000 net zero carbon social rented Homes: Initial Implementation Plan' be noted.

**HP&E 21/52 RESPONSE TO FLOOD RISK MANAGEMENT AND
MEMORANDUM OF UNDERSTANDING BETWEEN THE
GMCA, UNITED UTILITIES AND THE ENVIRONMENT AGENCY**

Consideration was given to the reports (a) the response to flood risk and (b) the memorandum of understanding between the GMCA, United Utilities and the Environment Agency. These reports summarised the actions that had been undertaken to date as requested by members of the GM Housing, Planning and Environment Overview & Scrutiny Committee.

It was highlighted that there was need for a strategic approach to be adopted to be able to mitigate the risks arising from water management issues within Greater Manchester.

Members were advised that to date no further resources had been secured from government as part of the tripartite agreement provided by UU and EA.

It was reported that to inform local engagement on this issue, GMCA had seconded an officer part time to the NIC to support the work on flood risk management.

RESOLVED/-

That the reports on (a) the response to flood risk and (b) the memorandum of understanding between the GMCA, United Utilities and the Environment Agency be noted.

HP&E 21/53 GM MAYOR PRIORITIES

The GM Mayor joined the meeting and presented members with his current priorities. The Mayor highlighted his ambitions for a carbon neutral GM, and for a low carbon London-style fully integrated public transport system across bus, tram, train and bike.

Members were advised of the launch of the New Era event on Monday, 14 March 2022 where plans for GM through the identified six Growth Locations would be published. These locations would present opportunities for the entire city-region and would bring forward development at a scale that would drive transformational change across GM.

Members welcomed the initiatives as set out by the GM Mayor and noted the need to work together to drive investment and to all GM to achieve its full potential as city region.

It was highlighted that the transport network was a heavy contributor to carbon emissions and that through the funding available through the Bus Service Improvement Plan GM would seek to carry out the electrification of the entire bus network. Members were advised that further detailed update on the implementation of bus franchising would be provided at the New Era event.

The challenges around the implementation of a bus franchising scheme and the ownership of land around rail stations across Greater Manchester was highlighted. Members were therefore advised of the intention to establish a Land commission that would be aimed at supporting a green economy and contribute to an effective transport network.

Members noted the need to restore the correct balance across the conurbation by ensuring GM residents have access to quality jobs and educations/training opportunities.

It was recognised that it was crucial to develop an effective communications strategy that should seek to clearly convey the benefits for GM residents and the entire city-regions.

RESOLVED/-

That the update be noted.

At this point the meeting was inquorate. Discussions on the rest of the agenda continued on an informal basis.

HP&E 21/54 BIODIVERSITY OFFSETTING IN GREATER MANCHESTER

Consideration was given to a report that set out the background on the national requirement for mandatory Biodiversity Net Gain (BNG) which would be implemented in November 2023; the ambition was to maximise the opportunities from biodiversity net gain within Greater Manchester.

RESOLVED/-

That the update be noted.

HP&E 21/55 FORWARD PLAN OF KEY DECISIONS

Consideration was given to a report that provided an overview of the latest Forward Plan of Key Decisions (Appendix A) to identify areas of focus for the committee.

RESOLVED/-

That the latest Forward Plan of Key Decisions be noted.

Greater Manchester Combined Authority

Date: 25th March 2022

Subject: GM Devolved Adult Education Budget (AEB) 2022/2023 Academic Year and National Skills Fund Level 3 Adult Offer

Report of: Councillor Bev Craig, Portfolio Lead for Digital, Education, Skills, Work and Apprenticeships and Tom Stannard, Portfolio Lead Chief Executive for Digital, Education, Skills, Work and Apprenticeships

Purpose of Report

- To provide members with an update on the closure and performance of the academic year (2020/2021) of GM's devolved Adult Education Budget (AEB).
- Update on plans and progress of the National Skills Fund Adult level 3 offer for 2021/2022 & 2022/2023.
- Set out plans for the 2022/2023 academic year, including funding allocations and proposed approach for the Multiply Scheme for GM.

Recommendations:

The GMCA is requested to:

1. Consider and note the update on the closure and performance of the 2020/2021 academic year, set out in Section 2.
2. Note the planned approach for the commissioning of the extension and increase to National Skills Fund Adult Level 3 offer for GM from April/May 2022 through to July 2023.

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

3. Grant delegated authority to the GMCA Treasurer, in consultation with the Portfolio leads for Education, Skills, Work and Apprenticeship, to take forward the commissioning of the National Skills Fund Adult Level 3 offer, including to the contract awards, as set out in Section 3 of the report.
4. Approve the following:
 - Increase the GMCA management fee from 1.5% to 1.8% for 2022/2023 onwards;
 - The proposed indicative allocations and subsequent expenditure for the GM grant-funded further education institutions and contract for services skills providers, and
 - To grant delegated authority to the GMCA Treasurer to agree any minor changes that arise during discussions between each institution and GMCA.
5. Note the list of proposed indicative allocations at Annex 1 to the report. Also noting that this includes the current 2021/22 allocation by provider and the indicative allocation for 2022/2023, excluding funds applicable for continuing learners., as set out in Section 4 & Annex 1 of the report.
6. Comment and note the proposed approach for taking forward the new Multiply Scheme for the 2022/2023 academic year onwards and delegate authority to the GMCA Treasurer in consultation with the Portfolio Lead for the Education, Skills, Work & Apprenticeships and Digital to agree relevant grant conditions, commissioning route and award of individual grants/contracts, as set out in Section 6 & Annex 3 & 4 of the report.
7. Approve the proposed approaches to allocating funding to key initiatives from April 2022 onwards to increase participation in adult skills across GM, as set out in Section 7.

The Mayor is request to:

1. Approve the proposed 2022/2023 indicative allocations and subsequent expenditure for the GM grant-funded local authorities and to grant delegated authority to the GMCA Treasurer to approve any minor changes that arise in the course of discussions between each local authority and GMCA, as set out in Section 4 & Annex 2 of the report
2. Approve the continued £1.5m allocation to Local Authorities for the AEB LA Grant Programme supporting alleviating barriers to adult education, improving digital inclusion through skills, and continue the support of the GM ESOL Advice Service for 2022/2023, as set out in Section 5.





Contact Officers

Mat Ainsworth, Acting Director of Education, Skills and Work, GMCA; Email address: Matthew.Ainsworth@greatermanchester-ca.gov.uk

Sharon Kelly, Senior Principal Skills Manager, GMCA; Email address: Sharon.kelly@greatermanchester-ca.gov.uk

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

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G		
Health	G		
Resilience and Adaptation			
Housing			
Economy	G		
Mobility and Connectivity			
Carbon, Nature and Environment			
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target	This proposal supports Greater Manchester to become carbon neutral by 2038 through the delivery of skills training relating to the green economy and showing GM residents how they can reduce their carbon footprint and/or improve their local environment. We will also prioritise the allocation of funding to providers or supply chains that demonstrate a strong organisational commitment to this goal.		
Further Assessment(s):	N/A		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Risk Management

GMCA's Education, Skills and Work Directorate will continue to work with the selected providers to ensure comprehensive processes are in place to identify and mitigate risks, including managing the performance of the delivery, linked to the Devolved AEB Funding and Performance Management Rules, which includes audit and compliance procedures and risk ratings applied to individual providers during the year.

Legal Considerations

GMCA's Education, Skills and Work Directorate will continue to work with the legal support from MCC, to ensure all contractual documents are appropriate and in place for the academic year.

Financial Consequences – Revenue

Revenue funding is taken from the Adult Education Budget, which is received on an annual basis each financial year.

Financial Consequences – Capital

Not applicable

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

Background Papers

The following is a list of the background papers on which this report is based in accordance with the requirements of Section 100D (1) of the Local Government Act 1972. It does not include documents, which would disclose exempt or confidential information as identified by that Act.

- [Economic Development \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk) – GMCA GM Devolved Adult Education Budget (AEB) Year 1 update and Next Steps (March 2021)

- [GMCA Part A Report Template \(greatermanchester-ca.gov.uk\)](https://greatermanchester-ca.gov.uk) – GMCA Devolved Adult Education Budget - Proposed Priorities and Approach for 2022/2023 onwards (December 2021)

Tracking/ Process

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

Yes

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency? **No**

GM Transport Committee

Not applicable

Overview and Scrutiny Committee

Not applicable

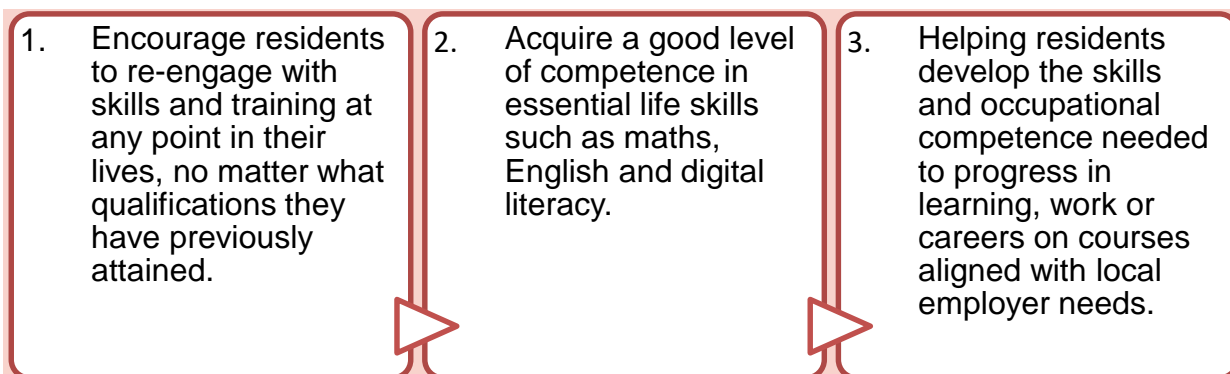
1. Introduction

- 1.1 The Adult Education Budget (AEB) is a single budget stream bringing together adult further education (all 19yrs+ provision with the exception of apprenticeships/traineeships), community learning, and discretionary learner support. The AEB is intended to fund provision which supports the local labour market and economic development. In particular, it focuses on ensuring that adults have the core skills that they need for work, including guaranteeing a number of statutory entitlements relating to English, maths and digital skills, as well as first Level 2 and 3 qualifications and English for Speakers of Other Languages (ESOL).
- 1.2 It is one part of our education, skills and work support landscape in Greater Manchester, which brings together large-scale national programmes managed and funded by various central government departments, devolved/co-commissioned activity developed and commissioned at GM level, and smaller scale targeted activity focused on priority cohorts, sectors and geographies (funded variously at national, GM and LA levels).
- 1.3 The GM ambition is to bring all of this activity together to create an integrated education, skills and work system through strategic leadership and commissioned services and programmes that will ensure:
- Young people leave education and training ready to succeed in the labour market, with a balance of academic, technical and 'life ready' skills.
 - Adults can acquire the skills, mindset and support they need to fulfil their career potential and adapt to changing employer needs throughout their lives, from entering employment for the first time through to highly skilled careers and retraining.
 - Employers have access to a system that is flexible, resilient and adaptable, and which meets their needs in the rapidly changing 21st century world of work, driving a sustainable economic future for GM in which companies compete on the basis of high productivity, good quality work, and excellent employment practices.

- Residents are supported by a welfare system, under Universal Credit, that provides access to good work for those who can, support for those who could, and care for those who can't.

1.4 In December 2021, the GMCA approved the refresh of the GM Adult Skills Programme, ensuring it continues to be a key part of that integrated system and one which, through alignment with our devolved employment support programmes and health & social care functions/funding, can deliver real change that is simply not possible at national level.

1.5 Whilst the pace of change has inevitably been impacted by the circumstances of the pandemic, the core priorities for AEB have not fundamentally changed. Rather, the refreshed priorities, below, are about refining the way that we use it to tackle inequalities, equip people for life and work, and help our residents to progress in learning and into/within employment.



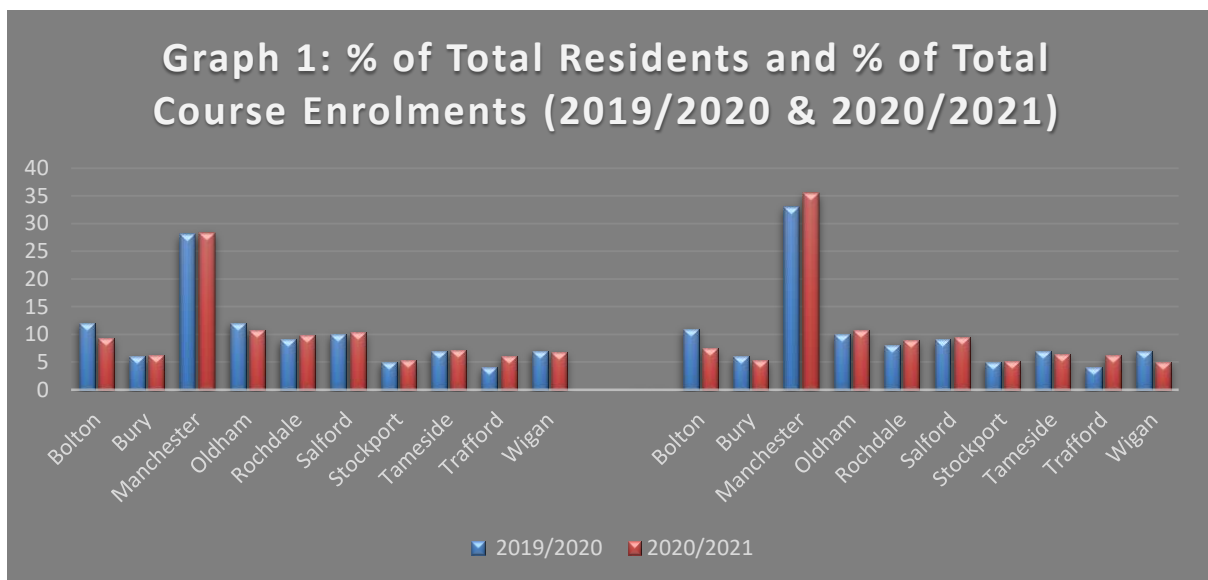
1.6 GMCA receives an annual budget every academic year (August to July) of approximately £96million, with the final allocation determined each January prior to the start of the academic year.

2. Closure and Performance of 2020/2021 Academic Year

2.1 As stated, the **plan for the first few years** of the devolved AEB was to develop close relationships with all providers, and establish strategic, place-based partnership

networks to allow providers to be more involved in strategic discussions about the supply and demand for skills at a local level. This meant that they could then use this local information to respond to challenges and offer the right skills and training to meet local economic need.

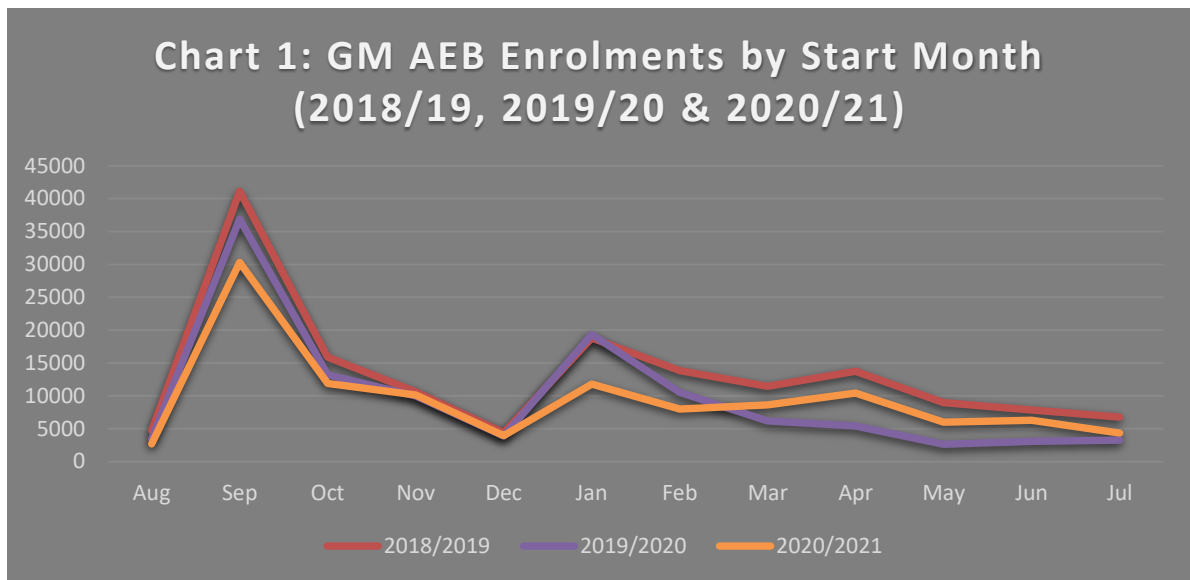
2.2 In this second year over 52,000 GM residents accessed over 110,000 devolved AEB funded courses, with over 88,000 of these completed during 2020/2021. Graph 1 below provides a breakdown of the percentage of residents and the courses accessed by district and compares to the first year. Given the impact Covid 19 had on face-to-face learning this is a real achievement that so many residents continued to make a positive impact on their learning.



2.3 During 2020/2021 the **Covid-19 pandemic** continued to have an effect on classroom and other face-to-face learning, which did stop, in particular for FE Colleges and Local Authority delivery. The Education, Work and Skills Team, continued to develop support both to GM residents and the provider base during this difficult and uncertain time, with additional flexibilities put in place to ensure providers could continue to deliver wherever possible. These initiatives included:

- Continuing to **support online delivery** wherever possible and applicable to the learning.
- **Continue a suite of programmes** aimed to support key groups of residents across GM, on whom the pandemic seen a significant impact on:
 - Supporting Safe Returns to Work: supporting businesses to provide health & safety and risk assessment training to staff to enable safe returns to work;
 - Rise of the Keyworker – Skills Pathway Programme: upskilling and reskills unemployed residents to enable them to enter keyworker roles in critical sectors; and
 - Short Retraining Programme: short, intensive skills provision codesigned with employers to support residents to retrain quickly.
- Enabling skills providers to access funding within their existing allocations to provide **additional pastoral support to learners**, to ensure they could continue to access provision including, additional one to one support, access to group forums etc.

2.4 Covid-19 continued to impact on the delivery of AEB, particularly with a decrease in residents enrolling on courses, at key milestones within the academic year. *Chart 1* below compares the number of courses residents started by month, with the previous two years of adult education. There is a significant drop in enrolments compared to the previous years, with both September and January being the main enrolment points for FE college courses, which reflect the localised lockdown across GM and the national lockdown in January 2021.



2.5 In relation to the funding, devolved AEB providers delivered 88% of actual learning in 2020/2021, considering the continued impact the pandemic caused all learning environments to close or limit access for significant parts of the academic year. This reflects the work and commitment from our provider base, to ensure the residents were supported and offered the learning they required. The GMCA took the approach to ensure the provider base was supported and through access to utilising their allocations for Covid Learner Support (up to 10% of their approved allocation, as set out in the AEB March 2021 report) and cover costs, confirmed through an Open Book Accounting process. This resulted in 99% of the overall allocation being paid, as outlined in *Table 1* below. GMCA have worked with all providers to understand what additional support was given to residents which accounts for the increase in funding provided to them.

Table 1: GM AEB Allocation (£m)

Committed for 2020/2021 £m	Actual Funds Paid for 2020/2021 £m	As a % of Allocation

89.82	88.74	98.79
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3.National Skills Fund Adult Level 3 offer (NSF L3)

- 3.1 The Government introduced its Lifetime Skills Offer in December 2020 and as part of this approach GM was allocated a further devolved and ring-fenced £8.3million (April 2021 to July 2022), to deliver and manage the National Skills Fund Adult Level offer for GM residents.
- 3.2 From April 2022, the rules and eligibility for accessing the current NSF L3 will change to enable, adults who are unemployed or earning below the low wage threshold (nationally this is the minimum national wage) to access more than their first Level 3 qualification. For GM we are able to apply our local low wage threshold, which is the real living wage which is above the national threshold.
- 3.3 GMCA has been notified of its allocation for 2022/2023 and this is an increase on the funding available in the first tranche of funding, from £6.7m for 21/22 to £8m for 22/23.
- 3.4 The Education, Skills and Work team have been reviewing the current offer across GM through its existing AEB provider base, and to ensure the funding is maximised as much as possible for GM residents, the team are now progressing an additional procurement process to seek additional skills providers to expand the offer across GM to reach more GM residents and ensure they have access to all the qualifications on offer from the NSF L3 qualification list.
- 3.5 It should be noted that GMCA do not determine the qualifications on the NSF L3 list, as these are set by the government department. GMCA can propose additional qualifications to be added to the list however this is not always successful, and the

Education Skills Funding Agency NSF L3 team are working closely with GMCA to consider how qualifications can be added going forward.

- 3.6 The additional procurement process will target those qualifications which are currently not offered by the existing provider base and where the current offer is not available across all GM local authority areas. This is so that there is not an oversupply of the various qualifications and enables as much as the funding is utilised as possible. The procurement process is expected to go live early March 2022, with final decisions on allocations to be made towards the end of April / early May, to ensure promotion, marketing and enrolments can commence as soon as possible to maximise funding both in the remainder of 21/22 and for 22/23.
- 3.7 GMCA are asked to note the planned approach for the commissioning of the extension and increase to the National Skills Fund Adult Level 3 offer for GM from April/May 2022 through to July 2023, and grant delegated authority to the GMCA Treasurer, in consultation with the Lead Member and Lead Chief Executive for Education, Skills, Work and Apprenticeships, to take forward the commissioning and contract award.

4. Academic Year 2022/2023

- 4.1 GM AEB will continue to deliver changes which will support delivery of the LIS, GM Strategy, COVID19 Recovery Plan and the Local Skills Report/Labour Market Plan. We will continue to develop and implement a range of GM and locally focused initiatives, aligned with ongoing policy developments and supporting evidence to target over and above the main statutory entitlements of the AEB requirements.
- 4.2 GM AEB will continue the grant funded approach for the FE Colleges and Local Authorities and continue with procured providers which were commissioned pre-2019/2020, whilst also preparing for additional activities which may need to be procured prior to and during 2022/2023.
- 4.3 In early February 2022 DfE confirmed the 2022/2023 GMCA AEB budget as continuing to remain at £96.3m for the academic year. This figure is calculated using performance

data from the 2017/18 academic year. The confirmed budget represents a slight increase of £144,213 on GMCA's 2021/2022 allocation, due an increase in funds for the 'uplift' funding for 19-23 years linked to the NSF L3 funding.

- 4.4 As part of the funding GM receives, GMCA must take into consideration its management and administration of the overall programme each academic year. GMCA has usually set aside 1.5% of the total AEB budget, which represents the funding required to manage and administer the devolved Adult Education Budget for each year since 2019/2020. This is well below the average management fee for a major programme.
- 4.5 As expectations change, and particularly with the added administration of the £8m NSF L3 allocation, for which we are unable to take a management fee, and with GMCA retaining its audit and compliance of the AEB grant agreements and contracts for services in house, it is proposed that the management fee is increased from 2022/2023 to 1.8% of the total core AEB budget. This means the management fee remains both appropriate and proportionate to the scale and nature of the activity.
- 4.6 In December 2021 GMCA approved the process to extend existing grant-agreement and procured contracts for a further year, to enable the Education, Skills and Work Team to fully review the impact of both devolution and the pandemic, in particular to commence the implementation of the refreshed Adult Skills objectives.
- 4.7 It is proposed given the continued economic impact we face at present that GMCA extend for the majority of grant funded and procured providers the same allocations in to this fourth year, ensuring performance management in year where appropriate.
- 4.8 For all AEB providers we are looking at past and current performance, taking in to account the impact Covid19 has had on delivery, plus how allocations were agreed upon for the previous years. GMCA are working with a small number of providers to understand their previous and current performance and projected end of year position,

as to whether a reduction or increase in their allocation would be applicable for 2022/2023.

4.9 Overall, for the 2022/23 academic year GMCA are proposing to continue to fund 35 providers in total. GMCA will distribute additional funding relating to continuing learners on the basis of the RO12/RO14 2021/22 data points so this funding covers actual delivery to learners and this will be added to the individual allocations once this information is finalised.

4.10 GMCA are asked to approve:

- Increase its management fee from 1.5% to 1.8% for 2022/2023 onwards;
- The proposed indicative allocations and subsequent expenditure for the GM grant-funded further education institutions and contract for services skills providers, and
- To grant delegated authority to the GMCA Treasurer to agree any minor changes that arise during discussions between each institution and GMCA.

The list of proposed indicative allocations can be found in Annex 1. This includes the current 2021/22 allocation by provider and the indicative allocation for 2022/2023, excluding funds applicable for continuing learners.

4.11 **The Mayor is asked to** approve the proposed indicative allocations and subsequent expenditure for the GM grant-funded local authorities and to grant delegated authority to the GMCA Treasurer to approve any minor changes that arise in the course of discussions between each local authority and GMCA. The list of proposed indicative allocations can be found in Annex 2. This includes the current 2021/22 allocation by provider and the indicative allocation for 2022/2023, excluding funds applicable for continuing learners.

5. AEB LA Grant Programme

5.1 During early 2020/2021 GMCA approved an initial £1.5m investment to the ten local authorities, to support overcoming barriers to accessing Adult Learning. This was shared evenly across all GM Local Authorities and split into three areas of activity:

Alleviating Barriers to Adult Education, Supporting Digital Inclusion and ESOL. An additional £500,000 from the Local Growth Fund (LGF) supported 10x Digital Kit & Connectivity Projects across the Local Authorities.

5.1 The various projects which were then developed and implemented during 2020/21 have produced positive impact and results, including:

- Major **collaboration between 7x Local Authorities** to launch the GM ESOL Advice Service, with approx. 4000 learners assessed in 20/21; 24 new ESOL courses made available and an additional 500+ places.
- Working with upto **100** VCSE organisations to support the **hardest to reach** residents.
- Over 5000 residents accessing **digital support** through the digital inclusion activities.
- 40 volunteer **digital champions** have been trained to support digital inclusion.
- Through the alleviating barriers residents are supported to **access needs assessments** across a range of provision, with the aim to refer residents on to AEB funded courses and / or other alternative provision / support such as Prince's Trust, Motiv8 etc. With **positive outcomes** such as over 250 people progressing into employment because of accessing the LA grant initiatives.

5.2 The Education, Skills and Work Team, are currently working closely with all the LAs, to maximise how the funding is used, ensuring that projects are capturing relevant impact and linkages to the wider Adult Skills offer. In 2021/2022, GMCA continued to support the LA Grant programme with £1.5m, with an emphasis on more joined up delivery and approaches, i.e. GM ESOL Advice Service, will begin to bring in the 3 other LAs, and the digital inclusion projects are linked together and support the wider GM digital inclusion work and scope.

- 5.3 The funding for 2021/2022 was re-aligned to encourage the closer working and collaboration with:
- LAs able to access up to £100k each in 2021/2022, subject to final spend and carry over of funding in 2020/2021.
 - £250k of funding of the GM ESOL Advice Service and wider ESOL activity, subject to final spend and carry over of funding in 2020/2021.
 - £250k of funding, to support GM wide initiatives led by the LAs supporting accessing to Adult Skills.
- 5.4 GMCA sees the benefit of how the individual and collaborative initiatives work alongside the main Adult Skills provision and propose that GMCA continues to support the LA Grant Programme through the AEB funding for 2022/2023. Funding is not assured for more than one year, until GMCA receive notification of the devolved AEB funding allocation in early February each year for the following academic year.
- 5.5 **The Mayor is asked to** approve the continued £1.5m allocation to Local Authorities for the AEB LA Grant Programme, supporting alleviating barriers to adult education, improving digital inclusion through skills, and continue the support of the GM ESOL Advice Service for 2022/2023.

6. National Multiply Scheme

- 6.1 In the recent Spending Review and further outlined within the Levelling Up White Paper, it was announced £559m would be allocated nationally to support numeracy skills for adults aged 19 and over. GMCA's Education, Skills and Work team, alongside other Mayoral Combined Authorities (MCAs), have been working with the Education Skills Funding Agency (ESFA) to understand how the funding for the Multiply Scheme can complement and support the Adult Skills existing maths offer.
- 6.2 The funding will be top sliced by approx. £130m for a national online portal offer, with the remaining funding allocated to lead authorities including MCAs, however it is not known what the final allocations will be based upon until sometime in March

2022. Spending of the allocations should commence from the start of the next academic year (August 2022), and the funds are available for the two years (2022/23 & 2023/24).

- 6.3 The funds are to be used to support adults aged 19 and over who do not already have a Level 2 in Maths (whether in work or unemployed). Key interventions should not displace, replace and / or duplicate activity funded through AEB entitlement. Once we are informed of the allocation for GM, we will be required to submit an investment plan, outlining need/demand, how we will increase participation, strategic fit with AEB and other UKSPF funding etc.
- 6.4 GMCA's Education, Skills and Work team are currently reviewing current and previous delivery of maths as part of the AEB programme, which is outlined in Annex 3. A proposed investment plan is currently being developed, which will outline the steps needed as well as highlighting gaps in data etc., and how additional evidence will be sourced.
- 6.5 The plan will take in to account the current menu of options made available, however this is not current finalised, and further information will be issued during March from the ESFA and hence the proposed investment plan outlined in Annex 4, is subject to change as and when further guidance is provided.
- 6.6 GMCA are asked to comment and note the proposed approach for taking forward the new Multiply Scheme for the 2022/2023 academic year onwards and delegate authority to the GMCA Treasurer in consultation with the Portfolio Lead for the

Education, Skills, Work & Apprenticeships and Digital to agree relevant grant conditions, commissioning route and award of individual grants/contracts.

7. AEB unallocated funds – Development of key initiatives to increase participation

- 7.1 At the start of the pandemic, the Education, Skills and Work Team submitted proposals in May 2020 for 2020/2021 onwards, to respond to policy developments in various areas including:
- a. Targeted delivery of Level 3 provision to LIS sectors & establish a GM entitlement list.
 - b. Responding to barriers to accessing ESOL & other learning provision across GM.
 - c. Supporting LA work and skills leads to respond to need in local areas to access learning.
 - d. Develop a response to the post COVID19 impact.
 - e. Provision targeted to key sectors (LIS, Work and Skills Plan etc.).
- 7.2 These areas have seen development and for some areas impact is being to be measured, although in some areas very small. The Education, Skills and Work team have identified approximately £9m of unallocated funding, where previous initiatives and end of year closures have resulted in underspend returned to GMCA,

and it is proposed that the Education, Skills and Work team consider a number of developments linked to the wider work and skills objectives including:

- a. Utilise funding to drive take up of GM's Local Level 3 offer (linked to the LIS and wider GMS) – GM does not have any additional uplifts, propose to target certain qualifications on the local list with additional funding to increase offer and take up.
- b. Enhancement of funding to drive up essential skills (English, maths & digital), i.e. target key wards where skill levels are low and previous AEB data shows low take up and access to skills provision. This could enable a localised link between the Multiply Scheme funding and other essential skills.
- c. Utilise AEB funding to develop additional provision to complement and improve access to other GM wider programmes, such as Work & Health; ESF Skills for Growth and Bootcamps.

7.3 GMCA are asked to note the proposed approaches and give approval for the Education, Skills and Work team to progress the developments, and delegate authority to the GMCA Treasurer in consultation with the Portfolio Lead for the Education, Skills, Work & Apprenticeships and Digital to agree relevant grant conditions, commissioning route and award of individual grants/contracts were this is applicable.

Annex 1 – Proposed indicative allocations for the GM grant-funded further education institutions and contract for services skills providers

Provider Name	Allocation type	Base Contract Allocation - 2021/2022	Proposed Base Contract Allocation - 2022/2023	Variance
AQUINAS COLLEGE	Grant	£85,243	£85,243	£0
ASHTON SIXTH FORM COLLEGE	Grant	£156,477	£156,477	£0
BOLTON COLLEGE	Grant	£3,679,131	£5,847,365	Includes Bolton Council
BURY COLLEGE	Grant	£2,061,164	£2,061,164	£0
HOPWOOD HALL COLLEGE	Grant	£4,644,156	£4,644,156	£0
LTE GROUP	Grant	£17,409,543	£17,409,543	£0
SALFORD CITY COLLEGE	Grant	£6,127,216	£6,127,216	£0
TAMESIDE COLLEGE	Grant	£2,656,872	£3,475,290	Includes Tameside Council
THE OLDHAM COLLEGE	Grant	£3,092,701	£3,092,701	£0
THE TRAFFORD COLLEGE GROUP	Grant	£5,685,775	£5,685,775	£0
WIGAN AND LEIGH COLLEGE	Grant	£3,518,930	£3,518,930	£0
ACCESS TO MUSIC LTD T/A ACCESS CREATIVE COLLEGE (LOT 2)	Contract for Services	£389,207	£389,207	£0
BABINGTON BUSINESS COLLEGE LTD (LOT 1)	Contract for Services	£749,779	£749,779	£0
BACK 2 WORK COMPLETE TRAINING LTD (LOT 1)	Contract for Services	£2,259,492	£2,259,492	£0

Provider Name	Allocation type	Base Contract Allocation - 2021/2022	Proposed Base Contract Allocation - 2022/2023	Variance
BACK 2 WORK COMPLETE TRAINING LTD (LOT 2)	Contract for Services	£526,500	£526,500	£0
GLOUCESTERSHIRE COLLEGE (LOT 2)	Contract for Services	£371,042	£371,042	£0
GROUNDWORK OLDHAM AND ROCHDALE (LOT 2)	Contract for Services	£162,955	£162,955	£0
MANTRA LEARNING LTD (LOT 1)	Contract for Services	£4,162,626	TBC	TBC
MAXIMUS PEOPLE SERVICES LTD (LOT 1)	Contract for Services	£1,223,410	£1,223,410	£0
PATHWAY FIRST LTD (LOT 1)	Contract for Services	£657,974	£657,974	£0
PEOPLEPLUS GROUP LTD (LOT 1)	Contract for Services	£1,327,888	£1,327,888	£0
SEETEC BUSINESS TECHNOLOGY CENTRE LTD (LOT 1)	Contract for Services	£955,659	£955,659	£0
STANDGUIDE LTD (LOT 1)	Contract for Services	£964,000	TBC	TBC
SYSTEM GROUP LTD (LOT 1)	Contract for Services	£2,051,658	TBC	TBC
THE EDUCATION AND SKILLS PARTNERSHIP LTD (LOT 2)	Contract for Services	£394,752	£394,752	£0
THE GROWTH COMPANY LTD (LOT 1)	Contract for Services	£3,009,791	£3,009,791	£0
THE TRAINING BROKERS LTD (LOT 2)	Contract for Services	£565,225	£565,225	£0
TOTAL PEOPLE LTD (LOT 1)	Contract for Services	£771,388	£771,388	£0

Provider Name	Allocation type	Base Contract Allocation - 2021/2022	Proposed Base Contract Allocation - 2022/2023	Variance
WORKERS' EDUCATIONAL ASSOCIATION (LOT 1)	Contract for Services	£1,976,722	£1,976,722	£0

Annex 2 – Proposed indicative allocations for the GM grant-funded local authorities

Provider Name	Allocation type	Base Contract Allocation - 2020/2021	Proposed Base Contract Allocation - 2021/2022	Variance/ Comment
BOLTON METROPOLITAN BOROUGH COUNCIL	Grant	£2,168,234	£NIL	Transfer to Bolton College
BURY METROPOLITAN BOROUGH COUNCIL	Grant	£1,422,905	£1,422,905	£0
MANCHESTER CITY COUNCIL	Grant	£7,624,356	£7,624,356	£0
OLDHAM METROPOLITAN BOROUGH COUNCIL	Grant	£2,804,233	£2,804,233	£0
STOCKPORT METROPOLITAN BOROUGH COUNCIL	Grant	£1,210,294	£1,210,294	£0
TAMESIDE METROPOLITAN BOROUGH COUNCIL	Grant	£818,418	£NIL	Transfer to Tameside College
WIGAN METROPOLITAN BOROUGH COUNCIL	Grant	£716,985	£716,985	£0

Annex 3 – Multiply Scheme – GM devolved AEB activity

Devolved AEB has funded delivery as follows in relation to maths (by academic year):

- 2019/2020 - £8.5m – approx. 13,000 enrolments for approx. 9500 unique learners
- 2019/2020 – approx. 3500 enrolments are for Level 2 GCSE Maths, of which approx. 2500 completed, approx. 2500 achieved (no grading visible).
- 2020/2021 - £7.3m – approx. 12,000 enrolments for approx. 8500 unique learners
- 2020/2021 – approx. 3300 enrolments are for Level 2 GCSE Maths, of which approx. 2500 completed, approx. 2000 achieved (no grading visible)

Note: GCSE results grading 1-3 are equivalent to a Level 1 qualification with grades 4-9 being a Level 2.

Annex 4 – Multiply Scheme – Proposed Investment as at 28th February 2022, subject to change.

Stage	Action required	Steps to be taken	Timelines
1	Gather relevant evidence to support need / demand	<ul style="list-style-type: none"> Engage with residents via social media & stakeholders to understand need and level of demand Engage with existing & previous learners through AEB provision (skills providers), to gather information on whats worked / not etc. 	March 2022
2	Understand areas of concern / barriers to increasing participation and achievement	<ul style="list-style-type: none"> Liaise with skills providers to see what the gaps are, i.e. skills gaps in teaching staff etc. Waiting lists, capacity within current offer. Thoughts on possible gaps focus of funding to ensure increase in achievements 	March 2022
3	Routes to market	<ul style="list-style-type: none"> ESW FPS system to engage additional stakeholders, depending upon details below, i.e. grass roots engagement 	May – July 2022
4	Possible options for delivery	<ul style="list-style-type: none"> Investment to support additional teachers / tutors / champions and therefore increase uptake and reduce drop-outs of learners. Grass roots engagement through HAs, Credit Unions, CAB etc. to find those who struggle with 	Varied stages of implementation: <ul style="list-style-type: none"> Additional training offer to encourage maths tutors / champions (August 2022 onwards)

		<p>budgeting / debts etc, they may need very low-level money planning skills, as a way to entice them back to learning.</p> <ul style="list-style-type: none"> • Co-ordination / signposting role as linkage between the grass roots to the mainstream offer through AEB (similar to the current AEB GM ESOL Advice service) • May need to add volume to current AEB offer and / or provide more tailored 1 to 1 (small groups <5) who need additional maths tutoring linked to existing maths learning. 	<ul style="list-style-type: none"> • Grass roots activity commences if commissioned out (September 2022) • Co-ordination requirements – key stakeholder to lead? (October 2022) • Added value to AEB delivery targeted to GCSE offer (September / October 2022)
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GREATER MANCHESTER COMBINED AUTHORITY

Date: 25th March 2022

Subject: #BeeWell Survey 2021 Findings: Publication of the data on a neighbourhood level

Report of: Councillor Eamonn O'Brien, Portfolio Lead for Young People.

Purpose of Report

#BeeWell surveyed nearly 40,000 Year 8 and Year 10 pupils in Greater Manchester on their wellbeing in Autumn 2021. This report outlines the key findings of the survey results, ahead of publication in late March 2022, and provides an overview of next steps.

Recommendations:

The GMCA is requested to:





1. Note the key findings of the #BeeWell survey results.
2. Encourage a system-wide response to the findings and ensure young people's voices are leading the response the survey findings
3. Celebrate existing good practice and strengths of Greater Manchester communities during the launch of the survey findings

Contact Officers

Jane Forrest (jane.forrest@greatermanchester-ca.gov.uk)

Huw Spencer (huw.spencer@greatermanchester-ca.gov.uk)

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	The programme will give insights into the experiences of young people with one or more protected characteristics, such as race, disability, age, sex, gender identity. As well as health inequalities it will shed light on access to services, belonging, skills and community support. The programme will create mechanisms for communities to shape the responses to the survey findings.	
Health	G	The programme will give insights into young people's physical health, mental health and wellbeing, physical activity, loneliness and access to healthy food.	
Resilience and Adaptation	G	The programme will give insights into feelings of safety and support in local communities. It will also shed light on places to go and its variation across Greater Manchester neighbourhoods.	
Housing			
Economy			
Mobility and Connectivity			
Carbon, Nature and Environment			
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
Further Assessment(s):	Equalities Impact Assessment		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative , with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Risk Management

Risks of service delivery will be managed through structured programme management, overseen by the Greater Manchester #BeeWell Delivery Board.

Legal Considerations

The delivery of the programme will have been subject to legal advice relating to procurement and information governance.

Financial Consequences – Revenue

Revenue investment is guaranteed via external funders in partnership with the University of Manchester, who hold the majority of funding for this work.

Financial Consequences – Capital

No capital investment is involved.

Number of attachments to the report: 1

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

N/A

Tracking/ Process

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

No

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

#BeeWell is a £2mn collaboration between the University of Manchester, the Greater Manchester Combined Authority and the Anna Freud Centre. The programme measures young people's wellbeing on an annual basis and aims to bring about positive change in Greater Manchester's communities as a result.

The programme builds on the Greater Manchester Life Readiness survey. It is funded for three years by a range of ten national and local funders, including the University of Manchester, the Gregson Family Foundation, the GMCA and others.

The #BeeWell survey was co-created by 150 young people, across 14 pathfinder schools in Greater Manchester. Questions range from psychological wellbeing, self-esteem and autonomy to participation in culture/physical activity, safety in local neighbourhood and relationships with friends, parents and teachers.

The #BeeWell team have worked closely with local authority education teams to engage and sign-up 93% of mainstream secondary schools in Summer 2021, as well as special schools, PRUs, independent schools and Alternative Provision. At least 3 in 4 schools were signed up in every local authority in GM.

The first round of the survey was delivered to Year 8 and Year 10 pupils in Autumn 2021, with almost 40,000 young people taking part. This represents up to 60% of all young people in that age bracket in the city region and represents the biggest survey of its kind in the country.

Schools across Greater Manchester received their bespoke data dashboards on January 31 2022. This provides schools with insights into the strengths and needs of their pupils, with the ability to explore trends by sex, FSM eligibility, age, and SEND status. The Anna Freud Centre will provide support in interpreting the results, with a series of webinars and one-on-one sessions with interested schools.

Local Authority Education Directors received headline results at an LA-level as background for any school-based conversations. Initial analysis shows that the main domains of wellbeing do not vary significantly at a local authority footprint.

A neighbourhood-level dashboard will be published at the end of March 2022. This will show variation in wellbeing across different communities, as well as insights into the key

drivers of young people's wellbeing. Young people will be central to shaping the key messages that emerge from the neighbourhood analysis.

The #BeeWell team is working closely with the Delivery Hubs to ensure alignment with the new Children and Young People Plan. One #BeeWell measure (SWEMWBS) will feature as a metric in the Greater Manchester Strategy.

2. Emerging key findings

2.1. Overall Wellbeing

National comparisons are limited, but key wellbeing scores at a GM-level seem consistent with what we know from other large studies that have used one or more of the measures included in the #BeeWell Survey.

Young people responding to the SWEMWBS measure reported an average score of 23.1, (within range of 7-35). This is very close to the UK average (including adults) of 23.5. Young people responding to the ONS4 Life Satisfaction item gave an average score of 6.6 out of 10. The Children's Society weighted average for 10–17 year-olds April – June 2021 was 7.6.

16% of young people responding to the Me and My Feelings measure reported a high level of emotional difficulties. These thresholds do not represent a clinical diagnosis but indicate young people scoring in this range are likely to need significant additional support.

2.2. Wellbeing inequalities

Inequalities persist in wellbeing scores, particularly across gender and sexual orientation.

There are noteworthy gaps in wellbeing scores between males and females which are statistically significant:

- The life satisfaction average score is 6.1 out of 10 for girls but 7.2 for boys.
- 7% of boys report a high level of difficulties for the Negative Affect measure, compared with 22% of girls.
- Non-binary young people also report lower levels of wellbeing than boys, with even more pronounced differences.

There are sizeable inequalities for young people who identify as LGBTQ+, with significant differences between young people who identify as heterosexual and young people who identify as gay, lesbian, pansexual or bisexual, as well as transgender and cisgender young people.

There are smaller differences across ethnicity, SEND status, carer status, FSM eligibility. These are still significant in some instances (for instance wellbeing levels are lower for young carers). There are few significant differences between pupils with English as an Additional Language and English as a first language.

2.3. Health and routines: mixed picture for physical activity

Across Greater Manchester, 1 in 3 young people (34%) are reaching the recommended levels of physical activity set by the Government's Chief Medical Officer. This falls to 26% of girls, 27% of Asian pupils and 17% of Chinese pupils.

Despite this, 83% of young people report they feel they have good, very good or excellent physical health across Greater Manchester, including 79% of girls. We also know that 67% of YP do sports/exercise/other physical activities at least once a week outside of school (77% of boys, 58% of girls).

Finally, 40% of young people said they don't normally get enough sleep to feel awake and concentrate on their school work during the day; for girls, this figure was 46%.

2.4. Hobbies & Entertainment: young people happy with what they can do

73.2% of young people can almost always/often do the things that they like in their free time. This figure was celebrated by the Youth Steering Group. This drops to 66.7% of girls, up to 79.7% of boys, and 70.2% of pupils eligible for FSM.

There is also greater variation at a neighbourhood level, by ethnicity and sexual orientation. This figure varies from 63% to 83% across GM neighbourhoods, as well as from 66% of Black pupils and 62% of Chinese pupils to 76% of White pupils. It also falls to 62% of gay/lesbian pupils and 61% of bi/pansexual pupils.

50% of Y8s spend time on other creative hobbies at least once a week, in contrast to 40% of Y10s. The average daily time spent on social media is 4.4 hours. This varies by school from 2.19 hours to over 5 hours per day.

2.5. Environment and Society: Young people have good places to spend their free time

70.6% of young people agree or strongly agree that they have good places to spend free time, while 12.4% disagree or strongly disagree. However, this varies from 61% to 80% across neighbourhoods. It also varies from 72% of heterosexual pupils to 60% of gay/lesbian pupils, 56% of bi/pansexual pupils and 61% of trans young people.

3 in 4 young people agree or strongly agree that their area is safe to live in; this drops slightly to 73.6% of girls, then to 69.1% of young people eligible for FSM.

58% of young people agree that people support each other's wellbeing in their area. 63% of Y8s agree with this statement, but this drops to 52% of Y10s.

2.6. Relationships: Discrimination is a feature of many communities

37% of Black pupils report experiencing discrimination because of race, skin colour, or where they were born (occasionally, some of the time, often or always). 42% of Chinese pupils report experiencing discrimination, 21% of Asian pupils and 29% of pupils with a mixed ethnic background.

35% of young people who identify as gay or lesbian report at least occasionally experiencing discrimination because of their gender, which rises to 39% of young people who identify as bi or pansexual. 42% of transgender young people report experiencing discrimination because of their gender.

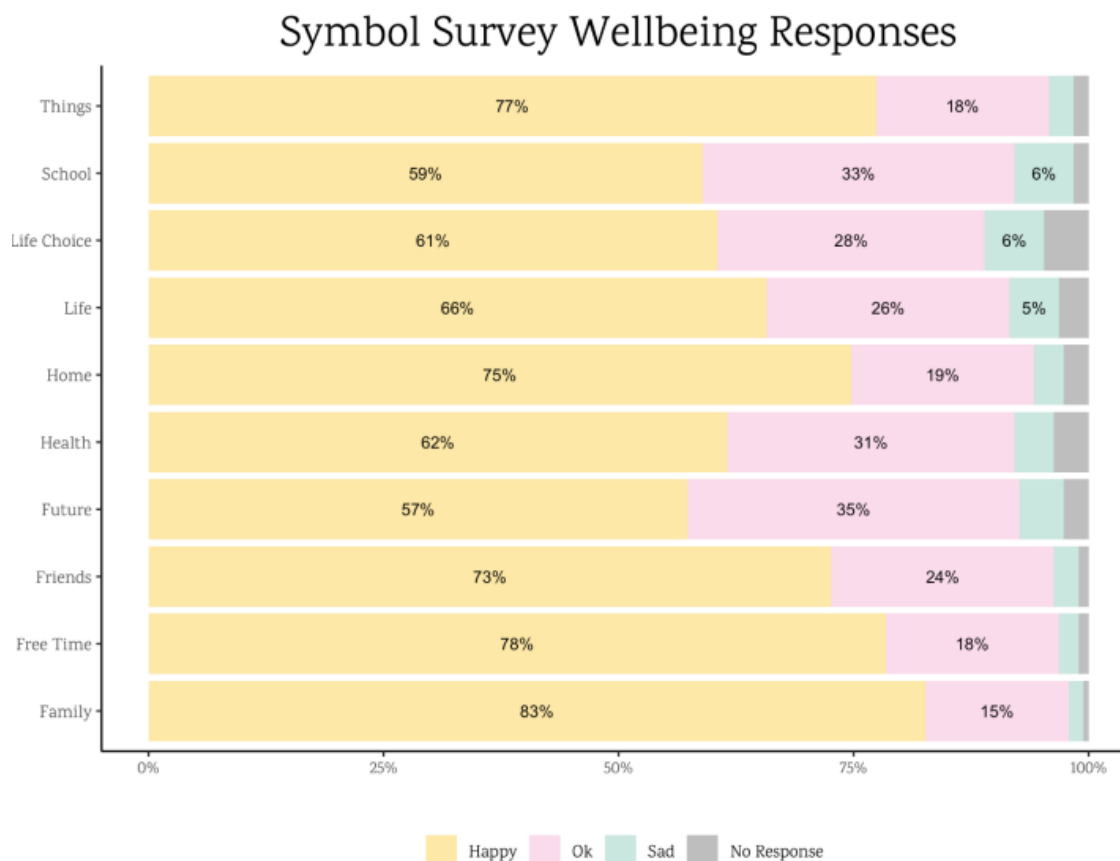
1 in 2 young people who identify as gay/lesbian report experiencing discrimination because of their sexual orientation, which rises to 2 in 3 young people who identify as bi or pansexual.

19% of pupils with SEND report experiencing discrimination because of their disability, compared with 4.8% of non-SEND pupils.

2.7. Non-mainstream school findings

Pupils in non-mainstream schools were able to complete a short version of the survey. A symbol-based version of the survey was also created for non-verbal young people or young people with profound and multiple learning disabilities. The following findings provide a summary of the data for all pupils who completed the #Beewell Symbol Survey. Please note: Percentage labels are only displayed for

percentages equal to or greater than 5% and all percentages have been rounded to avoid disclosure.



Please note: Percentage labels are only displayed for percentages greater than 5% and all percentages have been rounded to avoid disclosure.

3. Next Steps

3.1. Neighbourhood Results

The University of Manchester is producing a neighbourhood dashboard with input from young people, Education ADs, voluntary sector partners and schools.

The dashboard will give insights into how wellbeing domains and drivers vary across GM’s 66 neighbourhoods. It will also permit users to interpret contextualised scores for neighbourhoods, taking into account demographic characteristics.

The dashboard will be made publicly available on March 25th but shared with DCSs, Assistant Directors for Education and WLT in mid-March.

3.2. Support for Schools

All schools have been offered one-on-one follow up support sessions with the Anna Freud Centre to interpret their data.

In summer term, schools will be invited to attend Targeted Learning Sets facilitated by the Anna Freud Centre, which will bring together school leaders to share ideas and best practice around specific wellbeing challenges identified by schools.

3.3. Whole System Response

90+ partner organisations have joined the #BeeWell Coalition and committed to responding to the #BeeWell data. These include service delivery partners (e.g. 42nd Street, Place2Be), business partners (e.g. Northern Powerhouse Partnership, Timpson Group), funding partners, and research partners (e.g. Institute for Health Equity at UCL, Education Policy Institute). #BeeWell is working closely with Youth Alliance GM to support communities of practice and shared learning in the voluntary and community sector in response to #BeeWell data.

3.4. CYP Social Prescribing pilot

#BeeWell has secured funding for a £250k pilot programme in partnership with Greater Manchester Mental Health in Education and BBC Children in Need. The pilot programme will operate in five Greater Manchester neighbourhoods, identified based on needs and strengths found in the #BeeWell survey data.

Pupils in participating schools will be trained as #BeeWell Champions and receive a Level 2 Royal Society for Public Health qualification. Young people will access a community implementation fund worth £20k per neighbourhood to commission activities in their local area that support mental health and wellbeing.

3.5. Quick Wins

#BeeWell partners have started to announce their early responses to the data:

GreaterSport on behalf of **GM Moving** have announced that they will be launching a youth-led campaign on physical activity and mental health. The campaign is in response to the finding in the #BeeWell data that only 1 in 3 young people in GM are currently meeting the recommended daily physical activity recommendation set by the Government's Chief Medical Officer.

The campaign will draw in partners from across Greater Manchester to celebrate the benefits of physical activity and increase engagement across the city region. The campaign will be designed and led by young people, to ensure physical activity is advocated for in an inclusive, accessible and exciting way for young people. It will also give specific focus to girls, building on the #BeeWell findings uncovering the extent of the gender gap in physical activity coming out of the pandemic.

Reform Radio have announced a new monthly radio show that will support young people to respond creatively to the #BeeWell data and focus on the issues that matter to them.

Young Manchester will be launching a new youth-led commissioning pot for young people to spend on mental health and wellbeing activities in their local area in response to the findings.

The Greater Manchester Health and Social Care Partnership are launching a youth-led commissioning pot for LGBTQ+ young people to spend on activities that will support and promote mental wellbeing of the LGBTQ+ community.

3.6. Continuing the conversation with young people

#BeeWell's ambition is to start the conversation with young people about how to support their mental health and wellbeing across Greater Manchester. The next phase will be focused on how to continue the conversation with young people and involve them in the response to the findings. A few projects are already underway (outlined below) but there is an aspiration this data sparks conversations in communities across Greater Manchester.

Politics Project: In July 2021, the GM Children's Board agreed to participate in digital surgeries to discuss the #BeeWell findings with young people across Greater Manchester. The Politics Project will facilitate 10x dialogue sessions between young people, schools and decision-makers across the ten Greater Manchester local authorities in summer term 2022.

Youth-led commissioning: The #BeeWell Youth Steering Group, made up of young people across GM, will have access to £10,000 per year to commission activities in response to the #BeeWell findings.

Young Researchers Programme: 20 Year 10 pupils across GM will be trained as researchers, to work with the #BeeWell team and the University of Manchester to interpret the survey responses and identify future areas of research.

3.7. Reporting Cycle

This report will go to the Greater Manchester Combined Authority on March 25th 2022, following items at Wider Leadership Team (March 9th), Leader's Strategy meeting (March 15th) and a press release on March 17th.

Local authority officers will receive access to the neighbourhood dashboard ten days prior to its publication. Briefings will also be provided to each local authority that summarises strengths emerging from local neighbourhoods.

Portfolio holders across the key findings (Young People, Culture, Health, Inequalities) will have advanced briefing and opportunities for comment.

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GREATER MANCHESTER COMBINED AUTHORITY

Date: 25 March 2022

Subject: Supporting the Delivery of the GM Housing Strategy

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

Purpose of Report

To seek agreement to an approach for utilisation of surpluses from the GM Housing Investment Loans Fund to support growth and levelling up across GM as part of the GM Housing Strategy.

Recommendations:





The GMCA is requested to:

1. Approve the allocation of £4m from the GM Housing Investment Loan Fund Surpluses to fund the activity identified.
2. Approve the costs of GM Delivery Team to sit within the Core Investment Team budget.

Contact Officers

Andrew McIntosh, GMCA Director of Place Andrew.mcintosh@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	New social housing will be accessible by and at least in part targeted specifically at people with protected characteristics and should be planned to ensure good access to public services. It gives a stable base for communities to grow stronger New social housing will be accessible by and targeted specifically to support socially and economically disadvantaged people. Good Landlord Charter will help to improve the PRS and support those who are socially and economically disadvantaged. Improved PRS leads to more sustainable communities with less turnover of properties and fewer transitory residents.
Health	G	Safe, permanent, warm and healthy homes will be provided for households in housing need. Improvements to the quality of PRS homes will lead to improvements in physical health of residents. New social housing developments will be designed with the need for access to open space and provision for active travel in mind New social housing provides a long term, sustainable solution to housing needs and gives a stable base for communities to connect with each other
Resilience and Adaptation	G	Delivery of net zero carbon homes at scale will contribute to the transformation of GM's housing stock in line with carbon reduction targets. Homes will be developed in line with Places for Everyone and other relevant policies on blue and green infrastructure
Housing	G	Safe, permanent, warm and healthy homes will be provided for households in housing need, including those experiencing homelessness. Greater security in the PRS will help to provide solutions to homelessness. Delivery is likely to be substantially on brownfield sites, and there may be some reuse of existing buildings Retrofitting of existing homes will improve the quality and energy efficiency of existing residential buildings. The Good Landlord Charter could help lead to improvements to existing PRS stock
Economy	G	Economic activity generated by design, financing, construction and supply chain associated with housing delivery. Through anticipated transition to off-site manufacture construction techniques, one objective will be to transform the working environment of the construction sector. Innovation in design, manufacture, construction and maintenance of new homes will be essential to success of this strategy driving economic outcomes. New skills and education will be needed to deliver via the new methods outlined.
Mobility and Connectivity		
Carbon, Nature and Environment	A	During construction phases, negative impacts are likely. Net zero carbon homes delivered at scale will have significant positive impacts on carbon emissions, and indirectly will lead to further reductions in costs for market delivery of net zero carbon homes.
Consumption and Production	G	Process and technical innovation required to deliver net zero homes at scale will significantly reduce waste generated by housebuilding This is one of the key anticipated changes to be driven by the strategy to build 30,000 net zero social homes Both are potential benefits from the transition to modern methods of construction
Contribution to achieving the GM Carbon Neutral 2038 target		A number of new homes built under this strategy will be energy efficient, affordable, are likely to incorporate low and zero carbon energy generation & storage, clean technology innovation, be better adapted to climate change impacts, contribute to increased biodiversity and the improvement of brownfield land quality and the use of sustainable blue and green infrastructure.
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment	
	Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.
	Mostly negative , with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Carbon Assessment				
Overall Score				
Buildings	Result	Justification/Mitigation		
New Build residential				
Residential building(s) renovation/maintenance		It is not yet clear the specification for all housing to be delivered. A proportion will be Net zero carbon. This will be considered for net-zero new build and other new build properties as appropriate Impacts will be assessed on site by site basis		
New Build Commercial/Industrial	N/A			
Transport				
Active travel and public transport	N/A			
Roads, Parking and Vehicle Access	N/A			
Access to amenities	N/A			
Vehicle procurement	N/A			
Land Use				
Land use	#####			
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

Equalities impact

Supporting the delivery of the GM Housing Strategy will add significantly to the availability of secure, safe, warm and affordable homes to households in housing need across the city region and has the potential to significantly address housing inequalities.

Risk Management

The funding will be managed as part of the Place Directorate budget. Funding is provided by surpluses generated from successfully investing GMHILF funds and as such there is no risk of clawback or other risks to the GMCA.

Legal Considerations

NA

Financial Consequences – Revenue

All revenue costs are anticipated to be funded through the GM Housing Investment Loans Fund surpluses.

Financial Consequences – Capital

N/A

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

- GM Delivery Team and Utilisation of GMHLIF Surpluses (report to GMCA 28 June 2019)
- Continued City Centre Housing Developments and Use of Property Funds Surpluses (report to GMCA 14 December 2018)

Tracking/ Process

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

Yes

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1 BACKGROUND

- 1.1 The impact of Covid over the last couple of years has seen further demand for improved quality of housing across Greater Manchester, both in terms of new development and in the private rented sector, as GM residents spend more time working and socialising at home. There is further need to redefine our town centres as residents use the available space in different ways and the continued diminishing footprint of the high street offers opportunities for place based development and the provision of good quality housing in place of town centre commercial / retail space. There is similarly the need to consider the delivery of green spaces, deliver net zero social homes and meet biodiversity net gain objectives through new development, all supporting the levelling up of the towns and cities across Greater Manchester.
- 1.2 Following more than 5 years of operation of the GM Housing Investment Loans Fund (GMHILF) interest and fees have been accrued. It was previously agreed by GM Leaders that these would be used to support the implementation of the GM Housing Strategy and provides a mechanism by which further activity can be funded across GM to accelerate delivery of agreed objectives. The current forecast of surpluses to be generated by the Fund by the end of its operational life is in excess of £15m. A large proportion of this is still to be received and therefore any plan for utilising these surpluses needs to be phased such that only funding already received is committed. Within this constraint there is an opportunity to provide some longer term certainty over funding availability to move forward key priorities to support our work in relation to housing growth and levelling up by providing greater capacity for GM to respond to the process and challenges as set out in the Levelling Up White Paper. This activity will similarly support achieving objectives as set out in the recently agreed Greater Manchester Strategy (GMS).
- 1.3 The GMCA has previously approved the utilisation of Housing Fund Surpluses to support implementation of specific elements of the Housing Strategy. This secured funding for the Delivery Team and a budget to take forward the Good Landlord Scheme as part of the implementation of the GM Housing Strategy.

- 1.4 Regardless of the approach that will be adopted for allocation of national future funding, which in a large part will become clearer as negotiations with Government around the implementation of the Levelling up White Paper, there is a need for Local Authorities to develop priority projects such that they are in a position to put forward strong proposals that align with GMS objectives. The approach to developing Growth Locations, as agreed at the CA meeting in December, supports the ambition to build a strong pipeline of investible projects such that GM is in the strongest possible position as funding becomes available. There is a need to continue to provide financial and specialist support from the GMCA in this regard and use the approach to ensure the GM Housing Strategy objectives and the approach to delivering net zero social homes are imbedded in early stage project development and delivery.
- 1.5 This paper sets out areas where further investment is required to support the accelerated implementation of the GM Housing strategy and seeks approval to commit resources from the GMHILF Surpluses to fund these areas of activity.

2 FUTURE CAPACITY REQUIREMENTS

2.1 Local Authority Development Support

- i. The GM Local Authorities directly employ staff to undertake development work with the CA providing specialist support as needed. A key challenge is attracting appropriate staff to take up development roles across GM where the Public Sector is competing with both the private sector and Registered Providers for the same scarce resource. There is a clear need to attract young professionals to work on housing development across GM and for the appropriate training to be provided such that GM creates the development capacity for the future. If each Local Authority did this separately it would require time consuming recruitment processes and management of training programmes. They also may lack the resource to directly employ this capacity. Creating a central training programme will create efficiencies and may also be a more attractive option for potential

candidates who then have the ability to move between districts and potentially gain a broader range of experience. It is therefore proposed that the GMCA sets up a graduate trainee programme that will seek to bring forward 10 graduates positions with one graduate then being deployed to each of the 10 Local Authorities for the 2 year graduate programme period.

- ii. There is similarly a need to create broader opportunities for other potential candidates that do not have a degree qualification. It is therefore proposed that three apprenticeship positions be created across the Core Investment and Delivery Teams providing support to the Local Authorities as part of these teams.
- iii. The budget required for this activity over a 2 year period is £750k.

2.2 Supporting Modern Methods of Construction

- i. The advancement of Modern Methods of Construction (MMC) is valuable for the industry as a whole and will support delivery of private housing as well as both affordable and social housing stock. It is also perceived as one of the key routes that will support the delivery of net zero housing and therefore supporting the development of MMC methods across GM is critical to accelerating its delivery and advancing the construction of net zero homes within GM. Driving MMC will similarly support supply chain and skills development in relation to retrofitting homes across GM so has wider benefits in addition to the new build agenda.
- ii. A group of Northern Housing Association members have come together to form the Off Site Homes Alliance (OSHA) to develop a joint approach to delivering new social and affordable homes through modular manufacturing techniques. OSHA partners have invested considerable sums in order to bring the partnership together and develop the initial views on design, quality and delivery. They are seeking to bring together a fragmented industry to provide clarity on the standards for construction and delivery that will enable the move towards delivering net zero social homes within GM via modular construction technologies. The partnership

created by the Registered Providers under the OSHA partnership creates robust demand for MMC homes built to agreed design standards, one of the key barriers to large scale development using MMC that will ultimately drive efficiency and cost reduction in this market. This is therefore considered one of the primary initiatives to meeting GMs 30,000 net zero social homes ambition.

- iii. To support their efforts, which align with both GM and national objectives, OSHA are seeking grant funding from the GMCA to drive forward this initiative to match their own commitment. OSHA are already working closely with University of Salford and the next stage in the process would see a focus on driving innovation into the sector and potentially attract further funding through Government to support GM partners under Innovation GM which clearly aligns with the approach set out within the Levelling up White Paper. Providing support from the GMCA would support progressing the concept, drive multiple benefits across GM in both housing and net zero and potentially lead to the construction of an MMC factory within GM.
- iv. The initial budget request for this activity is £350k to support the further development of the Offsite Homes Alliance and, in the future, the development of a business case for setting up an MMC factory within GM.

2.3 Delivering Net Zero Social Homes and Retrofit

- i. There is a clear ambition across GM to accelerate the delivery of Net Zero Social Homes as set out in detail in the paper that was tabled at the GMCA meeting in December. While a work programme is being developed it is clear that there is a lot of activity required to support this particular ambition and therefore a need to identify appropriate programme management support to drive this forward in the coming years. It is anticipated that the majority of the detailed work in delivering this agenda will fall to partners and be subsumed into broader activity such as the development of Growth Locations or existing skills development programmes. There will, however, also be some specific external

consultancy support requirements in order to progress specific elements of the plan that cannot be subsumed elsewhere. The estimated budget for programme management and specialist consultancy input is £250k.

- ii. Alongside the need to deliver net zero homes at scale, there is the challenge that over three quarters of our existing homes need retrofitting.
- iii. Retrofitting a home will result in multiple benefits for the people who live in the property, to the wider economy and society at large. However, these benefits are not always realised by the person making the investment, making the business case harder to justify for those who need to do so. This can be further complicated when the cost of a retrofit is compared with replacing a gas boiler, ignoring the wider home improvements which a retrofit can involve and the comfort and wellbeing gains. This can result in long payback periods as the investment is not always fully reflected in an increased value for the property, in the same way some other home improvements are.
- iv. As a result, funding retrofit is a complex challenge which requires a range of different finance solutions. The GMCA have the opportunity to work in collaboration with the Green Finance Institute to move forward a number of workstreams to bring such solutions to market and run pilots within Greater Manchester. The estimated budget to fund this collaboration is £200k

2.4 Partnership Working

- i. The GMCA has agreed to enter into a Strategic Place Partnership (SPP) with Homes England with the intention of working more closely with Homes England to bring forward propositions that align with their future funding programmes and deliver the agreed objectives as set out within the Memorandum of Understanding, such as supporting Community Led Housing. The partnership objectives are a subset of those agreed by the GMCA under the GM Housing Strategy. The SPP with Homes England has already resulted in c£800k of direct investment from Homes England into development activity across the Local Authorities in FY 21/22 and it is

anticipated that this investment will continue into future years. It is also hoped that there will be a further increased focus by Homes England in GM as a result of their refocussing on regeneration as announced in the Levelling Up White Paper.

- ii. The GMCA has separately entered into a trilateral partnership with GM Housing Providers and Health and Social Care Partnership to deliver joint objectives which align directly with the objectives set out in the GM Housing Strategy. This is a critical relationship given the reliance on both organisations to deliver a large proportion of GMs objectives as set out within the Housing Strategy. This includes work around Home Improvement Agencies, delivering affordable and social homes, progressing the Ethical Lettings Agency, driving net zero homes delivery and housing retrofit.
- iii. Furthermore, the GMCA has entered into a tri-lateral partnership with the Environment Agency and United Utilities which focuses on placed based planning and infrastructure resilience to protect both existing housing stock and developing an approach to new development required to meet our 2038 environmental ambitions. This specifically relates to working collaboratively to address flood risk across GM.
- iv. These partnership arrangements are developing and specific areas of activity being identified where joint investment between the partners will accelerate the delivery of the targeted outcomes and deliverables. Matching partner investment through the GMCA leverages further investment from these strategic partners and is therefore critical to ensuring the best value for money is delivered through our ongoing activity.
- v. There is, therefore, a requirement for a specific partnership budget to support these workstreams at a GM level. This would fund a broad range of activity and could include increased housing officer support or direct contribution to specific activities such as a Place Intelligence Tool, an SME Pilot programme, Social Housing Decarbonisation programme and a

Home Improvement Agency. Given the evolving nature of the partnerships, a flexible budget of £800k to support partnership activity over the next 2 years is sought.

2.5 Revenue Support for Growth Locations

- i. There is CA wide support for the work being undertaken to bring forward development across GMs Growth Locations. There is revenue funding being allocated through the Evergreen surpluses that can support development of propositions that bring forward commercial development. This funding has limitations and cannot fund housing only propositions and there is a need to make available some revenue resource to support development activity on housing schemes within Growth Locations. This revenue will be utilised to provide direct support to priority projects across Greater Manchester with oversight of expenditure being provided through the Growth Locations Steering Group which has representatives from all 10 local authorities.
- ii. Given the scale of development envisaged, the initial budget request for Growth Locations is £750k pa over the next 2 years.

2.6 Good Landlord Charter

- i. Work is progressing on developing a Good Landlord Charter alongside the Good Landlord Scheme which has previously been allocated funding and agreed through the GMCA. Given the level of stakeholder engagement and charter design work that is required there is a need to bring in specific project management support and appoint appropriate consultants to run meaningful stakeholder engagement sessions. Should the CA commit to pursuing a Good Landlord Charter, taking into consideration national work announced under the Levelling Up White Paper in relation to a Landlord Register, there is likely to be an annual budget requirement of c£350k to operationalise the Good Landlord Charter.

- ii. The initial budget request, in relation to developing the proposition to the point that a CA decision can be taken about moving forward with the Charter, is £150k.

2.7 GMCA Specialist Resources

- i. The GM Delivery Team and Core Investment Team currently work on the basis of direct employment at a CA level with those staff then working on agreed areas of focus providing specialist resources to the Local Authorities where this capacity does not exist. This provides a number of benefits:
 - The team ensures there is sufficient capacity to bid for and manage capital grant programmes that are provided through the CA to fund Local Authority priority projects
 - A centralised specialist team exists to be deployed on projects as required
 - The resource can be used to support specific projects as needed without the local authority committing to funding a full time post
 - The team has a range of skills and experience to support the development cycle
 - The local authority avoids the need to procure consultancy services and the additional administrative burden that comes with putting such support in place.
- ii. The Core Investment Team is funded directly through the income generated from investments into projects. The Delivery Team focuses on ensuring there is a pipeline of investable propositions coming forward into which investment can be made and will, therefore, be integral to the continued generation of investment surpluses which can be used to support the delivery of the Housing Strategy objectives. It is therefore proposed that the Delivery team are funded directly from income generated via the GM Investment Funds moving forwards.

3 RECOMMENDATIONS

3.1 There is a broad scope of activity required to be undertaken to accelerate the delivery of GMs Housing Strategy objectives that aligns with the objectives as set out in the Levelling Up White Paper. The funding requests set out within this paper would give certainty over future funding and an ability to progress the necessary critical work. There is no expectation that the funding is matched by Local Authorities with the objective being that the investment will leverage significant partner and private sector investment into GM by bringing forward key housing projects. A summary of the requests are as follows:

Area	Funding
Local Authority Development Support	£750k
Modern Methods of Construction	£350k
Net Zero Social Homes	£250k
Retrofit – Green Finance Solutions	£200k
Partnership working	£800k
Growth Locations	£1.5m
Good Landlord Charter	£150k
Total	£4m

3.2 The GMCA is recommended to approve:

- The allocation of £4m from the GM Housing Investment Loan Fund Surpluses to fund the activity identified; and
- The costs of GM Delivery Team to sit within the Core Investment Team budget.

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GREATER MANCHESTER COMBINED AUTHORITY

Date: 25 March 2022

Subject: Delivering 30,000 Net Zero Carbon Social Rented Homes: Initial Implementation Plan

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

Purpose of Report

To seek approval for an initial implementation plan for the delivery of 30,000 net zero carbon social rented homes by 2038, and for a further period of engagement and co-production with partners and stakeholders, including registered housing providers and local authorities as the primary developers of social housing in GM, on a more detailed partnership implementation plan, embodying the 'whole system challenge' approach agreed by GMCA in December 2021.

Recommendations:





The GMCA is requested to:

1. Endorse the attached initial implementation plan.
2. Commission work with partners to co-produce a more detailed partnership implementation plan for approval at a future meeting.
3. Agree engagement with Government as a key element of the partnership required to achieve substantial and sustained progress.

Contact Officers


Andrew McIntosh, GMCA Director of Place Andrew.mcintosh@greatermanchester-ca.gov.uk





Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	<ul style="list-style-type: none"> - New social housing will be accessible by and at least in part targeted specifically at people with protected characteristics - New social housing will be accessible by and targeted specifically to support socially and economically disadvantaged people - New social housing developments should be planned to ensure good access to public services - New social housing provides a long term, sustainable solution to housing needs and gives a stable base for communities to grow stronger
Health	G	<ul style="list-style-type: none"> - Safe, permanent, warm and healthy homes will be provided for households in housing need - New social housing developments will be designed with the need for access to open space and provision for active travel in mind - New social housing provides a long term, sustainable solution to housing needs and gives a stable base for communities to connect with each other
Resilience and Adaptation	G	<ul style="list-style-type: none"> - Delivery of net zero carbon homes at scale will contribute to the transformation of GM's housing stock in line with carbon reduction targets - Homes provided will be affordable, net zero carbon and permanent, providing a safe and stable base for people otherwise likely to be made vulnerable by their existing housing circumstances - Homes will be developed in line with Places for Everyone and other relevant policies on blue and green infrastructure
Housing	G	<ul style="list-style-type: none"> - Safe, permanent, warm and healthy homes will be provided for households in housing need, including those experiencing homelessness - Rents will be set at social rent levels, and accessed via local authority housing registers - Delivery is likely to be substantially on brownfield sites, and there may be some reuse of existing buildings - All homes under this proposal will be at net zero carbon standards, as set out in Places for Everyone
Economy	G	<ul style="list-style-type: none"> - Economic activity generated by design, financing, construction and supply chain associated with housing delivery - Employment will be generated by design, financing, construction and supply chain associated with housing delivery, and by subsequent management and maintenance - Through anticipated transition to off-site manufacture construction techniques, one objective will be to transform the working environment of the construction sector - Through contribution to long term programme of delivery of net zero carbon new homes, likely to be substantially owned and managed by social housing providers based and run in GM - Innovation in design, manufacture, construction and maintenance of new homes will be essential to success of this strategy - Inward investment in the supply chain is expected as part of the drive to innovation - New skills and education will be needed to deliver via the new methods outlined
Mobility and Connectivity		
Carbon, Nature and Environment	A	<ul style="list-style-type: none"> - By adopting Places for Everyone policies, positive long-term and overall impacts should be achieved on nature and environment - Net zero carbon homes delivered at scale will have significant positive impacts on carbon emissions, and indirectly will lead to further reductions in costs for market delivery of net zero carbon homes - During construction phases, negative impacts are likely to the level of water, light or noise pollutants in the environment
Consumption and Production	G	<ul style="list-style-type: none"> - Process and technical innovation required to deliver this strategy will significantly reduce waste generated by housebuilding - One of the key anticipated changes to be driven by this strategy is to minimise construction waste - Resource efficiency and increase circularity are potential benefits from the transition to modern methods of construction
Contribution to achieving the GM Carbon Neutral 2038 target		<p>Homes built under this strategy will be energy efficient, affordable, are likely to incorporate low and zero carbon energy generation & storage, clean technology innovation, be better adapted to climate change impacts, contribute to increased biodiversity and the improvement of brownfield land quality and the use of sustainable blue and green infrastructure. Transforming the skills and capacity of the construction sector in GM will be central to the delivery of these objectives and will be supported by the implementation plans to be</p>
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment	
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative , with at least one positive aspect. Trade-offs to consider.
	 Negative impacts overall.	

Carbon Assessment

Overall Score 

Buildings	Result	Justification/Mitigation
New Build residential		<ul style="list-style-type: none"> - Energy performance of new residential buildings will be EPC A - All homes will be net zero carbon - other options to Passivhaus may prove suitable - Biodiversity impact assessment will need to be undertaken on site by site basis - Onsite renewable energy will be assessed on site by site basis but likely to be common feature
Residential building(s) renovation/maintenance	#DIV/0!	
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	#DIV/0!	

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

The provision of 30,000 additional net zero carbon social rented homes will add significantly to the availability of secure, safe, warm and affordable homes to households in housing need across the city region and has the potential to significantly address housing inequalities. The new homes will be allocated through local Housing Registers. We know that people can be disadvantaged in meeting their housing need on the basis of protected characteristics, can face discrimination in the housing market or difficulties in accessing suitable homes to meet their needs and aspirations. As the programmes sketched out in this report are further developed, we will use evidence of past and current issues to help design the implementation and priorities for delivery of the 30,000 homes, and directly involve communities to ensure any adverse impacts are minimised and the potential to reduce discrimination is maximised.

Risk Management

Legal Considerations

N/A

Financial Consequences – Revenue

To be considered as the iterative approach outlined is progressed

Financial Consequences – Capital

To be considered as the iterative approach outlined is progressed

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

The report was received positively – amendments have been made to reflect comments around clarity of messaging around the net zero carbon standards, and the need for future work to identify key risks to delivery.

Background Papers

Report to GMCA December 2021 – ‘Delivering net zero carbon social rented homes: a whole system challenge for Greater Manchester’

Tracking/ Process

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

Yes

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

08 March 2022

DELIVERY OF 30,000 NET ZERO CARBON SOCIAL RENTED HOMES BY 2038: IMPLEMENTATION PLAN

1 INTRODUCTION AND PURPOSE

1.1 The Climate Emergency has been recognised globally and there is a systemic need to act in order to mitigate the future damage that will be caused. Every new home that is built that is not Net Zero adds to the retrofit challenge that we face as we try to decarbonise our already poor carbon performing existing housing stock. These challenges exist alongside the longstanding social inequalities, many heightened by the impacts of the Covid-19 pandemic and cost of living pressures including increasing energy prices, that have been highlighted through the work undertaken by the GM Independent Inequalities Commission. Taking action to address these issues will also create opportunities for the residents of GM to enter into long term jobs in the rapidly growing low carbon sector.

1.2 The GMCA has committed to a stepping up of earlier pledges around affordable housing delivery, in two ways:

- Taking an existing (GM Housing Strategy, draft GM Spatial Framework and now Places for Everyone) commitment to deliver 30,000 social and affordable rent¹ homes by 2037, and focusing specifically on 30,000 social rented homes; and
- Further requiring that these 30,000 homes should be net zero carbon, as a step toward the existing 2028 target date for all new development in GM to be net zero carbon.

In simple terms, this requires us to find ways to build more and higher quality homes, and to charge lower rents for them when they are complete, while also driving down the price of construction. The paper approved by GMCA in December 2021 made the case for this commitment, and for the adoption of a whole system approach to delivering it.

¹ Affordable rents are set at 80% of market rents in an area; social rents are set by a formula drawing on local income levels, property size and value, and are usually significantly lower than affordable rents

- 1.3 This paper is the next step in the development of a detailed implementation plan. It gives a basis for engagement with partners in and beyond GM as we look to build the coalition needed to achieve the full system change required. Achieving our goals will require consistent partnership working and trialling approaches that may or may not be successful. With that in mind, we fully expect that this implementation plan will grow and evolve and the next iteration of the implementation plan may look significantly different to this initial draft.
- 1.4 Nonetheless, it is also clear that there are some immediate priority actions which can and should be commenced in the short term, not least as there are already social housing providers and local authorities active in GM in their own right seeking to develop truly affordable net zero carbon homes. Our efforts are intended to aid and accelerate those already on the journey, and to bring ever more willing partners alongside them together with the necessary funding required to deliver at the scale envisaged.

2 BASELINE DELIVERY

a. New build social rent homes

- 2.1 Recent delivery of affordable housing in GM has been approaching 2,000 per year, if all types of sub-market housing for sale and rent are included. This headline rate would generate somewhere in excess of 30,000 new homes by 2037. But continuing business as usual would see very few of these as social rented homes – in 2020/21, only 277 social rented homes were included in the 1,659 affordable homes built in GM (see Table 1 below).

Table 1: Delivery of additional social rent dwellings

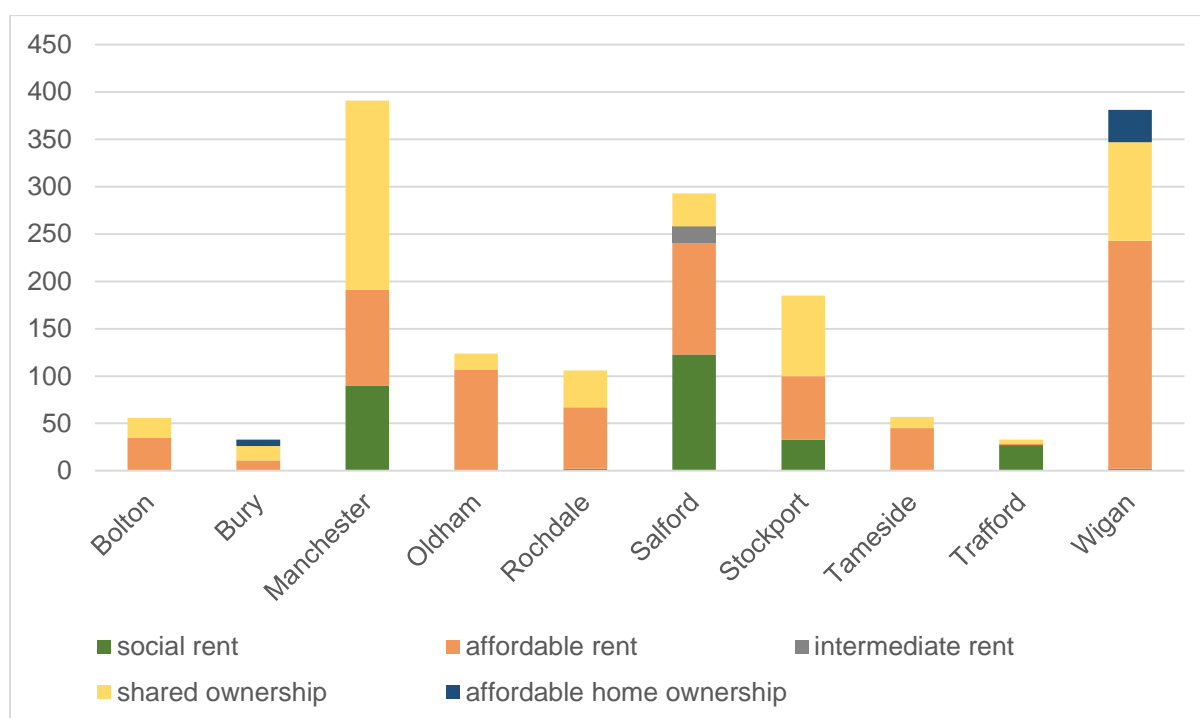
	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21
Bolton	3	0	0	0	2	0	0
Bury	0	0	0	0	0	1	0
Manchester	31	0	0	28	12	69	90
Oldham	6	0	0	0	0	0	0

Rochdale	52	4	0	0	0	0	2
Salford	68	10	0	24	6	72	123
Stockport	2	6	9	16	0	3	33
Tameside	0	0	0	0	0	0	0
Trafford	0	0	0	8	2	0	27
Wigan	0	0	0	0	42	28	2
Greater Manchester	162	20	9	76	64	173	277

2.2 Relevant Homes England funding comes mainly through the Affordable Homes Programme (AHP) which offers registered providers of social housing (RPs) grant intended to reflect the additional long term costs of lower rents or sale prices charged to the eventual resident.

2.3 The AHP for 2021-26 is expected to be split roughly 50% for affordable home ownership products and 50% for affordable rent, though some higher cost per unit grant funding will be made available for social rent development where this can be justified. Figure 1 below shows the pattern of delivery between the different affordable housing 'products' across the ten GM districts for last financial year (2020-21). Crucially, social rent funding is not currently available in five GM districts (Bolton, Oldham, Rochdale, Tameside and Wigan) because of restrictions linked to measures of housing affordability imposed by the then MHCLG. So, the availability of grant funding for social rented homes is severely limited in GM.

Figure 1: Delivery of additional affordable housing by product 2020/21



b. Net zero carbon construction

2.4 Existing Building Regulations do not achieve net zero carbon standards. As such we continue to build homes that do not meet the 2028 target set in Places for Everyone as submitted to the Secretary of State in February. The definition of net zero carbon adopted for Places for Everyone, which encompasses both construction and operational carbon, is set out overleaf. Improvements to current Building Regulation Standards are therefore required, so that where possible increased costs are included within the land appraisal and land value calculation. This is the driver for GM setting the net zero requirements in Places for Everyone, but this will not be sufficient to drive the necessary change in behaviours of the construction industry nor ensure the market reflects these costs in land appraisals now such that there is no stagnation in the market when the policies do come into place. Early improvements will also overcome the ‘time lag’ of policy and delivery of net zero homes before the 2028 date.

2.5 Net zero carbon homes require a different approach from our construction sector, including the application of some new technologies and a commitment

to consistently achieve higher standards. This is achievable at relatively small scale, and there are successful new-build schemes in GM which have demonstrated that. However, development and delivery costs for net zero carbon homes are currently substantially higher than for mainstream, traditionally constructed homes. These additional costs are associated with elements including higher performance insulation, alternative water and space heating technologies and on-site renewable energy generation and storage, typically solar PV panels and batteries.

DEFINING NET ZERO CARBON

To help drive Greater Manchester to be carbon neutral by 2038, Places for Everyone outlines the need for all commercial/industrial buildings to achieve net zero carbon by 2028:

(there is) An expectation that new development will:

a. Be net zero carbon from 2028 by following the energy hierarchy (with any residual carbon emissions offset), which in order of importance seeks to:

- i. Minimise energy demand;*
- ii. Maximise energy efficiency;*
- iii. Utilise renewable energy;*
- iv. Utilise low carbon energy; and*
- v. Utilise other energy sources.*

With an interim requirement that all new dwellings should seek a minimum 19% carbon reduction against Part L of the 2013 Building Regulations.²

Net zero carbon development has been defined by the UK Green Building Council:

The net zero carbon buildings framework sets out definitions and principles around two approaches to net zero carbon, which are of equal importance:

- *Net zero carbon – construction (1.1):*
“When the amount of carbon emissions associated with a building’s product and construction stages up to practical completion is zero or negative, through the use of offsets or the net export of on-site renewable energy.”
- *Net zero carbon – operational energy (1.2):*

² [Places for Everyone \(greetermanchester-ca.gov.uk\)](https://www.greetermanchester-ca.gov.uk), Policy JP-S 2 Carbon and Energy, p.86

“When the amount of carbon emissions associated with the building’s operational energy on an annual basis is zero or negative. A net zero carbon building is highly energy efficient and powered from on-site and/or off-site renewable energy sources, with any remaining carbon balance offset.”³

The summary below outlines which principles should be followed to demonstrate alignment with **net zero carbon for both construction and operational energy use**.

- 1. Establish Net Zero Carbon Scope: Net zero carbon – construction (see step 2) and Net zero carbon – operational energy (see step 3)*
- 2. Reduce Construction Impacts: A whole life carbon assessment should be undertaken and disclosed for all construction projects to drive carbon reductions; the embodied carbon impacts from the product and construction stages should be measured and offset at practical completion*
- 3. Reduce Operational Energy Use: Reductions in energy demand and consumption should be prioritised over all other measures; in-use energy consumption should be calculated and publicly disclosed on an annual basis.*
- 4. Increase Renewable Energy Supply: on-site renewable energy source should be prioritised; off-site renewables should demonstrate additionality*
- 5. Offset Any Remaining Carbon: any remaining carbon should be offset using a recognised offsetting framework; the amount of offsets used should be publicly disclosed⁴*

2.6 These issues are reflected in the very low numbers of A-rated new homes reported in Energy Performance Certificate (EPC) data for Greater Manchester as a whole. These show only 35, 22 and 51 A-rated new homes built in 2019, 2020 and 2021 respectively – across all tenures. While EPC A is not directly equivalent to net zero carbon, these numbers illustrate the scale of the transformation required.

2.7 At present, there is some financial leeway from Homes England to encourage social housing providers to use modern methods of construction (and specifically Strategic Partner RPs are expected to deliver 20% of their programmes using modern methods). While this potentially leads to lower carbon homes, Homes England funding does not stretch to help meet the

³ [Net Zero Carbon Buildings: A Framework Definition - UKGBC - UK Green Building Council](#), p.6

⁴ [Net Zero Carbon Buildings: A Framework Definition - UKGBC - UK Green Building Council](#), p.7

additional cost of achieving net zero carbon standards in new affordable homes. The ongoing energy costs of net zero carbon homes are likely to be substantially less than traditional housing stock. But where the housing is built for rent, the owner of the property incurs the costs of construction and does not benefit from reduced energy bills that could otherwise pay back the investment over the longer term. This therefore requires capital subsidy to install the measures. Without that additional funding, the best remaining option will be to build new homes in such a way to make future retrofit to net zero carbon more easily achievable.

Case Study: Off-Site Homes Alliance (OSHA)

The advancement of Modern Methods of Construction (MMC) is valuable for the industry as a whole and will support delivery of private housing as well as both affordable and social housing stock. It is also perceived as one of the key routes that will support the delivery of net zero housing and therefore supporting the development of MMC methods across GM is critical to accelerating its delivery and advancing the construction of net zero homes within GM. Driving MMC will similarly support supply chain and skills development in relation to retrofitting homes across GM so has wider benefits in addition to the new build agenda.

A group of Northern social housing providers have come together to form the Off-Site Homes Alliance (OSHA)⁵ to develop a joint approach to delivering new social and affordable homes through modular, panellised and hybrid manufacturing techniques. OSHA partners have invested considerable sums in order to bring the partnership together and develop the initial views on design, quality and delivery. They are seeking to bring together a fragmented and fledgling industry to provide clarity on the standards for construction and delivery that will enable the move towards delivering net zero social homes within GM via modular construction and other technologies. The partnership created by the Registered Providers under the OSHA partnership creates robust demand for MMC homes built to agreed design standards, one of the key barriers to large scale development using MMC that will ultimately drive efficiency and cost reduction in this market. This is therefore considered one of the primary initiatives to meeting the 30,000 net zero social homes ambition.

OSHA are already working closely with University of Salford and the next stage in the process would see a focus on driving innovation into the sector and potentially attract further

⁵ www.offsiteha.org

funding through Government to support GM partners under Innovation GM which clearly aligns with the approach set out within the Levelling Up White Paper. Providing support from the GMCA would support progressing the concept, drive multiple benefits across GM in both housing and net zero and potentially lead to the construction of an MMC factory within GM.

- 2.8 As a result, while the ambitions to move toward more net zero carbon new build are clear in the work of a number of GM housing providers, and in collective work through the Off-Site Homes Alliance, there remain significant barriers to overcome before we can achieve net zero standards as 'business as usual'.
- 2.9 We should also recognise the practical connections to our retrofit strategy and action plan. While a move to off-site models of construction will change the mix of skills needed to build new zero carbon homes, there is nonetheless overlap with those needed if we are to deliver the even larger task of retrofitting our 1.2 million existing homes. Our work on the skills of the current and future workforce needs to reflect that. We will also examine the potential in terms of collective purchasing power for key low carbon products suitable for both new build and retrofit, to maximise the benefits of coordinated strategies and programmes of delivery.

Case Study: One Manchester - Blackrock Street, Beswick

Believed to be the first true net zero carbon social rented homes in the UK, two three bedroom homes on Blackrock Street have been completed and handed over to residents. They form part of a wider 22 low carbon housing development, a mix of 2, 3 and 4 bedroom low carbon homes – a pilot build to test the potential of zero carbon social housing for the future.

Developed by housing provider One Manchester working in partnership with Manchester City Council on Council-owned land, the development is a landmark for sustainability in the social housing sector - and supports the Council's target for Manchester to become a zero-carbon city by 2038.

These properties are built with additional insulation, triple glazed windows, an air source heat pump which provides hot water and a Mechanical Ventilation Heat recovery system installed. All of these items installed together contribute to retaining heat and making the

homes incredibly energy efficient. There is no gas in the properties and the homes are built using a holistic approach to building that reduces the carbon throughout the whole build process, giving them minimal impact on the environment.

The use of Modern Methods of Construction, including insulated panels which can be erected in days has helped drive the reduction of embodied carbon during construction. Not only is build time dramatically reduced, but the materials used are much more sustainable.

[Black Rock Street - A low carbon development | One Manchester](#)

Case Study: Salix Homes – Greenhaus, Chapel Street, Salford

The Greenhaus development will be the sixth phase of homes on Chapel Street and will bring forward 96 affordable and highly energy-efficient homes to the city. The flagship apartment block will be built opposite Salford Cathedral and will be constructed to Passivhaus standards, which is a method of low-energy construction to build thermally efficient homes with minimal energy required to provide heating and hot water.

Greenhaus will be delivered as a partnership between Salix Homes and English Cities Fund (ECF) – a strategic joint venture between leading urban regenerator, Muse Developments, Legal & General and Homes England - as part of the wider, £1bn 50-acre Salford Central masterplan.

The scheme will comprise of one and two-bedroom apartments set within two blocks of 8 and 10 storeys respectively. The development will also provide a new public realm in front of the building facing the Cathedral and will incorporate a community/commercial space on the ground floor. Salix Homes have secured grants from Homes England and Greater Manchester Combined Authority (Brownfield Housing Fund) to help fund the multi-million-pound scheme.

Properties that are built to Passivhaus standards enjoy reduced energy consumption of around 90% compared to building regulations, helping residents to reduce their fuel bills and cut their carbon footprint. The homes at Greenhaus will benefit from triple-glazed windows and the latest in insulation technology, using minimal energy for heating and cooling as well as Mechanical Ventilation Heat Recovery systems (MVHR), Air source Heat Pumps, and extensive photo-voltaic solar panels on the roof. Residents will also be

able to monitor the energy they use through a specific digital tool that will provide real time energy consumption data on 15 -minute cycles, which will help with reducing fuel poverty as well as reducing carbon emissions. The development also includes new public Electric Vehicle parking spaces.

Onsite works have commenced and construction will take around two years.

3 ACHIEVING A TRANSFORMATION IN NEW HOME CONSTRUCTION

- 3.1 As will be outlined below, delivery of 30,000 net zero carbon social rented homes is a huge step up from business as usual. It will not be delivered by incremental improvements or adjustments to existing programmes, investment strategies or policies, nor simply by stretching existing targets. Our social housing providers – housing associations, ALMOs and local authorities - will be absolutely central to the achievement of the delivery of 30,000 net zero carbon social rented homes, supported by Affordable Homes Programme funding from Government/Homes England, but success will only follow if they are at the heart of a much broader effort.
- 3.2 This is also an objective with wider implications and applications. Places for Everyone's 2028 target applies not just to all new housing, market and affordable, for sale or for rent, but to all new development. Government's Net Zero Strategy points to national requirements for continued progress toward net zero new build through the Future Homes Standard.
- 3.3 But the transition to net zero carbon new build homes will not simply happen – it requires a switch from substantial reliance on traditional construction techniques to modern, off-site manufacturing technologies, and with it a restructuring of the products, supply chain, skills and jobs market in the construction sector. Collaborative partnership working is needed nationally to make the necessary step change and without the support of the right actors we will fail to deliver on Government's ambitions. In that context we believe that, with our existing partnership arrangements, Greater Manchester has

distinctive advantages which uniquely place us to catalyse the necessary whole system changes:

- i. Well advanced statutory planning processes to enshrine a 2028 target for mainstreaming net zero carbon new build and to provide strategic clarity over housing land supply at a city region scale
- ii. Mature and active partnerships with the GM Housing Providers, the collaborative grouping of the major social housing landlords operating in GM, and with Homes England
- iii. Established strengths in GM universities in manufacturing, construction and advanced materials with some significant devolved levers and funds to invest in skills development, and a vision in the InnovationGM proposals made to Government for a further step change in unlocking economic value from further collaboration and investment
- iv. The opportunity to work and co-invest with the Off-Site Homes Alliance of social housing providers and GM universities in the establishment of an Off-Site Performance Centre - a physical, not for profit centre and collaborative environment to provide quality assurance, insights, testing/validation, new product development in MMC and off-site technologies, to drive the necessary innovation to dissolve the practical barriers to off-site home delivery, to the benefit of the UK construction sector as a whole
- v. Political commitment from the ten GM local authorities, GMCA and the GM Mayor to lead and convene local and national partners in building 30,000 new net zero carbon social rented homes at a volume sufficient to unlock the economies of scale needed to permanently re-engineer how new homes are built. There will be a requirement on the local authorities to utilise their own assets, where in suitable locations, to deliver against these shared objectives. GMCA will use the flexible funding we have available to support projects which progress this agenda.

- 3.4 A basis in the delivery of 30,000 social rented homes by 2038 will give this initiative the focus needed to make progress at pace. But Places for Everyone sets an ambition to deliver almost 165,000 homes to 2038, 50,000 of which will be affordable. Clearly, there are at least 20,000 further affordable homes to be delivered, and for the bulk of the Places for Everyone plan period these – and the larger number of market homes – will also be expected to meet net zero carbon standards. An important objective of our work on the 30,000 target will be to help bring the supply chain, skills base and manufacturing and delivery capacity to the point where it can viably and sustainably deliver to net zero carbon standards for all elements of the residential market. With that broader objective in mind, as we progress this work we will also monitor the delivery of net zero carbon homes of all tenures, as well as delivery of social rented homes.
- 3.5 Alongside the work with partners in Greater Manchester and beyond, we will therefore pursue a dialogue with Government, looking to establish a shared vision and commitment to a strategic collaboration to lead the UK's transition to net zero carbon new homes. We can move to structure an offer from Greater Manchester partners collectively to Government, setting out the accelerated innovation and delivery which could be achieved by a GM-centred initiative backed by flexible, focused engagement, policy support and investment by Departments including DLUHC, BEIS and DfE.
- 3.6 There will fundamentally be a need for the private sector to work with us in the future, to bring forward the supply chain and manufacture of low carbon components. But looking beyond just the delivery of affordable homes, from a developer perspective there is a need to work with a coalition of the willing who can utilise their own land assets and work with the public sector to achieve a greater level of delivery of net zero carbon homes for the open market across Greater Manchester. We will look to establish a forum with housebuilders and developers to take that transformation in wider delivery forward, with an eye on the 2028 Place for Everyone target for net zero carbon new development.

3.7 If we are successful in making significant progress, we can achieve direct progress toward carbon reduction targets, and on tackling inequality through the delivery of 30,000 additional truly affordable homes for households in need. But there are broader benefits in terms of Government's Levelling Up agenda – driving future investment and innovation, raising productivity and supporting training and employment in the construction sector at all skills levels, important in an industry which is currently experiencing skills shortages.

3.8 It is worth noting the following extract from the Levelling Up White Paper, published by Government on 2 February:

“The £11.5bn Affordable Homes Programme will deliver up to 180,000 affordable homes with 75% of these delivered outside London, and lever in an additional £38bn in public and private investment in affordable housing. The UK Government will also increase the amount of social housing available over time to provide the most affordable housing to those who need it. This will include reviewing how to support councils to deliver greater numbers of council homes, alongside Housing Associations. The UK Government will also ask Homes England to play a wider role in supporting mayors and local authorities to realise their ambitions for new affordable housing and regeneration in their areas, as discussed earlier in this chapter. Homes England will use its resources, expertise, experience and buying power in dealing with developers to help local leaders leverage all the funding available in a place. This will build on the lessons of the successful partnership with Greater Manchester Combined Authority, Homes England and local housing providers in Manchester.”⁶

As yet we are unclear what this ambition to deliver additional social housing, apparently beyond the existing Affordable Homes Programme, might translate to in terms of possible additional Government support, but it is at least an indication that Government's door may be open to further dialogue with Greater Manchester.

⁶ [Levelling Up the United Kingdom White Paper \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/90121/levelling-up-white-paper.pdf), p.224

4 DELIVERY TRAJECTORY

- 4.1 Given the extremely limited past and current delivery of net zero carbon social rented homes, we need to make some realistic assumptions about the pace at which delivery can be ramped up. Places for Everyone includes a commitment that all new development should be net zero carbon by 2028. The current version of Places for Everyone considers the available housing land supply and identifies the collective Local Housing Need for the nine Places for Everyone districts at almost 165,000 over the period 2021-2037. Stockport's Local Housing Need is around 18,000 homes over the same period.
- 4.2 While further modelling will be carried out as the implementation plan is developed, discussed and refined, Table 2 sets out a suggested baseline profile for the delivery of net zero carbon social rented homes that needs to be achieved to meet the ambitions set out in this paper:

Table 2: Suggested delivery trajectory

	2022/3	2023/4	2024/5	2025/6	2026/7	2027/8	2028/9	2029-2038
Starts on site	0	100	200	500	900	1,400	2,000	2,490 p.a

5 DEVELOPING AN IMPLEMENTATION PLAN

- 5.1 It follows from the whole system nature of the challenge that implementation planning needs to evolve over time and be an inclusive, collaborative exercise if successful delivery is to follow. What is set out in the rest of this document is therefore subject to proper engagement with the many partners and stakeholders who will need to play their part if we are, in reality, to deliver the 30,000 homes as intended.
- 5.2 In the coming six months, we will facilitate a thorough process of engagement, debate and consensus building to upgrade and update this first implementation plan, so the next iteration of the plan provides greater certainty, incorporates the best available evidence, lessons already learned and innovations to be adopted, identifies key risks to progress and mitigations available, and aligns the work of partners as effectively as possible. The

implementation plan will then be updated every two years to accommodate new evidence and changes through the evolutionary process and continue to support acceleration of delivery against the overall objective.

- 5.3 We will be guided by the views of partners through that engagement process, and propose to establish a cross-sector group to steer the coalition we hope will emerge to help drive this initiative forward. The GM Retrofit Task Force may provide a template for that group.

6 INITIAL ACTION PLAN

- 6.1 The remainder of this document sets out the key workstreams which have been identified in the first phase of development of our approach to the delivery of the 30,000 net zero carbon social rented homes our communities need, and the broader objectives outlined above. We suggest here some of the major tasks to be achieved in the short, medium and longer term. As will hopefully be clear from this note, we know that our progress will fully depend on the many partners, including Government, who have a part to play.

Delivery area	Key external partners	Action area	Phase 1 0-9 months (Mar-22 to Dec-22)	Phase 2 9 – 24 Months (Dec-22 to Mar-2024)	Phase 3 24 – 48 Months (Mar-24 to Mar-26)
Land Supply, Site Evaluation and pipeline	Homes England, DLUHC, GM districts, wider public sector landowners, housing providers, developers	One Public Estate	Establish pipeline of sites and action plan	Draw up plans for disposal/development by site	Implement action plan recommendations
		Delivery and Planning Capacity	Embed and expand development and planning skills and capacity within LAs	Delivery and Planning Strategy Document to GMCA	
		Land Supply	Establish initial pipeline of potential short term schemes and draft Baseline Land Supply	Develop 5 year Net Zero Social Homes Land Supply Strategy	Develop strategy implementation plan
Design and Procurement	GM Housing Providers and Off-Site Homes Alliance (OSHA),	Supporting establishment of Off-Site Performance Centre (OPC) in GM, to provide quality assurance,	Develop OPC concept and business plan with OSHA, University of	Identify funding sources and formally establish OPC	Provide national MMC guidance

Delivery area	Key external partners	Action area	Phase 1 0-9 months (Mar-22 to Dec-22)	Phase 2 9 – 24 Months (Dec-22 to Mar-2024)	Phase 3 24 – 48 Months (Mar-24 to Mar-26)
	InnovationUK, University of Salford	testing/ validation, new product development in MMC and off-site technologies.	Salford and other potential partners		
		Supporting OSHA to find a suitable site to construct a modular factory		Identification of potential large sites for construction of modular factory	Identify funding sources (including potential CA investment)
		Modular net zero innovation cluster	Work with OSHA, University of Salford and others to understand innovation potential and relevant GM strengths to support growth of a cluster of expertise	Develop business case for MMC cluster creation	
		Understand supply chain trajectory	Commission research to examine and understand potential delivery trajectory	Develop action plan to provide supply chain support in MMC	

Delivery area	Key external partners	Action area	Phase 1 0-9 months (Mar-22 to Dec-22)	Phase 2 9 – 24 Months (Dec-22 to Mar-2024)	Phase 3 24 – 48 Months (Mar-24 to Mar-26)
Construction skills and capacity	Colleges, universities, training providers, CITB, professional bodies, housing providers, construction firms and supply chain	Understanding capacity constraints on construction sector		Review of Construction Skills Intelligence Report	
		Low Carbon and Construction skills strategy	Release of Green Economy Skills Intelligence Report	Strategic approach to Low Carbon and Construction Skills	
		Developing skills capacity, in alignment with retrofit skills programmes	GMCA research into curriculums for trade and specialist roles	Evaluation of programmes, redevelopment of funding	
			Reskilling and upskilling for traditional building trades, electrical and plumbing installation	Ongoing deployment of AEB, other skills funding	

Delivery area	Key external partners	Action area	Phase 1 0-9 months <i>(Mar-22 to Dec-22)</i>	Phase 2 9 – 24 Months <i>(Dec-22 to Mar-2024)</i>	Phase 3 24 – 48 Months <i>(Mar-24 to Mar-26)</i>
			Upskilling CPD for professionals (architects, surveyors, planners, project managers) to increase employability.	Shared training facilities for upskilling and new entrants	
			Design training which meets UKGBC new build standards to upskill and retrain as well as embed in existing pathways.		
Funding our ambitions	Homes England, DLUHC, Treasury, housing providers and developers	Ensure that a greater weighting is provided towards net zero homes within brownfield housing funding allocations	Implement new brownfield grant allocations process to ensure greater weighting towards net zero homes for new allocations of funding		
		Lobby for national change in eligibility criteria for social housing funding	Engage with Homes England and DLUHC to		

Delivery area	Key external partners	Action area	Phase 1 0-9 months <i>(Mar-22 to Dec-22)</i>	Phase 2 9 – 24 Months <i>(Dec-22 to Mar-2024)</i>	Phase 3 24 – 48 Months <i>(Mar-24 to Mar-26)</i>
		through national programmes	promote change to national programme		
		Identify scale, nature and timing of further funding to deliver objective	Develop an analysis of scale and nature of funding required, by partners and GMCA to deliver ambitions	Develop funding and new financial model options to meet wider objectives	
		Engage with Government to create joint partnership to deliver Net Zero homes within Greater Manchester	Initial engagement with DLUHC / BEIS / HMT around partnership concept	Enter GM Net Zero Homes Partnership Agreement with relevant departments	Implement Partnership action plan
People and Communities	GM Housing Providers, academic experts, community organisations and installers	Learn from experience with retrofitting existing homes, where the best outcomes in terms of energy and carbon savings, impact on fuel poverty and improved quality of life have come where residents have	Gather and share best practice from work in GM and beyond to inform choices for new build programmes		

Delivery area	Key external partners	Action area	Phase 1 0-9 months <i>(Mar-22 to Dec-22)</i>	Phase 2 9 – 24 Months <i>(Dec-22 to Mar-2024)</i>	Phase 3 24 – 48 Months <i>(Mar-24 to Mar-26)</i>
		been engaged in the design and implementation of the improvements to their homes.			
		Approach to development – connecting delivery to needs	Continue work on strategic work to prioritise supported housing delivery		
		RP work streams – retrofit and low carbon tech		Build lessons from evaluations of retrofit and low carbon new build into ongoing practice	
		Governance and leadership	Scoping and implementing appropriate engagement, governance and decision-making models	Building robust monitoring systems to track progress and manage risks to delivery	

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GREATER MANCHESTER COMBINED AUTHORITY

Date: 25th March 2022

Subject: Biodiversity Net Gain in Greater Manchester

Report of: Councillor Neil Emmott, Portfolio Lead for Green City Region and Harry Catherall, Portfolio Lead Chief Executive for Green City Region.

Purpose of Report

This report sets out the background on the national requirement for mandatory Biodiversity Net Gain (BNG) which will be implemented in November 2023; the ambition to maximise the opportunities from biodiversity net gain within Greater Manchester and the key issues and solutions associated with this.

Recommendations:

The GMCA is requested to:

1. Approve the proposal for the GMCA to be named as the provisional responsible authority for developing a Local Nature Recovery Strategy for Greater Manchester.
2. Note the work that has been delivered by GMCA to date to ensure Greater Manchester is prepared for mandatory BNG.
3. Support the delivery of the Greater Manchester BNG 'Need and Supply Assessment' by GM Ecology Unit.
4. Support the pursuit of a range of offsetting options for Greater Manchester and that GMCA works with key stakeholders, including landowners and developers, to continue to develop this understanding.
5. Support the development of a Greater Manchester market for BNG Units including the work that is being delivered by the GM Environment Fund.
6. Support the development of a policy position on biodiversity offsetting as part of the scope of the forthcoming GM Local Nature Recovery Strategy.





7. Delegate authority to the Portfolio Lead Chief Executive, Green City Region to prepare and submit a response to the Government BNG consultation in line with the ambitions/issues raised in this paper.

Contact Officers:

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

Krista Patrick: krista.patrick@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion			
Health	G	GM's natural environment provides £56m in physical health benefits each year, which would increase with further enhancement to the natural environment GM's natural environment provides £364m in mental health benefits each year, which would increase with further enhancement to the natural environment GM's natural environment provides £372m in mental health benefits each year, which would increase with further enhancement to the natural environment	
Resilience and Adaptation	G	GM's natural environment provides £11m in flood risk reduction and urban cooling benefits each year, which would increase with further enhancement to the natural environment GM's natural environment provides £11m in flood risk reduction and urban cooling benefits each year, which would increase with further enhancement to the natural environment Taking action under the recommendations in this report would increase the quality of green and blue infrastructure in Greater Manchester.	
Housing		All development requiring planning permission under the Town and Country Planning Act 1990 will be required to deliver 10% Biodiversity Net Gain.	
Economy	G	Greater Manchester's natural assets provide over £1bn of benefits each year to Greater Manchester, which would increase with further enhancement to the natural environment Further enhancement in the natural environment is likely to result job opportunities within the sector in the longer term Further enhancement in the natural environment is likely to result job opportunities within an increasingly important sector in the longer term Greater knowledge and integration into decision making of the economic benefits of GM's natural assets will result in more sustainable use of these assets in the future There are likely to be resulting opportunities in delivering on these commitments and implementing the actions under the underpinning Greater Manchester Natural Capital Investment Plan.	
Mobility and Connectivity			
Carbon, Nature and Environment	G	GM's natural environment provides £38m in air quality benefits each year, which would increase with further enhancement to the natural environment	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target		The delivery of nature based solutions play a key role in achieving the Greater Manchester Carbon Neutral 2038 target including planning more trees and restoring our lowland and upland peatland stores. GM's trees store 1.5m tonnes of carbon. Chat Moss, one of GM's most important peatland resources, stores over 5m tonnes of carbon. Opportunities for stacking biodiversity net gain offsetting and carbon credits are being explored including through the Defra Natural Environment Readiness Fund pilot at Chat Moss in Salford.	
Further Assessment(s):	Carbon Assessment		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Carbon Assessment

Overall Score		Justification/Mitigation		
Buildings	Result			
New Build residential	TBC			
Residential building(s) renovation/maintenance	N/A			
New Build Commercial/Industrial	N/A			
Transport				
Active travel and public transport	N/A			
Roads, Parking and Vehicle Access	N/A			
Access to amenities	N/A			
Vehicle procurement	N/A			
Land Use				
Land use				
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

These proposals have been informed by both national and local actors and or polices. These proposals will require further updates in the future when further Government Regulations and Guidance is published and studies such as the BNG Need and Supply Assessment are completed.

Legal Considerations

The contents of this report are not legally binding and as such this is to support and guide the delivery of BNG across Greater Manchester.

Financial Consequences – Revenue

There are no financial consequences for GMCA revenue budgets.

Financial Consequences – Capital

There are no financial consequences for GMCA capital budgets.

Number of attachments to the report: 2

Comments/recommendations from Overview & Scrutiny Committee

Background Papers

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

GM Transport Committee

N/A

Overview and Scrutiny Committee

1. Introduction/Background

Nature Recovery

- 1.1 Nature and biodiversity are in decline across England. Locally in Greater Manchester (GM), initiatives across the public, private and third sectors under the GM 5 Year Environment Plan are seeking to reverse this and deliver the wider socio-economic benefits that improving our natural environment can bring.
- 1.2 The government's 25 Year Environment Plan and recently passed Environment Act (2021) seek to provide a national framework and new powers to support these efforts.
- 1.3 This includes the requirement for local areas in England to develop Local Nature Recovery Strategies. These will be a new, England-wide system of spatial strategies that will establish priorities and map proposals for specific actions to drive nature's recovery and provide wider environmental benefits.
- 1.4 As mandated by the Environment Act 2021, the Secretary of State is required to appoint Responsible Authorities which, together, will cover the whole of England.
- 1.5 Defra has written to the GMCA requesting confirmation that it should be named as the provisional responsible authority for a Local Nature Recovery Strategy for Greater Manchester. If agreed, the GMCA will be responsible for developing a Local Nature Recovery Strategy for Greater Manchester, which will set out our priorities for nature recovery, and delivering wider environmental benefits, in Greater Manchester.
- 1.6 Defra is requesting confirmation from a number of authorities, prior to formal appointment in the summer, that they are happy to be named provisional Responsible Authorities. This will unlock additional funding as part of the additional burdens funding to be provided in 2022/23.
- 1.7 There is no duty beyond the development of the strategy document itself – for example, there is no duty regarding implementation of measures set out in the eventual strategy.

- 1.8 The government is also introducing measures aimed at supporting the implementation and delivery of these strategies. This includes:
- Three new Environment Land Management Schemes, replacing previous schemes and payments to landowners for environmental outcomes.
 - Stimulating private investment and market-based mechanisms that improve and safeguard the natural environment.
 - Introducing the requirement in the Environment Act 2021 for Biodiversity Net Gain.
- 1.9 The latter, which is the focus of this paper, will be a significant near-term opportunity for securing investment into nature recovery in Greater Manchester.

Biodiversity Net Gain

1.10 Biodiversity Net Gain (BNG) is an approach to development that means leaving biodiversity in a measurably better state than beforehand.

1.11 Once the Environment Act 2021 requirement is implemented in November 2023, all new development will need to deliver a measurable uplift in biodiversity of 10% compared to the baseline beforehand. There is likely to be only a limited set of exemptions for certain types of development. This will come into force earlier in Greater Manchester, upon adoption of Places for Everyone, for those local authorities which are part of the joint development plan.

1.12 BNG must first be delivered on the development site itself, through avoidance and minimising loss and seeking restoration on-site. Where this cannot be achieved, any remaining BNG will need to be delivered off-site through 'offsetting'.

1.13 For Greater Manchester, BNG will provide:

- Opportunities to help reverse the decline in biodiversity – both on development sites and elsewhere via offsetting.
- Risks and challenges – this is a new requirement, requiring additional capacity and capability to ensure offsetting options are ready and available within the city-region.

Biodiversity Net Gain and Offsetting

- 1.14 For each development, a “Biodiversity Gain Plan” will be required to be submitted to the local authority for approval before development can commence. Where avoiding and minimising loss and restoration on-site cannot meet the 10% BNG requirement, the applicant will need to set out how they will make up this shortfall from delivery of habitat restoration elsewhere, off-site, through offsetting.
- 1.15 Developers will be able to choose the source of these offsets – this will not be in the form of a payment to the local planning authority, as with existing Section 106 contributions for example. Instead, an open market for biodiversity units will be created with developers able to choose where to buy offsets. Initial estimates suggest there will be a demand for £6m of offsets annually from development within Greater Manchester (Finance Earth 2021) and £135m across England (Eftec 2021).
- 1.16 The way biodiversity units will be calculated (via a metric) means that units created soonest, closer to development sites and identified as local priorities for nature’s recovery (in an area’s Local Nature Recovery Strategy) will be weighted more than those further away and not in priority areas.
- 1.17 However, if local sites are not available, ready and competitive when compared to alternatives (and national statutory credits, which will be available from government as a last resort), there is a risk that developers will be able to choose to offset outside the vicinity of the development site, local area or Greater Manchester and therefore not locally and in line with local priorities for nature recovery. In turn, the potential benefits and value of offsetting to Greater Manchester would be lost or diminished.

2. Ambition to Maximise the Opportunities from Biodiversity Net Gain within Greater Manchester

- 2.1 In light of this risk, in 2021 GMCA commissioned a “Scoping study for Delivery of Off-Site Biodiversity Net Gain in Greater Manchester”. The scoping study engaged with a range of key stakeholders and the final report and implementation plan included the proposed ambition for BNG offsetting in Greater Manchester to establish:

“A network of sites and a flexible framework of delivery options to support the delivery of BNG offsite requirements in Greater Manchester”.

- 2.2 Given that developers will be able to choose how and where to offset, this ambition will not be realised without GMCA and local authorities working proactively and with partners (including developers, landowners and environmental non-governmental organisations). Some developers are already approaching local authorities to seek offsets, prior to BNG being mandatory, which is highlighting the need to develop a framework of options to meet this emerging demand.
- 2.3 GMCA has already secured and deployed more than £200,000 of funding and staff time in preparing for BNG (see Appendix 2). However, a number of issues remain to be worked through in order to ensure the above ambition can be realised.

3. Issues in Maximising the Opportunities from Biodiversity Net Gain within Greater Manchester

Understanding the Scale of Demand and Potential Supply for Offsetting

- 3.1 Several local authorities have commissioned the Greater Manchester Ecology Unit (GMEU) to undertake initial studies as to the likely demand for units from forthcoming development, alongside the supply of local authority owned land where this demand could be met.
- 3.2 To provide complete coverage across the city-region, a Greater Manchester-wide need and supply assessment undertaken by GMEU will commence shortly which will look at all types of land ownership. This will help to identify the future demand for offsetting and potential sites to meet this, located in the right places and of the right type of habitats to deliver the best outcomes for nature recovery.
- 3.3 It is recommended that GMCA support the delivery of the Greater Manchester BNG Need and Supply Assessment by GMEU.

Bringing Forward a Flexible Network of Sites for Offsetting

- 3.4 There will be a range of options available to developers to meet offsetting requirements which are set out in more detail in Appendix 1. These include:
- Offsetting on their own land.
 - Offsetting on third party land, which could be:
 - In private or public (e.g. local authority) ownership.
 - Bought directly from the landowner or via a broker.
 - Secured after commencement of the development or in advance (called “Habitat Banking”).
- 3.5 Having a range of available options is most likely to meet the different demands of forthcoming development and of developers operating within Greater Manchester.
- 3.6 A mix of smaller sites, alongside larger strategic sites where offsets could be pooled to deliver greater impacts for nature and more wider benefits (e.g. improved water quality, reduced flood risk and carbon storage) is likely to meet this range of needs.
- 3.7 Without this mix, for example through only focussing on smaller, locally delivered sites, there will be a risk that recovery of larger sites that are more important in Greater Manchester’s Local Nature Recovery Strategy and wider benefits (eg to reduce flood risk) will not be brought forward. GMCA has recently been approached by United Utilities as it looks to develop its strategic plan for offsetting. The company, with one of the largest infrastructure development programmes across the North West, is very keen to work with GMCA to ensure that its approach to BNG delivers the best possible outcome for nature.
- 3.8 It is recommended that GMCA support the pursuit of a range of offsetting options for Greater Manchester and GMCA works with Districts and key stakeholders including landowners and developers, to continue to develop this understanding.

Supporting the Development of a Greater Manchester Market for BNG Units:

- 3.9 Although delivery of BNG will create an open market for the sale and purchase of BNG Units, this is a new requirement which requires additional capacity and capability to ensure Greater Manchester Districts are prepared with offsetting options ready and available within the city-region.
- 3.10 Further resources and funding will be required by landowners to start to bring forward sites to a point of being able to accept offsets. This includes developing management plans and costed proposals, securing investment and suppliers to deliver works and to manage these sites. Local authorities are not currently resourced to carry out these functions and although GMEU has an important role to play in the 'front-end' of BNG through the planning process, the Unit is not in a position to actually deliver habitat creation and repair on the ground, nor is it able to accept or administer financial contributions for off-sets.
- 3.11 A Greater Manchester wide approach to supporting BNG offsite funding and delivery would streamline the process, aggregating up-front investment requirements so these are more attractive to potential investors as well as reducing development and verification costs across each project. The Greater Manchester Environment Fund could play a key role in supporting the development of this approach and Lancashire Wildlife Trust in collaboration with GMCA are putting together a proposal for Defra's Natural Environment Investment Fund (Round 2) for this.
- 3.12 It is recommended that GMCA support the development of a Greater Manchester market for BNG Units including the work being delivered as part of the Greater Manchester Environment Fund.

Formally Setting out our Policy for Biodiversity Offsetting

- 3.13 The ambition set out in this paper will need to be reflected in local policy before BNG becomes mandatory. This will help ensure that biodiversity offsetting will be delivered in line with Greater Manchester's future Local Nature Recovery Strategy.

- 3.14 This policy will also need to reflect the balance to be struck between delivery of offsetting as close to development as possible, whilst also restoring habitats at larger, strategic sites with the greatest impact for biodiversity and where a range of other benefits (e.g. carbon storage, flood risk reduction, water quality improvements) can be delivered.
- 3.15 It is recommended that GMCA support the development of a policy position on biodiversity offsetting as part of the scope of the forthcoming Greater Manchester Local Nature Recovery Strategy.

Continuing to Play an Active Role in Influencing Government Policy

- 3.16 The government recently launched a consultation to seek views on the detailed implementation of BNG. However, further detail is still required on local authority roles and powers and in how BNG, and wider provisions within the Environment Act 2021, will integrate with any reforms to the planning system.
- 3.17 GMCA, local authority officers and wider stakeholders have played an active role in testing and informing the implementation of BNG over past few years and will continue to inform this alongside the emerging planning reforms.
- 3.18 The GMCA will work with local authority officers and wider stakeholders in responding to the consultation in line with the ambition and issues set out in this paper.
- 3.19 It is recommended that GMCA delegate authority to the Directors of Environment and Place to prepare and submit a joint response to the Government BNG consultation in line with the ambitions/issues raised in this paper.

4. Opportunities/Risks

4.1 The key opportunities include:

- The development of an offsetting market in Greater Manchester that is flexible, coherent and attractive to those seeking to offset the impacts of their development.
- BNG offsets lead to improvements in the areas impacted by development, the wider local area or more broadly within Greater Manchester.
- BNG offsetting addresses our strategic local priorities for nature recovery and wider environmental improvements (e.g. carbon storage, flood risk reduction, water quality improvements).
- The decline in nature and biodiversity in Greater Manchester is reversed and opportunities to deliver wider environmental benefits at the same time is maximised.

4.2 If progress is not made on the issues set out above, the key risks include:

- A flexible, coherent and attractive BNG offsetting offer is not developed within Greater Manchester.
- BNG offsetting takes place outside the area impacted by development, outside the wider local area and outside of Greater Manchester.
- BNG offsetting in GM does not address local priorities set out in the forthcoming Greater Manchester Local Nature Recovery Strategy nor wider environmental (e.g. carbon storage, flood risk reduction, water quality improvements) issues.
- The decline in nature and biodiversity in Greater Manchester is not reversed and the opportunity to deliver wider environmental benefits at the same time is lost.

5. Financial Implications

5.1 As mentioned in Paragraph 1.10 above, implementation of mandatory BNG will create an open market for biodiversity units in England. With an initial estimated future annual revenue for habitat creation from developers in Greater Manchester £6m there is a risk of this not being realised/delivered within Greater Manchester. A further business case may need to be developed if bids for external funding are unsuccessful to support the development of this market in Greater Manchester.

6. Recommendations:

6.1 The GMCA is requested to:

1. Approve the proposal for the GMCA to be named as the provisional responsible authority for developing a Local Nature Recovery Strategy for Greater Manchester.
2. Note the work that has been delivered by GMCA to date to ensure Greater Manchester is prepared for mandatory BNG.
3. Support the delivery of the Greater Manchester BNG Need and Supply Assessment by GMEU.
4. Support the pursuit of a range of offsetting options for Greater Manchester and GMCA works with key stakeholders including landowners and developers to continue to develop this understanding.
5. Support the development of a Greater Manchester market for BNG Units including the work that is being delivered as part of the GMEF.
6. Support the development of a policy position on biodiversity offsetting as part of the scope of the forthcoming GM Local Nature Recovery Strategy.
7. Delegate authority to the Lead Chief Executive, Green City Region, to prepare and submit a joint response to the Government BNG consultation in line with the ambitions/issues raised in this paper.

Annex 1 – BNG Vision, Principles, Process and Off-Site Options

Vision

The vision for offsite BNG in Greater Manchester is:

“A network of sites and a flexible framework of delivery options is established to support the delivery of BNG offsite requirements in Greater Manchester”.

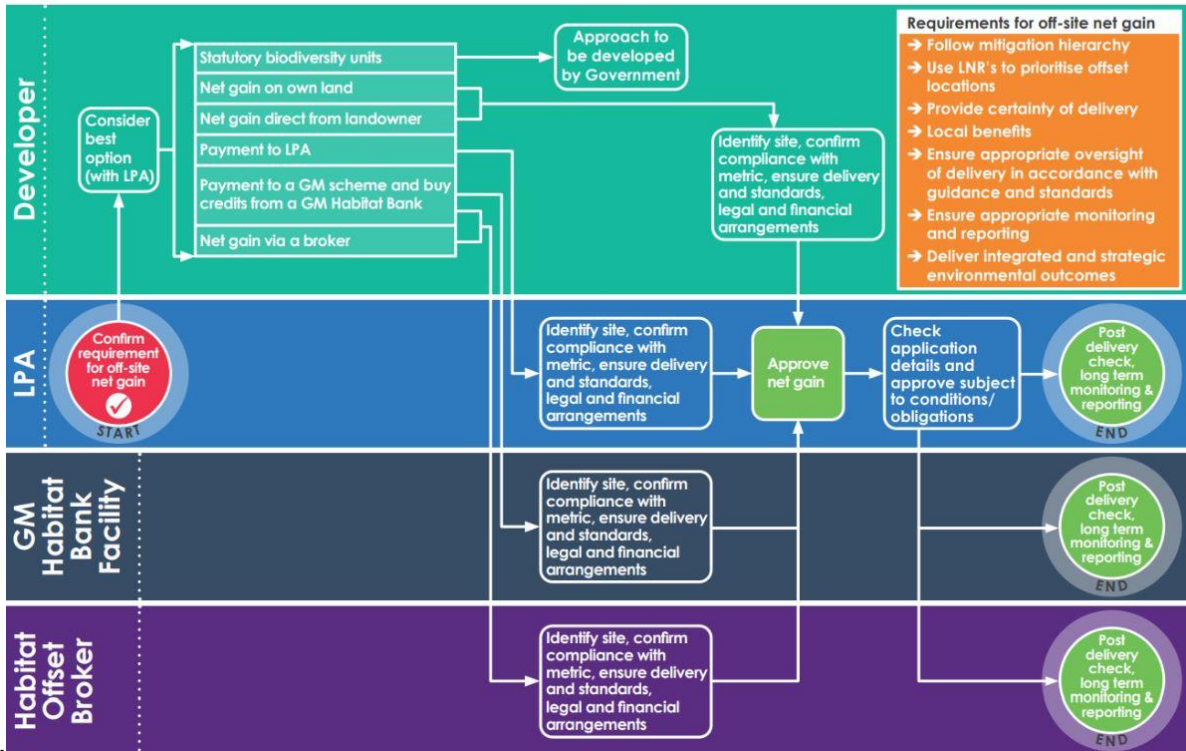
Principles

The principles for offsite BNG in Greater Manchester are:

- Follow the mitigation hierarchy
- Use the Local Nature Recovery Strategy (LNRS) to prioritise offset locations
- Provide certainty of delivery
- Local benefits (i.e. offset locations as close as possible to losses)
- Ensure appropriate oversight of delivery in accordance with guidance and standards
- Ensure appropriate monitoring and reporting
- Deliver integrated and strategic environmental outcomes

Process

Off-site Net Gain Process



OFF-SITE OPTIONS

Statutory biodiversity credits

- Approach to be developed by the Government as part of the Environment Bill
- Last resort where all other options have been exhausted
- Risk of biodiversity credits flowing out of the region
- Not currently available

Net gain on own land

- Net gain is provided within the red line of the development, or within land owned by the developer elsewhere
- Simplest option to secure and deliver
- Developer responsible for funding baseline assessments, drafting management plans, undertaking monitoring etc

Net gain direct from landowner

- Net gain is provided on land owned by someone else
- Requires early engagement and agreement with landowners
- Developer responsible for funding baseline assessments of land, drafting management plans
- Legal and financial agreements required to secure delivery and monitoring

Net gain via a broker

- Developer agrees a financial contribution with a broker to provide the net gain.
- Risk of biodiversity credits flowing out of the region
- Limited number of brokers currently in operation so currently expensive

Buy units from GM Habitat Bank

- Habitat Banks sell “units” of habitats already created to a developer to enable the net gain requirement to be met.
- No currently operational Habitat Banks in GM
- GM Environment Fund looking into Habitat Bank investment model

Annex 2 – BNG Studies and Trials in Greater Manchester

Greater Manchester Environment Fund

As part of ongoing work to set up the Greater Manchester Environment Fund GMCA, Lancashire Wildlife Trust and Finance Earth Trust is seeking to establish a centralised investment vehicle to provide funding and support to habitat creation and restoration projects across Greater Manchester, taking advantage of the new market arising from emerging biodiversity net gain (“BNG”) policy <https://gmenvfund.org/>.

BNG Credit Pilot

Natural England is leading a pilot at Chat Moss in Salford which will support the design of the statutory Biodiversity Credits Scheme for mandatory Biodiversity Net Gain. The pilot includes a range of activities to help with the design and delivery of the scheme from the sale of credits through to investment in strategic habitat creation and enhancement.

Natural Environment Investment Readiness Fund Pilot

£100k funding secured to help implement the financing models that have been developed to attract Carbon and Biodiversity Net Gain income at Chat Moss in Salford. The Scaling Up Natural Capital Investment project will help to carry out further research, establish the verification procedures, and test out the models to prove how to lever in private investment into Greater Manchester habitats with a target of securing £2million by August 2022. Once tested, this can then be used to start to roll out the finance models long-term to realise GMs Local Nature Recovery Strategy.

Greater Manchester Biodiversity Potential

As part of the GMEF Investment Strategy, Salford City Council alongside Finance Earth undertook an assessment of the potential pipeline of development over a 5 year period to calculate the likely number of units and area of land required to offset in Salford. Based on a number of assumptions the assessment indicated that over £300,000 could be generated annually in the district for offsite BNG attracting over £1 million upfront private

investment to deliver strategic habitats in the area. A preliminary assessment of the whole Greater Manchester region suggests an annual offsite BNG income of £5.5 million to £6.4 million, reflecting a sizeable Habitat Bank investment opportunity.

Biodiversity Off Site Net Gain Scoping Study

A Scoping Study for the delivery of offsite BNG in Greater Manchester has recently been completed for GMCA by consultants TEP. As part of this study a Biodiversity Net Gain Implementation Plan has been produced which sets out the key cross cutting actions and steps required to ensure Greater Manchester is in a position to offer a flexible framework of offsite BNG options to developers. A BNG Implementation Team has been set up to support delivery of these priority actions. A Local Authority Biodiversity Net Gain Implementation Group consisting of representatives from all 10 local authorities also exists to inform delivery.

Site Search and Identification of Potential Sites

With funding from Natural Course GMEU are due to undertake a Biodiversity Net Gain need and supply assessment across Greater Manchester in January 2022 over 12 months to establish the number and type of biodiversity units likely to be required over the next five years. The draft Local Nature Recovery Strategy will need to be used to target a site search for land to bring the best outcomes for biodiversity. Criteria will need to be developed to screen potential sites allowing resource to be focused on those sites most likely to be able to offer units, helping to realise the ambition of the LNRS”

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GREATER MANCHESTER COMBINED AUTHORITY

Date: 25th March 2022

Subject: The Edinburgh Declaration on Biodiversity and Declaring a Biodiversity Emergency

Report of: Councillor Neil Emmott, Portfolio Lead for Green City Region and Harry Catherall, Portfolio Lead Chief Executive for Green City Region.

Purpose of Report

To approve the Mayor of Greater Manchester's signature to the Edinburgh Declaration on biodiversity and declare a biodiversity emergency.

Recommendations:

The GMCA is requested to:





1. Approve the signature of the Mayor to the Edinburgh Declaration on Biodiversity on behalf of the GMCA.
2. Approve the declaration of a biodiversity emergency.

Contact Officers:

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

Samuel Evans: Samuel.evans@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion			
Health	G	GM's natural environment provides £56m in physical health benefits each year, which would increase with further enhancement to the natural environment GM's natural environment provides £364m in mental health benefits each year, which would increase with further enhancement to the natural environment GM's natural environment provides £372m in mental health benefits each year, which would increase with further enhancement to the natural environment	
Resilience and Adaptation	G	GM's natural environment provides £11m in flood risk reduction and urban cooling benefits each year, which would increase with further enhancement to the natural environment GM's natural environment provides £11m in flood risk reduction and urban cooling benefits each year, which would increase with further enhancement to the natural environment Taking action under the recommendations in this report would increase the quality of green and blue infrastructure in Greater Manchester.	
Housing			
Economy	G	Greater Manchester's natural assets provide over £1bn of benefits each year to Greater Manchester, which would increase with further enhancement to the natural environment Further enhancement in the natural environment is likely to result job opportunities within the sector in the longer term Further enhancement in the natural environment is likely to result job opportunities within an increasingly important sector in the longer term Greater knowledge and integration into decision making of the economic benefits of GM's natural assets will result in more sustainable use of these assets in the future There are likely to be resulting opportunities in delivering on these commitments and implementing the actions under the underpinning Greater Manchester Natural Capital Investment Plan.	
Mobility and Connectivity			
Carbon, Nature and Environment	G	GM's natural environment provides £38m in air quality benefits each year, which would increase with further enhancement to the natural environment	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target		The delivery of nature based solutions play a key role in achieving the Greater Manchester Carbon Neutral 2038 target including planting more trees and restoring our lowland and upland peatland stores. GM's trees store 1.5m tonnes of carbon. Chat Moss, one of GM's most important peatland resources, stores over 5m tonnes of carbon.	
Further Assessment(s):	Carbon Assessment		
			
Positive impacts overall, whether long or short term.	Mix of positive and negative impacts. Trade-offs to consider.	Mostly negative, with at least one positive aspect. Trade-offs to consider.	Negative impacts overall.

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenanc	N/A	
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use		
No associated carbon impacts expected.		High standard in terms of practice and awareness on carbon.
		Mostly best practice with a good level of awareness on carbon.
		Partially meets best practice/ awareness, significant room to improve.
		Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

These proposals have been informed by both national and local actors and or polices.

Legal Considerations

The contents of this report are not legally binding and as such this is to support and guide the delivery of initiatives across Greater Manchester.

Financial Consequences – Revenue

There are no financial consequences for GMCA revenue budgets.

Financial Consequences – Capital

There are no financial consequences for GMCA capital budgets.

Number of attachments to the report: 3

Comments/recommendations from Overview & Scrutiny Committee

Background Papers

N/A

Tracking/ Process [All sections to be completed]

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

Yes

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. INTRODUCTION/BACKGROUND

1.1 Nature and biodiversity are in decline across the UK and globally. Locally, in Greater Manchester, initiatives across the public, private and third sectors under the 5 Year Environment Plan are seeking to reverse this and deliver the wider benefits that improving our natural environment can bring.

1.2 Despite these efforts, there have been significant changes in species numbers and distribution over recent decades. By 2018, the relative abundance of priority species in the UK – those identified as being the most threatened and requiring conservation action – had declined to 36% of its value in 1970. Prior to 1970, the UK's wildlife had already been depleted by centuries of pollution, habitat loss and environmental degradation.

1.3 In terms of particular species, across the UK there has been:

- A decline of 13% in the average abundance of land and freshwater based species since 1970, and a 6% drop in the past decade.
- Rapid change in the abundance of species – with half of species increasing or decreasing strongly, by up to a third over 10 years.
- Declines in key indicator species – including a 16% decline in the average abundance in butterflies over the past 25 years and 44% in breeding birds over the past 45 years.
- Mammals like hedgehogs are facing serious declines, with surveys in 2011 showing declines of between 25-40% over the previous decade.

1.4 Although local data are not readily available to this level of detail, these national trends are likely mirrored in Greater Manchester. In terms of data held (by the Greater Manchester Ecology Unit) on species' trends in the city-region itself:

- Many bird species have seen declines. Between the 1980s and 2011, these include a 40% decline in red poll, 33% decline in skylarks, 32% decline in tree sparrows and 26% decline in snipe and grey partridge.
- Data collected between 1995 and 2019 for Greater Manchester show significant declines in rabbits (64% decline) and red fox (44%). North West data for brown hare show a decline of around 35%.

- Hiding behind some of these declines are likely declines in the numbers of smaller insects or invertebrates.

1.5 Further detail on these trends is set out in Annex 1.

1.6 These dramatic changes have been caused by habitats being lost, destroyed, fragmented and becoming less diverse due to the impact of development, climate change, pollution and invasive species.

1.7 In turn, these changes have had wider impacts on the city-region and the ability of the natural environment to provide the ecosystem services we rely on. For example, the city-region's peatlands are less able to store carbon, our uplands are less able to reduce flood risk further downstream and our urban parks and green spaces are less able to provide a quality environment to improve people's mental health.

1.8 As well as the decline in biodiversity and the loss of this innate value, these declines also have economic impacts. Greater Manchester's natural assets contribute over £1bn each year in benefits to the economy and society, through climate and air quality regulation, physical and mental health, amenity and carbon storage. The decline in the state of the natural environment will continue to reduce these benefits, increasing pressure elsewhere (e.g. on budgets for health and social care and flood protection).

1.9 These issues are set in greater detail in the recently published report of the Greater Manchester Local Nature Recovery Strategy pilot¹. This report also sets out the range of projects and initiatives within Greater Manchester to seek to recover and restore biodiversity, reversing habitat loss and fragmentation and what more can be done.

1.10 However, we are facing a biodiversity emergency requiring more urgent and ambitious action to tackle the decline in the diversity and abundance of key species and habitats.

¹ https://gmgreencity.com/resource_library/local-nature-recovery-strategy/

2. THE EDINBURGH DECLARATION:

2.1 Reflecting this position, the Mayor's manifesto sets out the commitment to "sign up to the Edinburgh Declaration on Biodiversity" as part of a wider set of commitments on the natural environment and green spaces.

2.2 The Edinburgh Declaration is a statement of intent, agreed in August 2020, which calls on the international Convention on Biodiversity (which has its 15th meeting in April) to take bold action to reverse biodiversity loss. It also calls for greater prominence to be given to the role of cities and local authorities in delivering on this. The declaration has been signed by Mayors, Council Leaders and Ministers worldwide.

2.3 The Declaration itself (see Annex 2) consists of:

- An introductory section, setting out an understanding of the threats to global biodiversity and the role of regional and city authorities in tackling them.
- Support for the post-2020 framework global biodiversity framework as a means of tackling these threats in a coordinated way.
- A set of commitments to which signatories sign up to supporting on behalf of their region or city to tackle the biodiversity emergency in their areas. In Greater Manchester, we are already taking action against each of these – a commentary is provided in Annex 2.
- A call for action in advance of April's Conference of the Parties to the Convention on Biodiversity for national governments to implement transformative change to tackle the biodiversity emergency and formally recognise the role and importance of regions and cities in doing so.

2.4 As set out in Annex 2, Greater Manchester is already taking actions to meet the commitments in the Declaration. Cities and local authorities are encouraged to sign up to the Declaration. Signatories are subject to a short, straightforward vetting process.

2.5 The GMCA is recommended to approve the signature of the Mayor to the Edinburgh Declaration on Biodiversity on behalf of the GMCA.

3. DECLARING A BIODIVERSITY EMERGENCY

3.1 In 2019, Greater Manchester declared a climate emergency. Numerous local authorities across the UK have combined climate emergency declarations with biodiversity emergency declarations, or declared separate biodiversity emergencies.

3.2 Given this, and the signing of the Edinburgh Declaration on Biodiversity, there is an opportunity to for Greater Manchester to declare a biodiversity emergency.

3.3 As with the climate emergency declaration, this would bring into focus the issues being faced and provide greater impetus to tackling them. This would add further weight to the seriousness Greater Manchester attaches to the biodiversity emergency. It would demonstrate Greater Manchester's:

- Recognition of the severity of the biodiversity emergency at a strategic level.
- Understanding of the need to tackle this alongside and complementary to the tackling of the climate emergency.
- Commitment to taking action to tackle the biodiversity emergency, including through the pledges outlined in the Mayor's manifesto and wider initiatives being led by partners across the city-region.

3.4 This aligns with the following Greater Manchester strategies and plans:

- Greater Manchester Strategy – both options above align with the new Greater Manchester Strategy.
- Greater Manchester 5 Year Environment Plan – reporting on action against the biodiversity emergency would be aligned with that on the climate emergency (i.e. 6-monthly reports to the GMCA) and already within the remit of the existing Natural Capital Group (Greater Manchester's Local Nature Partnership) to deliver on.
- Places for Everyone – the joint development has a policy to “seek an overall enhancement of biodiversity...which underpin the value of the natural environment and its ability to provide a wide range of important benefits, including supporting human health and quality of life.” The plan also contains a policy to a net gain in biodiversity from new development.

3.5 The declarations are therefore compatible with commitments in the plan.

3.6 The GMCA is recommended to approve the declaration a biodiversity emergency, with the proposed declaration set out at Annex 3.

4. OPPORTUNITIES/RISKS

4.1 The key opportunities include:

- Recognition of the severity of the biodiversity emergency at a strategic level and its economic, social and wider environmental impacts.
- Understanding of the need to tackle this alongside and complementary to the tackling of the climate emergency.
- Commitment to taking action to tackle the biodiversity emergency, including through the pledges outlined in the Mayor's manifesto and wider initiatives being led by partners across the city-region.

4.2 If progress is not made on the issues set out above, the key risks include:

- Continued declines in the abundance and diversity of species and key habitats across Greater Manchester.
- Continued decline in the benefits to the economy and society the natural environment is able to provide to people (e.g. physical and mental health benefits) and the wider environment (e.g. reduced flood risk, carbon storage).

5. FINANCIAL IMPLICATIONS

5.1 There are no additional financial implications associated with signing the Edinburgh Declaration or declaring a biodiversity emergency.

6. RECOMMENDATIONS:

The GMCA is requested to:

1. Approve the signature of the Mayor to the Edinburgh Declaration on Biodiversity on behalf of the GMCA
2. Approve the declaration of a biodiversity emergency

Annex 1 – Biodiversity trends globally, nationally and locally

Global biodiversity trends

The Living Planet Index (LPI) is a measure of the state of the world’s biological diversity based on population trends of vertebrate species from terrestrial, freshwater and marine habitats. The LPI measures population trends to assess the average percentage change in population sizes. The LPI is adopted by the Convention of Biological Diversity as an indicator of progress towards its 2011-2020 target to take effective action to halt the loss of biodiversity.

The Living Planet Index 2020 shows that since 1970 our wildlife populations (vertebrate species populations) have declined on average by 68%. The LPI is an average figure and is much greater, for example, for freshwater species, which have seen an average population decline of 84%.

The Living Planet Index is one indicator among many which demonstrates the global decline in our biodiversity, including the Biodiversity Intactness Index, the Red List Index and the Species Habitat Index.

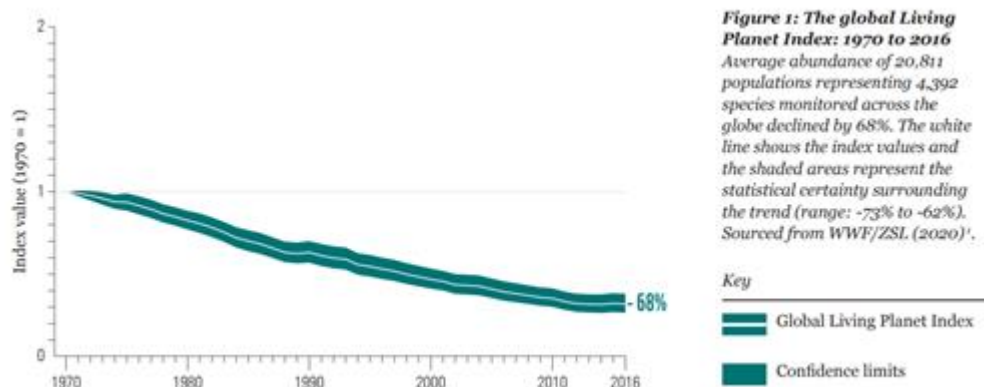


Figure 1. The global Living Planet Index: 1970s to 2016 (Source WWF ZSL 2020)

National biodiversity trends

There have been significant changes in species numbers and distribution nationally.

England's Biodiversity Indicators 2020 report on changes in the relative abundance of priority species populations (species of conservation concern) in the UK. In 2018, the index of relative abundance of priority species in the UK had declined to 36% of its value in 1970. Prior to 1970, the UK's wildlife had already been depleted by centuries of pollution, habitat loss and environmental degradation.

The JNCC state of nature report in 2019 found that 15% of species in England are threatened with local extinction and reported that the average abundance of land and freshwater based species declined by 13% since 1970, with a 6% drop in the last decade.

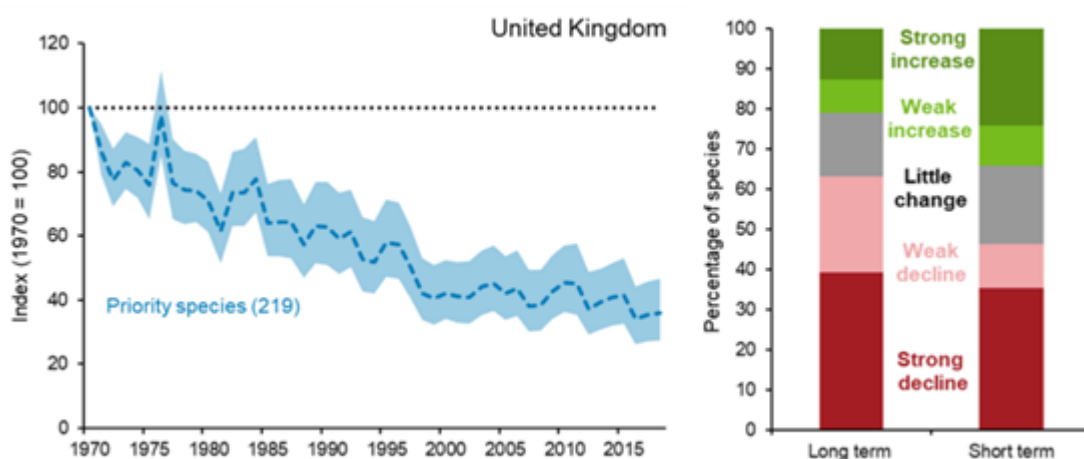


Figure 2. Change in the relative abundance of priority species in the UK, 1970s to 2018
(England Biodiversity Indicators 2020)

In the urban context, urban specialist birds are considered a good biodiversity indicator for urban areas¹ because good quality long term data is available on their distribution and abundance. The 2021 Environment Agency State of the Urban Environment reports that urban specialist birds have decline in abundance in the UK since 1994 (figure 1).

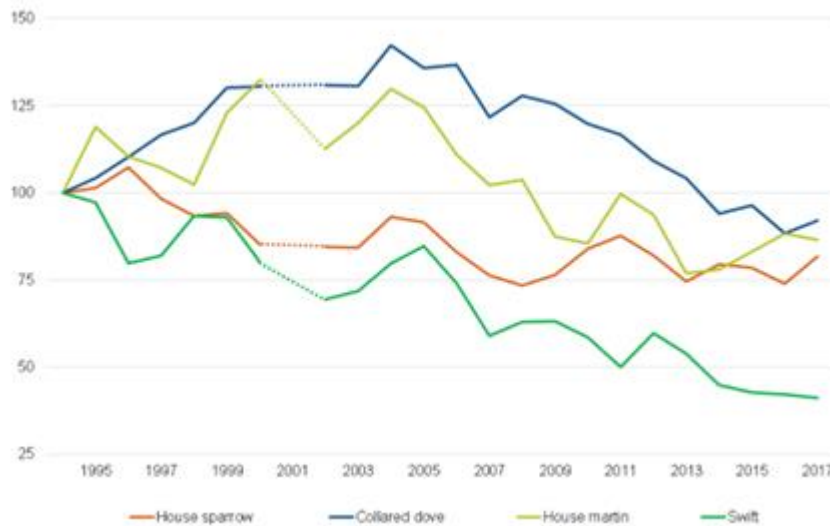


Figure 3. Trends in UK Urban specialist bird species, 1994 to 2017. Data standards to a 1994 baseline (EA Chief Scientist’s Group 2021).

Local biodiversity trends

In Greater Manchester, records of species distribution and abundance is monitored by the Greater Manchester Ecology Unit (the GMEU).

The GMEU report that many bird species have seen declines between 1980 and 2011. These include:

- a 40% decline in Red Polls,
- 33% in decline in Skylarks,
- 32% decline in Tree Sparrows, and a
- 26% decline in Snipe and Grey Partridge (Source GMEU).

Compared to birds, the population trends for mammals are relatively poorly known. Data collected between 1995 and 2019 for Greater Manchester show significant declines in Rabbits (64% decline) and Red Fox (44%) and increases in Grey Squirrel (14%), Roe Deer (86%) and Reeves Muntjac deer (172%) (Source GMEU).

To maximise local knowledge of biodiversity trends in Greater Manchester the GMCA is supporting a NERC fellowship to bring a data revolution to local nature recovery.

Annex 2 – Edinburgh Declaration on Biodiversity

For subnational governments, cities and local authorities on the post-2020 global biodiversity framework

31 August 2020

Preamble

We, subnational governments, cities and local authorities - as participants and contributors to the Edinburgh Process for Subnational and Local Governments on the development of the post-2020 global biodiversity framework, and supported by the Secretariat and some Parties to the Convention on Biological Diversity - are deeply concerned about the significant implications that the loss of biodiversity and climate change has on our livelihood and communities. The impacts on our environment, infrastructure, economy, health and wellbeing, and our enjoyment of nature are already visible. Indeed, the COVID-19 global pandemic has reminded us how important it is to live in harmony with nature. Healthy biodiversity and the ecosystem services that it provides are key for human well-being and to build the resilience of our cities and regions, both during and after the pandemic, and it should be central to our recovery.

We are concerned that, as outlined in the fifth edition of the Global Biodiversity Outlook, none of the 20 Aichi Biodiversity Targets have been fully met; that action by CBD Parties alone is insufficient to put us on a path to the 2050 vision of 'living in harmony with nature' or to achieving the UN Sustainable Development Goals (SDGs); and that convergence across multilateral environment agreements (MEA's) is progressing at too slow a pace.

We acknowledge that the IPBES Global Assessment Report on Biodiversity and Ecosystem Services concludes that, despite insufficient action, it is not too late for the climate or for biodiversity, but that transformative action is needed at all levels.

We recognise the need for transformative change across terrestrial and marine ecosystems, and across urban development and all productive sectors to ensure enhanced food security, human health and sustainable livelihoods whilst avoiding, mitigating or minimising the negative impact on biodiversity. We also recognise the role that many indigenous peoples and local communities have in the management of their territories, through effective biodiversity mainstreaming across all sectors.

We note the need to develop effective policy, governance and financing solutions at all levels of government and to ensure vertical integration across national, subnational, city and local levels to effect transformative change. These should address both the direct and indirect drivers of biodiversity loss, and integrate all dimensions of sustainable development (environmental, economic, cultural and social).

We also note the vital role that indigenous peoples and local communities, women and youth, non-governmental organisations, and wider society, play in decision making and in taking action at subnational, city and local levels, and that there should be a fully collaborative approach to ensure active participation of these groups.

We highlight the key role of the private sector, including the financial sector, and encourage them to catalyse the transformative change needed through full, active and responsible engagement, in support of biodiversity conservation, ecosystem restoration and sustainable use.

We emphasise the key role that subnational governments, cities and local authorities already play in protecting and enhancing biodiversity and in delivering actions across planning, implementation, and monitoring.

We welcome the endorsement of the Plan of Action on Subnational Governments, Cities, and Other Local Authorities for Biodiversity (2011-2020) under Decision X/22 and recognise the productive role that this has played in the last decade mobilising subnational, city and local authority actions towards implementing the goals of the Convention; and in fostering an increased recognition on the critical role of our constituency in the CBD.

We celebrate the commitments and statements already issued by subnational governments, cities and local authorities including recent declarations of intent¹², and in particular the results achieved through the outputs of the 5th and 6th Global Biodiversity Summit of Cities and Subnational Governments - the Quintana Roo Communique on Mainstreaming Local and Subnational Biodiversity (2016) and the Sharm El-Sheikh Communique for Local and Subnational Action for Nature and People (2018).

We acknowledge the need to build upon the existing Plan of Action under Decision X/22, and the advocacy agenda of subnational governments, cities and local authorities over the past decade, and collectively commit to raising our ambition and action in the coming decade.

Development of the post-2020 global biodiversity framework

We welcome the development of the post-2020 global biodiversity framework, in particular clear, action based, SMART (Specific, Measurable, Achievable, Relevant, Time-bound) targets and the inclusion of an integrated monitoring framework.

We thank the Co-Chairs of the Open-ended Working Group on the post-2020 global biodiversity framework for taking an inclusive and participatory approach in developing the framework; and welcome the ‘whole of government’ approach embodied in the framework, which captures the principle of governance across all levels of government, including at the level of subnational governments, cities and local authorities.

We continue to support the 2050 vision “living in harmony with nature” and stand ready with a raised ambition to make a contribution that will deliver a local to global impact, and meaningfully contribute to the long term goals.

We share the ambition of the 2030 Mission as was set out in the Zero Draft version of the post-2020 global biodiversity framework, ‘To take urgent action across society to put biodiversity on a path to recovery for the benefit of the planet and people.’ This ensures a clear pathway towards the 2050 Vision and corresponds with the ambition of subnational governments, cities and local authorities towards addressing the most pressing global challenges, including climate change, disaster risk reduction, health and poverty alleviation, as well as biodiversity.

Implementation of the post-2020 global biodiversity framework

We welcome the inclusion of subnational governments, cities and local authorities, as key enablers for the implementation of the post-2020 global biodiversity framework. However, we recognise that our role extends beyond the provision of enabling conditions.

Subnational governments, cities and local authorities play key roles in conserving, restoring and reducing threats to biodiversity, in meeting people’s needs through sustainable use and equitable benefit-sharing, in developing the tools and solutions needed for implementing biodiversity protection actions, and in monitoring and reporting.

We recognise that our actions in implementing and mainstreaming biodiversity ensure that support mechanisms and enabling conditions are in place at subnational, city and local levels - and that a vertically integrated and cross-cutting governance approach would enhance these efforts.

We highlight the significant role that subnational governments, cities and local authorities play in resource mobilisation for implementation and mainstreaming of biodiversity actions. We stress the need for immediate and increased efforts to mobilise financial resources at all levels of government and from the private sector.

We are uniquely and most effectively positioned to deliver the outreach, awareness, and uptake of the framework across the whole of society, facilitating engagement with key stakeholders to implement the framework at subnational, city and local levels.

Nevertheless, we recognise that more can be done to build upon already existing policies and frameworks to ensure the full participation of the whole of society in delivering the post-2020 global biodiversity framework.

Commitment for the post-2020 Global Biodiversity Framework

[Italics – GMCA initiatives and policy in place that meet these commitments]

Subnational governments, cities and local authorities will continue to build upon our previous efforts, to deliver transformative actions by:

- Recognising the overall value of nature and integrating it into subnational, city and local planning, management and governance instruments;

GMCA has set this out in the 5 Year Environment Plan and underpinning Natural Capital Accounts, which set out the value of nature to the city-region. The natural environment is reflected in our plans – such as the Greater Manchester Strategy and Places for Everyone joint plan. Decisions to the GMCA now contain a sustainability appraisal which requires an assessment of the impact of a decision on the natural environment.

- Implementing appropriate actions that deliver on the post-2020 global biodiversity framework goals and action targets

GMCA, through the Natural Capital Group, is implementing the actions set out in the 5 Year Environment Plan for the natural environment.

- Aligning biodiversity strategies and actions, and our monitoring and reporting efforts with National Biodiversity Strategies and Action Plans (NBSAPs), within our subnational, city and local competencies;

These actions are aligned to the priorities in the government's 25 Year Environment Plan; the Greater Manchester Local Nature Recovery Strategy pilot supported the government's proposals for roll-out across England.

- Increasing resource mobilisation for investment in biodiversity action at subnational, city and local levels, and providing incentives to ensure positive outcomes;

Through the Greater Manchester Environment Fund, we are increasing the resource mobilised for investment and working to develop further incentives to do so (e.g. in the Places for Everyone joint plan).

- Mainstreaming biodiversity across public, private and business sectors to achieve greater environmental, societal and economic resilience;

Our Natural Capital Group and Local Nature Recovery Strategy pilot bring together representatives across all sectors and work to mainstream biodiversity across them.

- Communicating, educating and raising public awareness with specific efforts to make knowledge available in several languages;

Through campaigns with partners and successive Green Summits, we have a regular communications programme to raise public awareness around biodiversity.

- Strengthening capacity building in order to implement nature-based solutions (NBS) and green and blue infrastructure, particularly through ecosystem-based approaches and as a contribution to a green recovery from COVID-19;

Biodiversity and the natural environment are a key part of our plan to build back from the Covid-19 pandemic. Funding secured through the Greater Manchester Environment Fund is already supporting delivery of this on the ground, as our projects like IGNITION.

- Providing opportunities for knowledge exchange across subnational, city and local levels, and between all sectors of society;

The Mayor, Leaders and officers regularly speak at international and national level conferences and events on biodiversity and wider environmental issues.

- Sharing best practices across subnational, city and local levels, to efficiently implement transformative actions;

As above, representatives of Greater Manchester regularly speak at conferences and events to share the city-region's experience and best practice in tackling the biodiversity emergency.

- Delivering convergence with other intergovernmental agreements and processes, taking forward bold and innovative actions at the subnational, city and local level which result in mutually beneficial outcomes.

This declaration will form part of a wider set of actions and commitments at a Greater Manchester level, as part of delivery of the 5 Year Environment Plan.

Call for action:

We subnational governments, cities and local authorities therefore call upon Parties to the Convention on Biological Diversity to:

- I. Take strong and bold actions to bring about transformative change, as outlined in the IPBES global assessment report, in order to halt biodiversity loss.
- II. Recognise the vital role of subnational governments, cities and local authorities, in delivering the 2050 vision of the post-2020 global biodiversity framework, and the 2030 mission as set out in the Zero Draft document; and to explicitly place that recognition throughout the framework text, including the monitoring framework for the goals and targets.
- III. Support the adoption at COP15, of a new dedicated Decision for the greater inclusion of subnational governments, cities and local authorities within the post-2020 global biodiversity framework; that builds upon and renews the Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity (2011-2020) as endorsed under Decision X/22; and that significantly raises ambition

for subnational, city and local implementation of the post-2020 global biodiversity framework throughout the next decade.

- IV. Establish a multi-stakeholder platform that ensures representation of subnational governments, cities and local authorities to support the implementation of the post-2020 global biodiversity framework.

We, subnational governments, cities and local authorities, stand ready to meet the challenge of delivering, alongside Parties, the post-2020 global biodiversity framework, to ensure investment, and play a stronger role in the implementation of the framework through a renewed and significantly stepped-up Plan of Action for subnational governments, cities and local authorities for the coming decade.

Annex 3 – Draft Declaration of a Greater Manchester Biodiversity Emergency

The GMCA resolves:

1. That the findings of the Global Biodiversity Outlook, produced by the Convention on Biological Diversity, be noted, in particular:
 - That biodiversity is declining at an unprecedented rate, and the pressures driving this decline are intensifying.
 - None of the Aichi Biodiversity Targets will be fully met, in turn threatening the achievement of the Sustainable Development Goals and undermining efforts to address climate change.
 - The COVID-19 pandemic has further highlighted the importance of the relationship between people and nature, and it reminds us all of the profound consequences to our own well-being and survival that can result from continued biodiversity loss and the degradation of ecosystems.
 - Reports provided by the world’s governments, as well as other sources of evidence, reveal examples of progress which, if scaled up, could support the transformative changes necessary to achieve the 2050 vision of living in harmony with nature.

2. That the GMCA believes that:
 - The impacts of the continued decline in biodiversity are so severe that Governments at all levels must work together and make this a top priority.
 - As well as improvements in the innate value people place on biodiversity, tackling the decline in biodiversity can deliver wider benefits for the environment, economy and society and that embedding a Natural Capital Approach was essential to realising these.

2. That the GMCA declare a ‘biodiversity emergency’ alongside the climate emergency to support the delivery of the GM 5 Year Environment Plan.

3. That the existing Green City Region Board and Partnership Group, supported by the Natural Capital Group:

- Monitor progress of indicators of key species diversity and abundance in Greater Manchester.
 - Take a mission-based approach to reversing these declines as part of the 5 Year Environment and in line with work to develop a Local Nature Recovery Strategy.
 - Consider systematically the biodiversity impact of each area of the GMCA's activities.
 - Make recommendations and set an ambitious timescale for reducing these impacts in line with the tasks set out in the 5 Year Environment Plan.
 - Assess the feasibility of requiring all report risk and procurement assessments to include biodiversity or natural capital appraisals, including presenting alternative approaches which reduce the impact wherever possible.
 - Report to GMCA every six months on progress and actions required to take to address this emergency and how it will continue to work with GM Districts to implement a Mission Based Approach.
4. That it be agreed to task a director level officer with responsibility for tackling the biodiversity impact of the GMCA's activities.
 5. That it be agreed to equip staff, particularly those involved with buildings, energy and transport management and procurement of goods and service, with an awareness of the biodiversity and natural capital costs and impacts of everyday activities, and the ability and motivation to reduce these.
 6. That all organisations, businesses and citizens can play their part in tackling the biodiversity emergency.

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GREATER MANCHESTER COMBINED AUTHORITY

Date: 25th March 2022

Subject: The Greater Manchester Green Spaces Fund

Report of: Councillor Neil Emmott, Portfolio Lead for Green City Region and Harry Catherall, Portfolio Lead Chief Executive for Green City Region.

Purpose of Report

This report sets out proposals for the delivery of the Greater Manchester Green Spaces Fund, a key commitment to improving green spaces, and access to them, across the city-region. The report sets out the need for investment in the city-region's green spaces, the proposed aims of the fund, the types of projects to be supported, how community participation and action will be enabled and arrangements for the fund's delivery.

Recommendations:

The GMCA is requested to note the report and the proposals for the Greater Manchester Green Spaces Fund.





Contact Officers:

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Samuel Evans: Samuel.evans@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

The aims of the fund, reflected in the criteria for project selection, will weight projects in deprived areas greater than elsewhere. Proposals as to how to support these communities in developing applications for the fund are also set out within the report.

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion			
Health	G	GM's natural environment provides £56m in physical health benefits each year, which would increase with further enhancement to the natural environment GM's natural environment provides £364m in mental health benefits each year, which would increase with further enhancement to the natural environment GM's natural environment provides £372m in mental health benefits each year, which would increase with further enhancement to the natural environment The proposals are aimed at bringing communities together around projects that will improve their local natural environment.	
Resilience and Adaptation	G	GM's natural environment provides £11m in flood risk reduction and urban cooling benefits each year, which would increase with further enhancement to the natural environment GM's natural environment provides £11m in flood risk reduction and urban cooling benefits each year, which would increase with further enhancement to the natural environment Projects delivered under the GM Green Spaces Fund would increase the quality of green and blue infrastructure in Greater Manchester.	
Housing			
Economy	G	Greater Manchester's natural assets provide over £1bn of benefits each year to Greater Manchester, which would increase with further enhancement to the natural environment Further enhancement in the natural environment is likely to result job opportunities within the sector in the longer term Further enhancement in the natural environment is likely to result job opportunities within an increasingly important sector in the longer term Greater knowledge and integration into decision making of the economic benefits of GM's natural assets will result in more sustainable use of these assets in the future There are likely to be resulting opportunities in delivering on these commitments and implementing the actions under the underpinning Greater Manchester Natural Capital Investment Plan.	
Mobility and Connectivity			
Carbon, Nature and Environment	G	GM's natural environment provides £38m in air quality benefits each year, which would increase with further enhancement to the natural environment	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target		The delivery of nature based solutions play a key role in achieving the Greater Manchester Carbon Neutral 2038 target including planting more trees and restoring our lowland and upland peatland stores. GM's trees store 1.5m tonnes of carbon. Chat Moss, one of GM's most important peatland resources, stores over 5m tonnes of carbon.	
Further Assessment(s):	Carbon Assessment		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Carbon Assessment

Overall Score

Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenanc	N/A	
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	

Land Use

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

Risk Management

These proposals have been informed by both national and local stakeholders and similar funds delivered elsewhere. These proposals may be adapted further depending on experience of delivering the fund.

Legal Considerations

A grant agreement between the GMCA and Greater Manchester Environment Fund has been drafted and will be agreed before transfer of any funding (see section 8). This will set out the terms for delivery of the Fund in line with the proposals set out in this paper. Separate agreements will be signed between projects and the Greater Manchester Environment Fund.

Financial Consequences – Revenue

There are no financial consequences for GMCA revenue budgets.

Financial Consequences – Capital

Funding for delivery of the Greater Manchester Green Spaces Fund is allocated from the Mayoral Precept and held within the GMCA Budgets (agreed in January 2022)

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

N/A

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?

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

- 1.1 The Mayor’s manifesto set out the commitment to establish a Green Spaces Fund “to give small grants to communities to clean up and improve pocket parks and local green spaces or create new ones where they are needed.”
- 1.2 Greater Manchester’s 5 Year Environment Plan sets out the ambition for a clean, carbon neutral, climate resilient city-region with a thriving natural environment and circular, zero-waste economy.
- 1.3 For our natural environment, the plan describes the need to prioritise action that protects, maintains and enhances our key natural assets (Greater Manchester’s air, land, water and biodiversity) and the multiple benefits they provide. It also sets out the importance of both engaging and connecting people with their natural environment and the need to bring in other sources of funding to deliver these actions. The importance of access to quality green space across Greater Manchester is a key part of this plan.
- 1.4 Subsequently, the report of the Greater Manchester Independent Inequalities Commission has highlighted the importance of green space to communities across Greater Manchester and how much they matter to people.

2. The need for investment in green spaces

- 2.1 Greater Manchester’s green spaces are vital to those living and working in the city-region. Their importance has become only more apparent over the past 2 years as people discovered and appreciated parks and green spaces during the Covid-19 pandemic.
- 2.2 They are particularly important to our mental and physical health, providing us with places to walk, exercise, meet friends, relax or simply connect with nature. Greater Manchester’s green spaces provide us with nearly £700m per year in recreation, physical and mental health benefits.
- 2.3 The natural environment also helps reduce the risks of the impacts of climate change – reducing flood risk and keeping urban areas cooler – as well as locking up carbon,

improving air quality and providing space for wildlife. This amounts to over another £300m of benefits every year, meaning Greater Manchester's natural environment provides residents and businesses with £1bn of benefits annually.

2.4 However, access to these benefits is not equal. Not everyone in Greater Manchester has equal access to quality green space, either at their home or in their local area. Natural England has recently published a Green Infrastructure Mapping tool¹ that allows interrogation of data relating to this at a local level, including for Greater Manchester.

2.5 It is within this context that proposals for the Greater Manchester Green Spaces Fund have been developed.

3. Aims of the Greater Manchester Green Spaces Fund

3.1 Tackling these issues and bringing more and better-quality green spaces to those who need it most will be at the heart of the Greater Manchester Green Spaces Fund.

3.2 The proposed aims of the Greater Manchester Green Spaces Fund are as follows:

- To improve Greater Manchester's green and blue spaces to benefit people and nature and to tackle the climate and biodiversity emergencies.
- To tackle inequalities and target these improvements in communities where they are most needed – where people suffer from poorer access to quality green space.
- To support and empower these communities and organisations with the capacity to take action, bringing communities together to improve their local natural environment.

3.3 These aims will be reflected in the criteria for applications to the Greater Manchester Green Spaces Fund, alongside an assessment of how the projects will be successfully delivered and how they will leave a legacy beyond the project itself.

¹ <https://designatedsites.naturalengland.org.uk/GreenInfrastructure/MappingAnalysis.aspx>

4. Types of projects the Greater Manchester Green Spaces Fund will support

4.1 The Fund will support projects that take place within Greater Manchester and make the city-region greener, whilst tackling inequalities in access to green spaces.

4.2 Projects should improve accessible spaces through physical improvements to make them better places for nature and people. These projects could take place in parks, community gardens, streets, schools, housing estates, canals/streams/rivers and existing nature reserves.

4.3 Examples of the type of projects it could support include but are not limited to:

- Improving existing or creating new accessible green space for people and/or wildlife.
- Permanently greening streets
- Creating new permanent parklets or pocket parks
- Community gardening/food growing
- Turning paved over areas to green areas
- Cleaning up and restoring streams, rivers, canals and ponds

4.4 The following organisations would be supported through the Fund. They will need to be formally constituted organisations that have a bank account to which funding can be paid:

- Registered charities.
- Community groups.
- Social enterprises and community interest companies.
- Register housing providers, tenant associations and tenant management organisations.
- Schools and academy trusts.
- Local authorities on behalf of or that have partnered with any of the above.

4.5 To cater to the needs of different communities and groups, it is proposed that two tranches of projects be funded:

- Projects of £10,000k.
- Projects between £10,000 and £40,000.

4.6 Applications would be accepted on a rolling basis, rather than in distinct rounds, to provide flexibility to groups applying, with all projects to conclude by March 2024.

5. Empowering and enabling communities

5.1 Those communities with the greatest need to create new or enhance existing green space may be less able to develop proposals and projects. With that in mind, a key aspect of the Fund is to work with these communities and empower them to take action and maximise the opportunities for the fund.

5.2 Their activities would include:

- Supporting the development of projects that are realistic, achievable and deliverable and result in strong applications.
- Ensuring projects are developed that are reflective of the needs of the community and inclusive to different groups.
- Supporting groups to develop their skills and confidence in delivering projects.
- Measuring the impact of their projects consistently.
- Identify common training and development needs and develop ongoing skills.
- Facilitate the network of groups through sharing best practice and mentoring.

5.3 They would also work to raise double the amount of funding from the Green Spaces Fund from other sources to secure a legacy for their projects.

6. Budget and project funding

6.1 Funding of £2.6m from the GMCA's budget has been allocated across 2022/23 and 2023/24 for delivery of the Fund. This will support the delivery of projects on the ground, as well as the "community enablers" and administration of the fund (see below).

6.2 As set out above, a key priority for the “community enablers” will be to support projects and groups to bring in further funding to provide a legacy to the projects and increase the amount of funding brought into green space projects.

7. Timeline

7.1 A proposed/indicative timeline for the first tranche of funding and projects is set out below.

Activity	Timeframe
Communications to encourage potential applicants to develop proposals	March
Fund documentation in place	April
Launch first call for projects	May
First projects awarded funding	July
Delivery of first projects	From July onwards
Future application assessments	Autumn 2022; Spring 2023
Completion of projects	March 2024

8. Delivering and administering the fund

8.1 The challenge of securing varied and sustained investment into the natural environment is common to all cities across the UK and is recognised in the government’s Green Finance Strategy (2019). Given pressures on public spending, broadening the range of investment into projects that enhance the natural environment – encompassing increasing amounts of philanthropic, impact first, responsible and mainstream investments – is crucial to overcoming this challenge. These opportunities

and challenges are set out in greater detail in the Greater Manchester Natural Capital Investment Plan².

8.2 As such, a key action in the 5 Year Environment Plan was to support the development of a Greater Manchester Environment Fund (GMEF). The aim of doing this was to establish the right structures and enabling environment to mobilise existing and new sources of funding at scale into projects on the ground. In turn, this would allow the blending of public and private sector funding to close the gap between corporate organisations and institutions, that either wish or are required to address their negative environmental impact, and smaller, grassroots organisations, that aim to deliver environmental projects on the ground.

8.3 Since making this commitment in the 5 Year Environment Plan, significant progress has been made. Through a competitive tendering process, The Wildlife Trust for Lancashire, Greater Manchester and North Merseyside (Lancashire Wildlife Trust) were appointed in May 2020 to set up and run the fund on Greater Manchester's behalf. They have since established the GMEF as an independent charitable company limited by guarantee.

8.4 The GMEF has been successful in securing £2.1m of funding to start delivering projects on the ground to benefit Greater Manchester's environment. This comprises funding secured, ringfenced and allocated to projects, as below:

- £1.8m of funding from the government's Green Recovery Challenge Fund which will restore over 500ha of habitats across the city-region (including woodland, peatland and public parks/green spaces) and create new jobs and traineeships.
- £220,000 of funding from SUEZ for the Recycle 4 Greater Manchester Community Fund, which will support community-led projects that will prevent, reuse, or recycle household waste, and also reduce contamination, promote sustainable use of waste and resources, and generate wider social benefits.
- £100,000 of capacity funding from the Environment Agency to support development of investment models for carbon and habitat enhancements.

² [Greater Manchester Natural Capital Investment Plan - GM Green City](#)

8.5 This funding has provided the foundation to establish the GMEF and the capacity to develop and fund more projects. It has also set up the legal and governance structures necessary to receive and disburse funding.

8.6 Given that, it is proposed that the Greater Manchester Green Spaces Fund be administered and delivered as a distinct and separate fund under the umbrella of the GMEF. A cap of 12% in terms of a management fee for the fund is proposed.

9. Opportunities/Risks

9.1 The key opportunities include:

- The creation and improvement of green spaces in areas of the city-region where they can have the most impact for people, nature and the environment.
- Engaging people in the natural environment, improving health and wellbeing.

9.2 The key risks include:

- The capacity and capability of communities, especially those most in need of increased/improved accessible green space, to develop and deliver projects.
- The demand for funding outstripping the amount available.

10. Financial Implications

10.1 As set out above, funding of £2.6m from the GMCA's budgets has been allocated across 2022/23 and 2023/24 for delivery of the Greater Manchester Green Spaces Fund.

11. Recommendations:

11.1 The GMCA is requested to note the report and the proposals for the Greater Manchester Green Spaces Fund.

Greater Manchester Combined Authority

Date: 25th March 2022

Subject: Driving Social Value in Greater Manchester Public Procurement

Report of: Eamonn Boylan

Purpose of Report

To agree a set of principles and supporting actions with the aim of driving further and faster around the good work already going on in Greater Manchester on leveraging Social Value from public sector spending.

Recommendations:

The GMCA is requested to:

1. Designate a Greater Manchester Leader and Senior Responsible Officer to act as sponsors to work with each of the Greater Manchester Local Authorities to identify how working at a GM level can add value to our shared objectives and declared GMS priorities; and to garner wider participation across Greater Manchester anchor institutions including Transport for Greater Manchester, Greater Manchester Police and the Health system.
2. Acknowledge that successful progress in this policy area will require significant investment and accept a further paper setting out the resourcing challenge and quantified options.
3. Revise the GMCA Sustainability Decision Tool for use upstream as part of business case development (for potential adoption by others).
4. Approve exploration of options for developing a Greater Manchester 'Brokerage' platform that can provide a live environment matching supplier offers with 'system' asks.

5. Approve the adoption of the following principles and to commend this report for approval and adoption by all GM Councils in order to build on existing good work on social value and to significantly increase our collective GM approach to social value, with the potential to make a real step change in the role of public procurement in supporting the delivery of GMS priorities:

- Restate a strong presumption that social value forms part of the evaluation on all procurement over threshold.
- Building on the Greater Manchester Social Value Framework, develop an approach which can be aggregated at a GM level for capturing bid offers as contractual commitments, providing contract management performance data and common standards for city region scale reporting.
- Adopt definitions to allow development of plans for capturing consistent metrics (See Appendix 1) for a set of key Greater Manchester Priorities:
 1. Real Living Wage
 2. Principles of Greater Manchester Good Employment Charter
 3. Carbon Reduction – net zero by 2038 (Greater Manchester) / 2050 (UK)
 4. Tacking Inequality (protected characteristics)
 5. Economic Diversity (Small Medium Enterprise and Voluntary Community Social Enterprise)
 6. Local Spend (Greater Manchester based businesses)
- Adopt a policy for all procurements over the regulated threshold (unless evidenced as legally and commercially unviable):
 - a. By 2023 we will only contract with organisations who agree, themselves and for their 1st line sub-contractors, to pay Real Living Wage at date of contract or within 1 year of contracting.
 - b. By 2023 we will only contract with organisations who have signed up to be supporters of the Good Employment Charter (or equivalent indicators) at date of contract or within 1 year of contracting.
 - c. By 2023 we will only contract with organisations who have a credible plan to become carbon neutral by 2050 in place at date of contract or within 1 year of contracting.





- Agree that the policy goal should be to increase our supplier diversity by:
 - a. Reserving relevant 'below threshold' contracts for Voluntary Community Social Enterprise sector organisations or Greater Manchester based Small Medium Enterprises (unless the requirement cannot be fulfilled by these markets).
 - b. Increasing the proportion of spend (with primary contractors and 1st line subcontractors) from Greater Manchester public procurement that is spent within Greater Manchester.
 - c. Make plans to monitor and report on the diversity of the ownership or leadership of the organisations we work with.

Contact Officers

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Sam Pickles picklessj@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

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

Risk Management

The contents of this paper have been discussed and developed with Heads of Procurement from the Greater Manchester Authorities and NHS Providers. However, it should be recognised that this is not a ‘no-cost’ direction of travel and will require resource and leadership for successful implementation.

Legal Considerations

Public Procurement activity is bound by the Public Contract Regulations 2015 and Procurement Policy Notices as published from time to time.

See also paragraph 7.6.

Financial Consequences – Revenue

There are no current financial consequences for GMCA revenue budgets. Any subsequent actions requiring funding will be the subject of separate approvals.

See also paragraph 7.5.

Financial Consequences – Capital

There are no current financial consequences for GMCA capital budgets. Any subsequent actions requiring funding will be the subject of separate approvals.

Number of attachments to the report:

Three

Appendix 1: Draft Definitions, Metrics, & Verification

Appendix 2: Risks & Challenges

Appendix 3: Baseline Data

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

N/A

Tracking/ Process

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

Yes

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction

1.1. Building on Greater Manchester's position at the vanguard of delivery on Social Value, this paper seeks to use that foundation of best practice and learning to create a groundswell of collaborative action with Greater Manchester focussed outcomes through:

- Designating a Greater Manchester Leader / Senior Responsible Officer to act as sponsor, work with all LAs to support and drive further developments in social value from public procurement across GM, and garner participation across other Greater Manchester anchor institutions
- Seeking coalescence around a more consistent approach for Greater Manchester to provide clarity to the market, whilst recognising that flexibility is required to suit each organisation
- Redefining and strengthening the approach to lever more Social Value from public sector spending
- Setting responsible business criteria aligned to Greater Manchester priorities that signal minimum expectations to the market: "Made in Greater Manchester" should mean:
 - Fair Pay (Real Living Wage)
 - Good Employment
 - Carbon Neutrality
- Developing strategy to improve access to public contracts for target enterprises that are:
 - Small Medium Enterprises & Voluntary Community Social Enterprises
 - Greater Manchester Based
 - Minority owned or led

2. Social Value in Greater Manchester

2.1. Greater Manchester was an early adopter of Social Value. In 2014, Greater Manchester Combined Authority published its first Social Value Policy. Greater Manchester's local authorities have used this policy to formulate their own arrangements, with adjustments made to fit the locality and its unique characteristics or requirements. The city region has won awards for its work around social value and several Greater Manchester Local Authorities are acknowledged for their long-standing commitment to local supply chains, sustainable procurement and creating job opportunities for local people. [Greater Manchester's 2020 Social Value Framework](#) sets out six priorities inviting all Greater Manchester organisations to create positive change and maximise their impact for the citizens of the city region. A key premise is that whilst social value can be driven through procurement, there is a role for all enterprises to thread it through their strategic thinking.

3. Greater Manchester Strategy

3.1. The refresh of the Greater Manchester Strategy is built on the core premise of creating a fairer, greener and more prosperous city region. This provides new policy impetus to drive work on Social Value in Greater Manchester further and faster. The Strategy sets goals for the way the local public sector operates, including a shift in how public procurement delivers social value:

3.2. Wherever possible we will show preference to companies because they share the same core values that we want to encourage and grow in Greater Manchester, not just because of the 'added value' they are offering on a particular contract.

4. Three Sources Social Value (at least from a procurement point of view)

4.1. The generation of Social Value from public spending can be broadly split into three categories:

- **Service Design & Specifications**
- **Added Social Value (delivered in addition to main contract purpose)**
- **Who We Do Business With**

4.2. The challenge is to recognise the opportunity and balance these three sources to maximise the social return (for each service area or even each contract).

4.3. Recommended Action:

4.3.1. Designate a Greater Manchester Leader and Senior Responsible Officer to act as sponsors to work with each of the Greater Manchester Local Authorities to identify how working at a GM level can add value to our shared objectives and declared GMS priorities; and to garner wider participation across Greater Manchester anchor institutions including Transport for Greater Manchester, Greater Manchester Police and the Health system.

4.4. A step change in delivery on Social Value will require not just leadership, but a supporting revenue budget and capital investment. Current activity on this agenda is largely carried out by officers in addition to their core duties, greatly restricting the pace and scope of change. Successful delivery will require additional dedicated roles, engaging external agencies and developing or procuring third party systems. Programmes to drive contract delivery, increase supplier diversity, systems for gathering metric data, and a supported platform for brokerage are not currently in place or resourced. Each will require a centralised element and some degree of activity within each authority. Taking just brokerage as an example, because practitioners believe this will deliver most benefit, options could range from a software solution to a staffed team akin to GM Bridge.

4.5. Recommended Action:

4.5.1. Acknowledge that successful progress in this policy area will require significant investment and accept a further paper setting out the resourcing challenge and quantified options.

5. Service Design & Specifications

5.1. Although ultimately procuring services that by their nature are delivering a societal benefit, commissioners and specifiers often focus on the fundamental subject of a contract, which in turn can create conflict with broader policy objectives. Checks and balances in decision making often already exist (for example Greater Manchester Combined Authority Sustainability Decision Tool), but this can be once momentum is already built and changing tack is challenging. Whilst procurement teams can offer advice and support, commissioners and decision makers at all levels have the real ability and accountability to ensure that services (and resulting contract specifications) are designed with inherent social value to maximise multiple benefits and minimise policy conflicts.

5.2. Social Value needs to be owned by whole organisations, not just procurement teams. To build social value into the design phase will require leadership and culture change to drive activity and provide a consistent message because it adds complexity.

5.3. Recommended Action:

5.3.1. Revise the CA Sustainability Decision Tool for use upstream as part of business case development (for potential adoption by others)

6. Added Social Value

6.1. Added Social Value relies on asking and guiding suppliers to deliver above and beyond the main subject matter of the contract. It is proven to deliver real benefits and drive innovation. To date this approach has been the focus for procurements, with a percentage scoring built into the tender evaluation model (along with price and quality elements). Some challenges have been recognised that if tackled collectively across Greater Manchester would have greater impact:

6.2. Defining what we mean by SV for Greater Manchester:

Approaches, expectations, commitment, and priorities vary across Greater Manchester, meaning suppliers must understand varying expectations to score well at evaluation. Market forces can vary widely across contracts, so flexibility is required to ensure expectations are relevant and proportionate. Equally some markets lend themselves to delivering very high levels of social value. For these reasons a fixed or minimum evaluation percentage for Social Value could create unintended consequences. However, Social Value must form part of procurement evaluations unless a solid justification can be substantiated.

6.3. Recommended Action:

6.3.1. Restate a strong presumption that social value forms part of the evaluation on all procurement over threshold.

6.4. Linking Asks & Offers:

Market feedback suggests that despite a willingness to deliver more, bidders often struggle to find a suitable outlet for resources they are willing to provide or miss opportunity to capitalise on their skills and capabilities because they lack links to the needs of the 'system'. Equally there are community and public sector asks that go unanswered that could be met by willing commercial enterprises.

6.5. Recommended Action:

6.5.1. Develop a Greater Manchester 'Brokerage' platform that can provide a live environment matching supplier offers with 'system' asks.

6.6. Measuring & Reporting Benefits:

Despite excellent outcomes across Greater Manchester there isn't consistent measurement of impact or ability to report at a Greater Manchester level. As a result, opportunities to identify what works well and learn from each other are restricted. Approaches vary, but amongst Greater Manchester authorities many have adopted platforms that to some degree take the proxy value approach, where each element of Social Value (apprenticeships created, carbon saved, etc) are converted into a monetary equivalent.

6.7. Recommended Action:

6.7.1. Building on the Greater Manchester Social Value Framework, develop a common approach for capturing bid offers as contractual commitments, providing contract management performance data and common standards which can be aggregated at a GM level for city region scale reporting.

7. Who We Do Business With

7.1. To maximise social value from our ability to choose or encourage the third-party enterprises that are selected and engaged in public contracts a set of key Greater Manchester Priorities has been developed:

- 1. Real Living Wage**
- 2. Characteristics of Greater Manchester Good Employment Charter**
- 3. Carbon Reduction – net zero by 2038 (Greater Manchester) / 2050 (UK)**
- 4. Tacking Inequality (protected characteristics)**
- 5. Economic Diversity (Small Medium Enterprise and Voluntary Community Social Enterprise)**
- 6. Local Spend (Greater Manchester based businesses)**

7.2. Recommended Action:

7.2.1. Adopt a Greater Manchester definition for Priorities to allow development of plans for capturing consistent metrics (See Appendix 1)

7.3. Priorities 1-3 focus on showing preference to organisations that have core values that are aligned with our own.

7.4. Appendix 2 lists a number of challenges to implementation, but of particular note are:

7.5. Cost Impacts

The estimate of the affordability gap in Adult Social Care is between £25m-30m in Greater Manchester to fund the difference between the government mandated minimum wage and the Real Living Wage. Some local authorities in the city region - notably Oldham, Rochdale, and Salford – have all committed to pay the Real Living Wage to all care staff within the next financial year. Bury has committed to a phased implementation and will be paying Real Living Wage from April 2023. This learning should be shared between these commissioners and their peers in the other councils, as well capturing emerging data on any cashable and non-cashable savings, including reduced sickness and improved staff retention.

7.6. Legal Challenge

Mandating the same requirement for all bidders does create fair and transparent procurements, but when the stakes are high there is a risk of legal challenge. Mandating is arguably disproportionate if the Priority doesn't speak to subject matter of the contract.

7.7. Recommended Action:

For all procurements over the regulated threshold (unless evidenced as legally and commercially unviable):

7.7.1. By 2023 we will only contract with organisations who agree, themselves and for their 1st line sub-contractors, to pay Real Living Wage at date of contract or within 1 year of contracting

7.7.2. By 2023 we will only contract with organisations who have signed up to be supporters of the Good Employment Charter (or equivalent indicators) at date of contract or within 1 year of contracting

7.7.3. By 2023 we will only contract with organisations who have a credible plan to become carbon neutral by 2050 in place at date of contract or within 1 year of contracting

7.8. Priorities 3-6 concern increasing supplier diversity by providing better access to commercial opportunities for target enterprises in support of wider Greater Manchester objectives:

7.9. Recommended Action:

Increases our supplier diversity by:

7.9.1. Reserving relevant ‘below threshold’ contracts for Voluntary Community Social Enterprise sector organisations or Greater Manchester based Small Medium Enterprises (unless the requirement cannot be fulfilled by these markets)

7.9.2. Increasing the proportion of spend (with primary contractors and 1st line subcontractors) from Greater Manchester public procurement that is spent within Greater Manchester

7.9.3. Make plans to monitor and report on the diversity of the ownership or leadership of the organisations we work with

7.10. Each priority has its own set of challenges and risks (Appendix 2), so a targeted plan for each will be developed. There is an important balance to be struck between requiring bidders meet priorities 1-3 and not compounding the barriers to tendering we seek to dismantle for small, local, diverse, and socially purposed organisations.

7.11. Phased plans will consider how each priority is applied in procurements to main contractors in the first instance, moving down the supply chain tiers as we progress.

7.12. There is some baseline data available (Appendix 3), but this has not yet been captured across Greater Manchester authorities.

8. Next Steps

8.1. The principles set out in this paper could be adopted across Greater Manchester’s anchor institutions. Successful implementation across authorities in the first instance will require leadership, support, and resources.

Appendix 1 – Draft Definitions, Metrics & Verification:

Priority 1 → Real Living Wage
Definition
<p>Employees aged 18 or over paid an hourly rate equal to or higher than the Real Living Wage</p> <p><i>Real Living Wage is £9.50/hour for 2021/22, but is updated annually. Current rates and further information:</i></p> <p><u>Living Wage Foundation For the real cost of living</u></p>
Metrics
% Suppliers paying Real Living Wage to all direct employees
% Spend with suppliers paying Real Living Wage all direct employees
*Spend = annual spend over £50K whether procured commercial arrangements, grants awarded or investments made
Verification:
Self-declaration at tender stage with evidence required in line with due diligence and contract management procedures

Priority 2 → Greater Manchester Good Employment Charter
Definition
<p>Greater Manchester Good Employment Charter (Greater ManchesterGoodEmploymentCharter.co.uk)</p> <p><u>Indicators including: Secure Work, Flexible Work, Workplace Engagement, Recruitment Practices, People Managers, Employee Health & Wellbeing.</u></p>
Metrics
% Suppliers registered at 'Supporter' level
% Spend with suppliers registered at 'Supporter' level
Verification:
<p>Self-declaration at tender stage with evidence required in line with due diligence procedures:</p> <p>Greater Manchester Based: cross reference to Good Employment Charter records</p> <p>Non-Greater Manchester Based: as above or signed statement of commitment to indicators</p>

Priority 3 → Carbon Reduction – net zero by 2050
Definition
<p>A plan in place to become carbon neutral by 2050</p> <p>The Plan must be signed off by the controlling minds of the organisation and must include:</p> <ul style="list-style-type: none"> • Measurement of organisation carbon footprint (at least annual) • Carbon reduction targets (at least annual) • An action plan to achieve targets <p>Helpful advice and guidance can be found here:</p> <p>https://www.gov.uk/government/publications/environmental-reporting-guidelines-including-mandatory-greenhouse-gas-emissions-reporting-guidance</p>
Metrics
% Suppliers measuring carbon footprint
% Suppliers with Carbon Neutral Plan
% Spend with suppliers measuring carbon footprint
% Spend with suppliers with Carbon Neutral Plan
Verification:
<ul style="list-style-type: none"> • Carbon Neutral Plan evidenced and evaluated in line with Procurement Policy Note 06/21 • Carbon Reduction Plan signed and published • Carbon footprint evidence through Small Medium Enterprise Carbon Footprint Calculator The Carbon Trust or comparable scheme

Priority 4 → Tacking Inequality (Ethnic Minority Heritage, Gender Pay Gap, etc)
Definition
Diverse Led Suppliers - Businesses where 51% or more of the organisation's ownership (for Small Medium Enterprise) or 51% or more of board and senior management team (for large organisations) are women or people of minority ethnic heritage
Metrics
% Spend with Diverse Led Suppliers
Verification:
Self declaration

Priority 5 → Economic Diversity (Small Medium Enterprise and Voluntary Community Social Enterprise)
Definition
<p>Small Medium Enterprise means less than 50 employees + turnover less than €50m</p> <p>VSCE means a value driven organisation which principally reinvests surpluses to further social, environmental or cultural objectives (and do not generate a profit for shareholders or individuals). E.g. Voluntary groups, Community groups, Social Enterprises, Cooperatives, Charities, Foundations.</p> <p>*Small Medium Enterprise and Voluntary Community Social Enterprise are not exclusive – a supplier can be defined as both</p>
Metrics
% Spend with Small Medium Enterprise's
% Spend with Voluntary Community Social Enterprise's
Verification:
Self declaration

Priority 6 → Local Spend (Greater Manchester based businesses)
Definition
<p>'Based' means either the head office or the place where the majority of the workforce delivering the contract would consider their main place of work (e.g. a regional office). Greater Manchester means Postcodes in Greater Manchester Postcodes in Greater Manchester, England Postcode Information, UK (townscountiespostcodes.co.uk)</p>
Metrics
% Spend with local businesses
Verification:
Self declaration

Appendix 2 – Risks & Challenges

There are several challenges and risks that are common across the Priorities (particularly Priority 1 Real Living Wage & Priority 3 Carbon) which are worth explaining (some we just need to accept). As a result, the phased plans will need some flexibility in how they apply with a sliding scale suggested for different circumstances.

Do We Practice What We Preach? For example, not all Greater Manchester public bodies are Real Living Wage accredited, so is it fair and reasonable to request the same from the supply chain.

Cost Impacts The estimate of the affordability gap in Adult Social Care is between £25m-30m in Greater Manchester to fund the difference between the government mandated minimum wage and the Real Living Wage.

Legal Challenge Mandating the same requirement for all bidders does create fair and transparent procurements, but when the stakes are high there is a risk of legal challenge. Mandating is arguably disproportionate if the Priority doesn't speak to subject matter of the contract.

Creating Barriers There is an important balance to be struck between requiring bidders meet priorities 1-3 and not compounding the barriers to tendering we seek to dismantle for small, local, diverse, and socially purposed organisations.

Fair & Level Playing Field Non-discrimination is a cornerstone of public procurement, which is tricky to play out in some of the definitions. For example, would it be unfair to ask a non-Greater Manchester supplier to meet a carbon neutral by 2038 target when the national target is 2050? It would be equally to set a higher bar for Greater Manchester suppliers only.

Leverage Contracts where the value, length, or scope of a contract might mean the effort of complying with mandated values is unattractive, leading to less (quality) bidders or compliance being priced in.

Some contracts are won by monopoly suppliers or where the cost of switching prohibits meaningful competition. In these cases, the ability to affect real change is limited.

Verification How compliance is verified needs careful consideration and could range from external accreditation to self-declaration. Given the resource required to verify, it needs to be proportionate to contract.

Appendix 3 – Baseline Data

STAR Baseline Data:

Measure	Metric
Local contracted spend (Greater Manchester) retained in Greater Manchester	77% (20/21)
Local spend (within the 4 Districts) retained increased from:	42% to 53.9% (18/19 to 20/21)
STAR recorded engagement from Small Medium Enterprises and Voluntary Community Social Enterprises	11.5% Voluntary Community Social Enterprises and 20% Small Medium Enterprises bidding for contracts 20/21.
BAME owned organisations bidding for contracts	3.5% as at Q2 2021/22

Greater Manchester Combined Authority Baseline Data (from a supplier survey representing 20% spend, so indicative rather than statistically valid):

Measure	Metric
Greater Manchester Small / Medium Enterprises (Small Medium Enterprise)	38% Suppliers
Sub-Contracting with Greater Manchester Small Medium Enterprise	35% Spend
Voluntary Community Sector Enterprises (Voluntary Community Social Enterprise)	33% Suppliers
Sub-Contracting with Voluntary Community Social Enterprise	7% Spend
Supporter of Greater Manchester Good Employment Charter	43% Suppliers
Real Living Wage (100% of own staff)	76% Suppliers
Measuring Carbon Footprint	71% Suppliers
Carbon Neutral by 2038 Plan	43% Suppliers

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Greater Manchester Combined Authority

Date: 25 March 2022

Subject: GM Night Time Economy Strategy

Report of: Andy Burnham, Mayor of Greater Manchester and Alison McKenzie-Folan, Portfolio Lead Chief Executive for Culture

PURPOSE OF REPORT

This report outlines the draft GM Night Time Economy Strategy, developed by the Mayor of GM's Greater Manchester Night Time Economy Adviser, Sacha Lord, supported by the GMCA Culture and Night Time Economy team.

The Strategy outlines the proposed focus of the Night Time Economy Adviser, and Night Time Economy Panel's work for the next three years, across seven priorities: safety; diversity; workers; transport; national and international partnerships and campaigns; regeneration; and business and sector support.

This report includes the draft strategy document.





RECOMMENDATIONS:

GMCA are requested to note the Night Time Economy Strategy.

CONTACT OFFICERS:

GARETH WILLIAMS, GMCA – gareth.williams@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	N/A	
Health	G	
Resilience and Adaptation	G	
Housing		
Economy	G	
Mobility and Connectivity	G	
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):	Carbon Assessment	
	Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.
	Mostly negative , with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Risk Management

Risk Management will be covered in the strategy's subsequent implementation plan.

Legal Considerations

N/A

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report:

1

Comments/recommendations from Overview & Scrutiny Committee

Supportive of Strategy with focus on developing health interventions for workers at night.

Background Papers

The Greater Manchester Night Time Economy Blueprint – 2019

The Greater Manchester Recovery Blueprint - 2020

Tracking/ Process

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

No

Exemption from call in

N/A

GM Transport Committee

N/A

Overview and Scrutiny Committee

Greater Manchester Economy, Business Growth And Skills Overview And Scrutiny Committee.

1. BACKGROUND

- 1.1 In June 2018, the Mayor of Greater Manchester appointed Sacha Lord as the Greater Manchester Night Time Economy Adviser.
- 1.2 The Night Time Economy Adviser is supported by a Night Time Economy Panel, consisting of night time economy operators, Local Authority representatives, VCSE sector representatives and GM-wide organisations such as TfGM and GMCA.
- 1.3 The night time economy is a major part of Greater Manchester's economy, with 464,000 people working in jobs or businesses that are significantly active at night, accounting for around 33% of the Greater Mancunian workforce, Greater Manchester's culture and leisure offer (as well as the retail sector and infrastructure that supports it) accounts for 42% of employment in the night time economy (197,760 jobs). 24-hour health and social care accounts for 32% (145,000), and other night-time economic activity (e.g. manufacturing and logistics) account for 26% (120,625).
- 1.4 The Night Time Economy Adviser continues to meet, and work with Leaders, Chief Executives and senior officers from across Greater Manchester to understand the night time economy in each district, and how his role and the work of the team may add value.
- 1.5 In 2019, the Night Time Economy Adviser launched the Greater Manchester Night Time Economy Blueprint. Recognising that GMCA had not specifically supported night time economy policy before, and that the role of Night Time Economy Adviser was a new appointment, the blueprint ran for one year. Unfortunately, just as the one year strategy was complete, the pandemic began.
- 1.6 It was felt that developing a new strategy mid-pandemic was not appropriate or the best thing for the sector, so a Recovery Blueprint was launched, designed at supporting the sector's businesses and employees to get through the pandemic.

2. NIGHT TIME ECONOMY STRATEGY

- 2.1 Sacha Lord, the GM Night Time Economy Adviser has developed this strategy, based on feedback and discussion he has had with GM colleagues, operators, workers and national organisations. The Strategy outlines the proposed focus of the night time economy adviser, and night time economy panel's work for the next three years.
- 2.2 The Strategy is divided into seven priorities: safety; diversity; workers; transport; national and international partnerships and campaigns; regeneration; and business and sector support.
- 2.3 The implementation plan for the strategy will be updated annually based on the changing landscape for the sector as it continues to recover from the pandemic. The strategy will also be subject to ongoing review to prioritise the safety of women and girls.
- 2.4 It is recognised that there are already well established arrangements for managing the night time economy in Manchester City Centre, where different solutions are needed compared with other parts of the conurbation. The Strategy is not intended to alter or influence those arrangements. Instead, the Strategy offers the most value to the districts beyond the traditional urban core, where the night time economy might not be as developed or diverse, including the sharing of best practice across GM.
- 2.5 The night time economy work will focus strongly on strengthening and developing thriving night time economies in the region's town centres; where partnership working is already underway in some boroughs, including newly established Purple Flag status, additional Purple Flag applications, a GMCA officer secondment, and a night time economy taskforce.
- 2.6 The proposed GM Night Time Economy Strategy is attached.

Night Time Economy Strategy 2022-2024

Vision and Context:

GREATER MANCHESTER WILL BE ONE OF THE BEST PLACES IN THE WORLD TO GO OUT, STAY OUT, WORK AND RUN A BUSINESS BETWEEN THE HOURS OF 6PM AND 6AM.

Our vision for Greater Manchester's night time economy remains unchanged from our first Blueprint in 2019. We will celebrate the unique offer of each of our ten districts, recognising the importance of the night time economy to the vibrancy of our towns, cities and high streets. Our restaurants, bars, clubs and cultural organisations will be high quality, distinctive, safe, enjoyable and accessible. Businesses will be supported to start and grow and workers will be supported to develop skills and have good careers. We will work with employers to mitigate the pressures of working through the night, from staff safety and reduced transport options, to poor physical and mental health. Businesses operating in the evening, night time and early morning will work closely with our public and emergency services to deliver a night time economy that works for everyone.

We cannot talk about our night time economy without talking about the disastrous impact of the pandemic. Sadly we have lost hundreds of night time economy businesses and thousands of workers (Night Time Industries Association, 2021). We estimate that it will take between three and five years for the sector to recover to pre-pandemic levels. In addition to the billions of pounds of debt taken on by the sector and the continued difficulty in operating as restrictions have lifted, there is a real workforce shortage with many former night time workers moving into different sectors or careers (Night Time Industries Association, 2021). If we are to bring those workers back into the night time economy, alongside new talent and personnel, we must develop an employment offer that is more appealing than before with better pay and conditions, a more supportive working environment and opportunities for training and in-work progression.

Statistics:

Greater Manchester:

- 464,000 People work in jobs or businesses that are significantly active at night. This is around 33% of the Greater Manchester workforce.
- Greater Manchester's culture and leisure offer (as well as the retail sector and infrastructure that supports it) accounts for 42% of employment in the night time economy (197,760 jobs). 24-hour health and social care accounts for 32% (145,000), and other night-time economic activity (e.g., manufacturing and logistics) account for 26% (120,625).
- 89% of businesses in Greater Manchester are micro-sized, employing 0-9 people.
- There were 98.4 business births per 10,000 residents of working age population in Greater Manchester in 2019, compared to 93.5 in the UK
- Between 2010-21, there was a 35% drop in the number of nightclubs (-150) and a 17% drop in the number of pubs and bars (-310) in Greater Manchester. The number of food establishments is rising. The number of restaurants and cafes, both licensed and unlicensed, has risen by 86%.
- Between 2015 and 2019 employment in the night time economy grew by 10.5%, broadly in line with the wider GM economy. Within this, employment in cultural and leisure activities grew by 9%, 24-hour health and personal social services grew by 11% whilst activities which support wider social and economic activities grew by 22%.

Covid related:

- The volume of vacancies in the Accommodation and Food Services sector has accelerated rapidly since mid-March 2021. By the end of August 2021 there were almost four times as many jobs being advertised in the sector in GM than in the equivalent week in 2020. This reflects wider national trends for shortages in skilled roles in the sector, particularly amongst chefs and front of house staff.

- Data from the Business Growth Hub's survey of GM businesses has consistently shown that the Hospitality, Leisure and Tourism sector (comprising a significant part of the night time economy) has been amongst the most severely affected by the Covid-19 pandemic. In the nine months to May 2021, around a fifth more businesses across the sector reported decreased sales, cashflow issues and limited cash reserves than the average for GM businesses.
- The Accommodation and Food Services sector has been amongst the biggest users of the Government's furlough scheme during the pandemic. Since the scheme's inception in March 2020, an estimated 110,000 GM residents working in the sector have been furloughed.
- GM businesses have borrowed an additional £3.1 billion through the Coronavirus Business Interruption Loan Scheme and the Bounce Back Loan Scheme. The data provided by the British Business Bank does not allow for analysis of this total figure by sector. However, given their exposure to trading pressures during the pandemic, it is likely that a substantial proportion of this debt will have been taken on by night time economy businesses.
- In the past 12 months, Accommodation and Food Services has experienced the largest number of redundancies of any sector in GM (as recorded via HR1 notifications). This is more than double the number seen in any other sector.

Safety:

Safety has always been our priority in Greater Manchester's night time economy. Not just for those residents and visitors enjoying themselves at night, but also for the thousands of workers who deserve to work in a safe and secure environment. We will work with the Community Safety Partnerships to support in the development of safety schemes where there is significant demand at night.

During consultation, it was clear that safety continues to be a primary concern. Pre-pandemic we worked with St Johns Ambulance and colleagues at GMP and Wigan Council to deliver several safety haven pilots. This was vital in providing a safe space for people on a night out who may have felt vulnerable, had too much to drink, needed someone to talk to, or simply to charge a phone to get home. The pilot in

Wigan was hugely successful and helped to reduce ambulance call outs and triage those who otherwise would have gone to A&E. The pandemic restrictions and subsequent closing of the hospitality sector meant that there hasn't been the need for this provision since March 2020. Now that the sector is opening again, we want to see a reintroduction of the safety havens and extend them to more areas across Greater Manchester.

We want a night time economy that is safe and welcoming for everyone, regardless of their gender, ethnicity, beliefs or background. Sadly this is not always the case. The increase in reports of drink spiking, substance misuse and gender-based violence indicate that our night time economy is not where we want it to be. We will work as part of this strategy and beyond to have a truly welcoming and safe night time economy for all.

The high turnover of staff in our night time economy, particularly in the hospitality industry, can leave some workers without the most up to date safety training, skills or knowledge. Investment in training for our workforce is vital (in what is often the least invested in section of the economy). A safe and welcoming night time economy for all is dependent on workers, on the frontline, being equipped and confident in how to keep everyone safe. We will work with partners across Greater Manchester to learn from best practice, develop training initiatives focussed on the safety of women and girls at night, aligning with the Greater Manchester Gender Based Violence Strategy, Community Safety Partnerships across Greater Manchester and our recently established Anti-Spiking Partnership.

We remain committed to seeing all boroughs of Greater Manchester achieve Purple Flag status, a nationally recognised award showcasing that they have a safe, vibrant, diverse and welcoming night time economy. Since we published our first night time economy Blueprint, Bury has retained its Purple Flag status and Stockport has achieved it for the first time. We will work with all those areas in Greater Manchester who also want to achieve accreditation.

Case Study: King Street Safety Haven Pilot, Wigan

As part of the St John Ambulance (SJA) Winter Pressure Project, supported by NHS England, St John Ambulance ran a safety haven pilot based on King Street in Wigan. Jointly organised by the Night Time Economy Adviser, Wigan Council and St John Ambulance, the project provided help, support, first aid, advanced medical support and pastoral care to customers on a night out on King Street. The SJA team did everything from treating people in their treatment centre and avoiding a visit to A&E, to helping vulnerable people charge phones and get taxis home. We are really grateful for St John Ambulance for their work commitment and work to the pilot project. In total, 96 people were treated in the pilot nights with 78% of those treated and discharged safely to either carry on their night, or head home with a responsible adult.

By March 2024, we will have:

S1: Continued our campaign for all the boroughs of Greater Manchester to have Purple Flag status in one of their town centres. Safety at night continues to be an issue nationally and having Purple Flag status demonstrates our city-region's commitment to a night time that is safe and secure.

S2: Built on successful pilots at King Street in Wigan, Deansgate Locks in Manchester and Peter Street in Manchester, we will work to deliver safety havens across Greater Manchester, supporting and helping residents who need it, whilst easing the pressure on the NHS and Greater Manchester Police.

S3: Subject to funding, we will develop and deliver safety training for Greater Manchester's night time economy workforce to equip them in making Greater Manchester's night time economy safer for everyone, with initiatives focussed on the safety of women and girls at night.

S4: Created key partnerships, links and training that focus on harm reduction at night. We will support the work and messaging of the Greater Manchester Local Drug Information System, using our platforms such as the Greater Manchester Night

Time Economy Office to support the LDIS wherever appropriate. We will also form stronger links with security industry and private sector groups, working with Greater Manchester Police, Community Safety Partnerships and licensed premises to support operations and initiatives that keep people safe on a night out.

Diversity:

Greater Manchester has some of the most diverse communities in the UK. It is vital that our night time economy is diverse in its offer, reflective of, and accessible to, all our communities across the whole city-region. We don't want there to be any barriers to our night time economy because no one should feel excluded. Our night time economy needs to grow and diversify its audience now more than ever and a more diverse offer means a more diverse audience. Audience confidence around Covid has only increased this with just 28% of people happy to attend cultural events (Cultural Participation Monitor, Audience Agency, September 2021) We recognise that bars, clubs and pubs are not for everyone in the GM community and so we are determined to provide a night time economy offer that provides something for everyone. We have genuinely world-leading cultural organisations and heritage sites across Greater Manchester but accessing theatres, galleries and museums after 6pm can be difficult.

Similarly, interacting with the night time economy can be difficult for older people too. Whether the offer isn't inclusive, or older people don't feel as safe as they should, age should not be a barrier for residents in GM to integrate into the night time economy and enjoy the city region's nightlife.

We want to remove these barriers and ensure more of our residents and visitors can access and enjoy our nightlife regardless of their age, gender, sexual orientation, ability, ethnic background or religious beliefs. We want to celebrate the different communities and cultures seen across Greater Manchester and engage them fully with the Night Time Economy.

Case Study: Nuit Blanche

In 2002, Paris staged its first ever Nuit Blanche, a festival of the arts with specially programmed events and free entry to the city's museums and galleries between 6pm and 6am. The event has run every year since and acts as a way to highlight the very best of the city. The festival of arts and culture runs from 7pm to 7am on the first Saturday of every October. In the twelve years since Nuit Blanche was established, the event has extended to ten other locations in Europe and seven elsewhere in the world, from Buenos Aires to Kyoto.

By March 2024, we will have:

D1: Delivered a pilot event in GM that is reflective of and caters to our diverse communities. We have some nationally leading events in Greater Manchester, such as Bolton Food and Drink Festival, one of the largest food and drink festivals in the country, and Manchester City Centre's Christmas Markets to build upon.

D2: Worked with a number of cultural and heritage organisations to deliver and market later opening so that more of our communities can access these organisations ensuring our city region's late-night offer will be more diverse for residents and visitors alike. Diversifying our night time offer has been interrupted by the pandemic and associated restrictions, but it continues to be our ambition to bring Greater Manchester in line with other leading European cities by extending the opening hours of our world class culture and heritage assets, making sure more of our residents and visitors know what is on offer for them both in the evening and at night.

D3: Established a relationship with professional and grassroots sports clubs alike to provide free tickets and sessions at night as a way of integrating new arrivals to Greater Manchester. Greater Manchester is one of the most diverse places in the world with a multitude of nationalities and languages spoken. Sometimes these communities can feel marginalised or struggle to adapt to life in a new place, particularly new migrants. Sport is a brilliant way of bringing disparate communities together and finding common interests.

D4: Worked with colleagues from the Greater Manchester Ageing Hub to consult with older residents across Greater Manchester to understand what opportunities our night time economy has for older people whilst also understanding the barriers that exist, helping to make Greater Manchester's offer more welcoming and diverse regardless of age.

Workers:

The insecurity and poor working conditions in the night time economy sector have been exacerbated by the continued uncertainty and trading conditions post-pandemic. There are some exemplary employers across Greater Manchester but sadly there are also too many employers who do not look after their staff. There are too many workers in insecure work marred by zero hour contracts, casual work, and a serious lack of in-work progression, workforce investment and training. We must change this. Without the workers, there is no night time economy and the lack of workforce is arguably the single biggest threat to the recovery, growth and success of the sector. Despite hardships since March 2020, now is the right time to work to improve pay, conditions, mental health and wellbeing and look to develop more career pathways and further professionalise the night time economy. Paying a few more pence an hour is not enough anymore; our workforce demands better, and to ensure that the night time economy has the workers it needs, we must all work to offer more. As with our previous Blueprint, we will do everything we can to make sure workers are supported to have good, healthy jobs, where employers support staff to mitigate the negative impact of working unsocial hours. Ultimately we want Greater Manchester to be the best place to have a career, not just a job, in the night time economy.

Case Study: The Greater Manchester Good Employment Charter

The Good Employment Charter is a voluntary membership and assessment scheme that aims to raise employment standards across the city-region for all organisations of any size, sector or geography. The Charter describes seven key characteristics of good employment:

1. *Secure work*
2. *Flexible work*
3. *A real living wage*
4. *Engagement and voice*
5. *Recruitment*
6. *People management*
7. *Health and wellbeing.*

It is closely linked with the campaign to make Greater Manchester a real Living Wage City Region. Following extensive consultation, the Charter was introduced in July 2019, with the launch of the Supporter tier. In January 2020, the first six members were announced.

The charter has three levels in which any organisation that employs people can get involved:

1. *Supporters have made a commitment to improving practice in all characteristics of good employment*
2. *Members have made the Supporter Commitment and met the membership criteria in all characteristics of the Charter*
3. *Advocates excel in characteristics of good employment and share their expertise with others.*

The Charter is committed to creating a community of likeminded businesses and organisations who can work with one another to share good practice and influence peers within their sector. The Charter Unit deliver networking events and webinars throughout the year to highlight and disseminate best practice in addition to recording a popular podcast series with high profile guests from across Greater Manchester.

The Charter has been operational for over a year and has engaged over 400 employers across the city region, covering over 200,000 employees.

By March 2024, we will have:

W1: Increased the number of night time economy businesses who are committed to paying the real living wage and worked with the Good Employment Charter team to develop a bespoke version of the good employment charter specifically for the night time economy.

W2: Connected the newly established Night Time Economy Office with a number of mental health charities so that we can signpost night time economy workers to get the help and support they need.

W3: Worked with GMCA's Work, Skills and Education Directorate to deliver training to a large cohort of night time economy workers, helping to identify progression pathways and providing the funding needed to help them upskill and professionalise in the industry.

W4: Delivered a series of public campaigns promoting the night time economy as a viable long term career choice, with the opportunity to progress, develop and professionalise in the sector.

Transport:

Transport at night is essential for our night time economy to function. Workers and customers need to be able to move around as safely, affordably and efficiently as possible. This requires a properly integrated transport system that means our residents, workers and visitors can access all of the opportunities of the night time economy, regardless of the time of day. We previously worked with Transport for Greater Manchester (TfGM) to understand how our residents felt about travelling at night. Our pre-pandemic night time transport survey in 2019 was one of the best responded to surveys we have ever ran. It told us how residents feel about transport, what the positives of our transport network is and what needs to be improved. It also led to us running a later night tram pilot on the Metrolink network. We will continue to work with TfGM and private partners to explore innovative ways to ensure that transport isn't a barrier to our night time economy's recovery growth. Regardless of location within the city-region, our public transport network must get people to where

they need to go at the time they need to get there, whether that's during the day, the middle of the night or after a night out or shift has finished.

By March 2024, we will have:

T1: Worked with TfGM to develop a business case building upon our previous extended hours tram pilot to deliver another later night transport pilot for a longer period of time across multiple modes of public transport that tests the viability of later night public transport across the city region in conjunction with TfGM, partners and the business community.

T2: Worked to better understand and mitigate people's concerns with using public transport at night, most notably safety concerns in line with Greater Manchester Police's proposed approach.

T3: Worked with Transport for Greater Manchester to support the new Bee Network bicycle hire scheme and promote its 24-hour availability.

T4: Promoted the new GM Minimum Licensing Standards for taxis, encouraging residents and visitors to use those taxis that are visibly recognisable as having adopted the new standards.

Case Study: Munich

With an urban area population of 2.6m, Munich's population is comparable to that of Greater Manchester and the third largest city in Germany by population. Home of the internationally renowned Oktoberfest, Munich welcomes more foreign visitors annually than any other German city. In 1994, Munich introduced a night tram service. Currently trams run hourly between 01:30 and 04:30 during the week and every 30 minutes at the weekend on four of Munich's thirteen tram lines. Night buses also run regularly.

National and International Partnerships and Campaigns:

The night time economy was one of the sectors hardest hit by the pandemic. This saw it become more prominent and considered nationally. Equally international factors such as the UK leaving the European Union have had significant consequences for the sector. Despite Brexit and the pandemic, there have been national and international displays of solidarity, support and collaboration across our night time economy. No more has this been the case than the international network of United We Stream, formed in Berlin with Greater Manchester as the second site and subsequently expanding to 115 cities and countries across the world.

Closer to home, the partnership and support from Local Authorities across Greater Manchester and industry and trade bodies such as the Night Time Industries Association, UK Music and UK Hospitality have provided leadership and a voice for the sector. It is vital that the sector in Greater Manchester, nationally and internationally, does not lose this voice and platform post-pandemic.

Beyond partnerships nationally and internationally, it is important to acknowledge national Government support of the sector, for example the Eat Out to Help Out campaign and reduction in VAT. This was a lifeline for the night time economy and undoubtedly kept many businesses trading as well as supporting their stabilisation and beginnings of recovery as the country opens up again. Removing all the concessions given just as the sector finds its feet risks undoing all of the positive interventions of the pandemic. We should look for ways to support the phasing of these economic interventions and to continue to support as many businesses, employers and workers as possible.

By March 2024, we will have:

C1: Campaigned for more regions across the UK to appoint champions for the night time economy sector to show a commitment to the recovery, growth and importance of this vital industry.

C2: Campaigned nationally to keep VAT frozen at 12.5% in the hospitality culture, leisure and night time economy sectors to support recovery.

C3: Worked to develop a global network of night time economy advisers, mayors and tsars to share best practice and act as a united voice for the sector internationally.

C4: Developed links with organisations who work with those experiencing or at risk of homelessness in Greater Manchester, supporting them where appropriate to find employment and training opportunities in the night time economy.

Regeneration:

Our high streets and town centres have been changing for decades with retail use in decline and no longer enough alone to make our high streets the vibrant, exciting and busy places they should be. Sadly the pandemic has exacerbated the challenge of vacant shop units and declining visitor numbers on our high streets. Public confidence, working from home and the residential movement away from urban centres have all further contributed to this decline. Opportunities exist to reverse this trend. The night time economy will play an essential role in serving new consumer demands and moving towards an experience-led high street, bringing visitors and vibrancy back to our town and city centres.

Whilst consumer confidence is still relatively low currently, so too is the confidence of business owners and workers who are so essential to the success of our night time economy. We must use all of the public sector assets and levers available to support the night time economy as a vehicle for revitalising our high streets and breathing life back into our centres post-pandemic. In Oldham, the development of a Creative Improvement District (CID) has started this process and we will continue to work with Oldham Council and businesses to develop a thriving creative and night time economy sector which , brings new businesses, creatives, individuals, good jobs and visitors to the town.

Inevitably, the introduction of new night time businesses in town centres can cause conflict with residents. We have always been supportive of the Agent of Change principle and will continue to advocate for its implementation across Greater Manchester in planning services. The Agent of Change principle puts responsibility for mitigating impacts from noise-generating activities on the party making the new change or development, i.e. the person or business responsible for the change must

also be responsible for managing the impact of the change. The adoption of the agent of change principle now will mean that our town centres and high streets are future-proofed and should stop noise-related issues arising in the future.

Fundamental to the success of a town and its night time economy is perception. Some of our towns suffer unfairly because their night time economy is perceived as unsafe, not diverse in offer, or simply doesn't receive the promotional support it should. Large scale events are a key way of changing this, providing alternative experiences for residents and encouraging new visitors. We will support those in Greater Manchester who want to harness their night time economy to reinvigorate their town centres and high streets.

Case Study: Creative Improvement District, Oldham

In Oldham Town Centre we have been working with the Local Authority to develop a Creative Improvement District (CID). The CID is a defined geographical area that looks to utilise public sector levels and assets to develop creative and night time economy industries. The pilot in Oldham is looking at using the public sector estate, business rates relief, local business support and advice, access to funding and loan schemes as well as delivering a series of events to increase footfall and drive visitor numbers back to the town centre. We recognise the decline in retail and the need for experience-led events and leisure opportunities to encourage visitors post-pandemic. A series of events will be delivered as well as the ambition to bring new creative businesses in to the area and develop and grow the creatives, individuals and night time economy businesses that already exist in the borough.

By March 2024, we will have:

R1: Begun working with at least three other boroughs in Greater Manchester on the Creative Improvement Districts concept, learning from our pilot approach in Oldham and adopting a clear set of success measures.

R2: Continued to advocate for Agent of Change across Greater Manchester's town and city centres with a pilot agent of change location to test the approach before wide roll out.

R3: Delivered at least three large scale town centre and high street events, driven by the night time economy with the explicit intention of changing perceptions, having a diverse offer and encouraging new visitors to our districts.

Business and Sector Support:

It is no secret that the last eighteen months have been incredibly difficult. The night time economy has been one of the worst affected sectors, and subsequently, it will take some time for the sector to recover to pre-pandemic levels. It is vitally important that we do everything possible to support the sector through its recovery. Greater Manchester's Local Authorities have worked tirelessly to support night time economy businesses through the pandemic, from licensing flexibility to distribution of the covid support grants. But we can always do more.

Case Study: Greater Manchester Night Time Economy Office

In 2020 we committed to establish and launch a Greater Manchester Night Time Economy Office. The office is housed and run by Greater Manchester Combined Authority's Culture and Night Time Economy Team and offers a signposting service for business owners and workers within the night time economy. Working with partners from across Greater Manchester's ten Local Authorities, colleagues in GMCA, as well as business advice services such as the Growth Company and national and international organisations, we will direct queries from employers and employees on anything from licensing queries to training and employment opportunities.

By March 2024, we will have:

BSS1: Relunched the Night Time Economy Office set up during the pandemic. The office will act as a signposting service in which night time economy employers and employees can ask questions and gain answers and direction to any concerns they have in light of COVID-19 and the ongoing uncertainties surrounding the sector. Although this service was well received by both employers and employees, it did not gain media attention due to the ever-changing uncertainties surrounding COVID-19 and the sector as a whole. We hope that by relaunching this service and

running a significant media campaign, we will highlight the support available to the night time economy and act as a key point of contact for businesses and workers alike.

BSS2: We will have delivered night time economy surgeries in each of our boroughs. Once a month we will work with partners from Local Authorities, the Growth Company and other key partners to deliver business advice surgeries in one of our boroughs for those existing night time economy businesses that need support but also for those who have never run a business but want to set up in the night time economy.

BSS3: Developed innovative ways of generating funding and investing to provide pan-Greater Manchester support services at night such as later transport or mental health support services for workers.

BSS4: We will have built a network of LA officers across Greater Manchester who will act as a key point of contact for night time economy businesses. Often it can be difficult for night time economy businesses to find the relevant teams in Local Authorities. Teams that support the night time economy are often based in different parts of the public sector from licensing through to business support.

Conclusion:

Since March 2020, working or running a business in the night time economy has been incredibly difficult and we have seen massive changes to the sector. We estimate it will take between three and five years for the sector to recover from the pandemic. However, now is the time for us to look to rebuild and grow the sector to be a better environment for workers than it previously was and a better place for businesses to start, grow and thrive. Over the next three years we will continue to work to make Greater Manchester one of the best places in the world to go out, stay out, work and run a business between the hours of 6pm and 6am.

Implementation Plan:

Theme	Q2 2022	Q3 2022	Q4 2022	Q1 2023
Safety	Purple Flag support across GM including submissions where developed		Safety Training offer across GM - requires development and funding	Subject to funding and development - roll out of Safety Havens across multiple boroughs where demand is present
Diversity		Alternative late night GM offer pilot with wider audience - requires development and funding		Second late night GM offer pilot with wider audience - requires development and funding
Workers	Workforce training offer with Work and Skills Directorate	Bespoke Night Time Economy Good Employment Charter Launch - subject to development		
Transport	Subject to funding arrangement with DfT - development of Late night bus/tram pilot offer		Listening events - transport at night safety concerns	

National and International	Night Time Economy event - Dublin with Liverpool City Region and Irish Government	UK-wide Night Time Economy Conference with GLA and BCC		
Regeneration	Flagship event for CIDs pilot project	Establishment of two additional CIDs in two additional GM Boroughs	Establishment of two additional CIDs in two additional GM Boroughs	Establishment of two additional CIDs in two additional GM Boroughs
Business and Sector Support	Relaunch of the Night Time Economy Office	Night Time Economy Business Advice Surgeries	Night Time Economy Business Advice Surgeries	Night Time Economy Business Advice Surgeries

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GREATER MANCHESTER COMBINED AUTHORITY

Date: Friday 25th March 2022

Subject: High Speed Rail (Crewe – Manchester) Bill, resolution for GMCA to oppose the Bill at Parliament

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

Purpose of Report

The High Speed Rail (Crewe - Manchester) Bill (“the Bill”) was deposited on 24th January 2022 with the House of Commons.

In order to participate in the hybrid bill process, the GMCA needs to resolve that it is expedient to oppose the Bill, in accordance with s239 of the Local Government Act 1972. This resolution requires a majority of the members of the CA to vote in favour.

Recommendations:

The GMCA is requested to:

1. Resolve to oppose elements of the High Speed Rail (Crewe – Manchester) Bill, being satisfied that it is expedient to do so, pursuant to section 239(1), (2) and (4A) of the Local Government Act 1972.
2. Delegate authority to the Chief Executive of GMCA in consultation with the Mayor of Greater Manchester, to take all such steps as may be incidental, necessary or expedient in connection with GMCA’s opposition to the High Speed Rail (Crewe – Manchester) Bill, including all steps required for a petition to be submitted, maintained and if considered appropriate modified or withdrawn (in whole or in part) in the event that any petition points have been resolved satisfactorily with HS2 Ltd and/or DfT in respect of the Bill, and to negotiate and/or seek assurances, undertakings and/or agreements to the Bill as well as to appear at any Select Committee considering the Bill.
3. Delegate authority to the GMCA Monitoring Officer to agree the final terms of any agreements and enter into and complete any necessary legal documentation.

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Equalities Impact, Carbon and Sustainability Assessment:

There are no direct equalities implications of this report.

Risk Management

A brief review of the Bill confirms that many of the GMCA, Transport for Greater Manchester (TfGM) and GM partner's concerns with the HS2 proposals have not been addressed within the Bill. To formally address this, GMCA will need to take steps to oppose the Bill. Each GM partner will also take steps to oppose the Bill.

Manchester City Council's resolution to oppose elements of the Bill was passed at an extraordinary Council meeting on 4th March 2022. TfGM's request for the approval of GMCA to their proposal to oppose elements of the Bill is elsewhere on the agenda for this meeting. Other GM local authorities will be seeking approval to oppose the Bill at Full Council meetings through March 2022.

There is not a fixed timetable for the hybrid Bill process, which will include sittings of the Select Committee at which those opposing the Bill will have the opportunity to appear and address the Committee. It may be that elements of the process will progress quickly, and therefore approval is sought for the Chief Executive of GMCA to have delegated authority to take/approve any necessary steps related to GMCA's opposition to the Bill, including those arising from the satisfactory resolution of any grounds for opposition contained in GMCA's petition. This will mitigate any risks in this respect.

Legal Considerations

Under section 239(1) and (4A) of the Local Government Act 1972, GMCA has the power to oppose a Bill.

Under section 239(2) of the Local Government Act 1972, GMCA are required to resolve whether it should oppose the Bill via a resolution at a meeting of the whole combined authority, and by a majority of the whole number of Members of the GMCA.

Successful arguments/objections may be resolved by entering into a legal agreement and/or an amendment being made to the Bill. These would need appropriate legal input and scrutiny.

It is unknown how quickly actions to resolve any objections (such as legal agreements, withdrawal of sections of the Petition etc) will need to be agreed, written and signed off. – It is therefore considered prudent to obtain specific Delegated Authority for the Chief Executive of GMCA to enable swift action to be taken, should it be required.

Financial Consequences – Revenue

Opposing the Bill will be managed within agreed GMCA budgets.

Financial Consequences – Capital

Opposing the Bill will be managed within agreed GMCA budgets.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

11th February 2022: GMCA Response to the HS2 Phase 2b hybrid Bill Environmental Statement Consultation

10th September 2021: HS2 and Northern Powerhouse Rail. Sets out the importance of the HS2 programme for Greater Manchester and identifies the Critical Issues for Greater Manchester

27th November 2020 HS2 Phase 2b Western Leg Design Refinement Consultation: GM Response – GM Response Approach

29th May 2020 and 21st August 2020: Response to NIC Rail Needs Assessment for the Midlands and the North

26th July 2019: HS2 Phase 2b Design Refinement Consultation – GM Response Approach

30th November 2018: HS2 Phase 2b Working Draft Environmental Statement Consultation – GM Response Approach

24th February 2017: HS2 Route Update and Consultation Response

Tracking/ Process

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

Yes

Exemption from call in

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

No.

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

- 1.1. HS2 is the Government's scheme to implement a new high-speed north – south railway network, from Manchester to London via Birmingham and Crewe. This is a major national infrastructure proposal that would be progressed over several decades and is being taken forward in several phases. Phase 1, which is under construction will connect London with Birmingham and the West Midlands by around 2030. Phase 2a, which gained Royal Assent in 2021. will extend the route from the West Midlands to Crewe. The Phase 2b Western Leg will connect Crewe to Manchester by around 2040.
- 1.2. The Bill was deposited in Parliament by the Department for Transport (DfT) on 24th January 2022 and provides for the HS2 Phase 2b "Western Leg", between Crewe and Manchester. The Bill includes provision for new high-speed rail stations (providing for HS2 and Northern Powerhouse Rail services) at Manchester Piccadilly and Manchester Airport, along with a tunnelled section of railway that will connect the respective stations and new high-speed infrastructure to connect HS2 services to the West Coast Mainline just before Wigan North Western. It also covers some provision of other related infrastructure, including new highways layouts and changes to car parking and Metrolink infrastructure being modified at the two stations.
- 1.3. Northern Powerhouse Rail (NPR) is a proposal to deliver a high-speed rail network between Manchester, Liverpool, Leeds, Newcastle, Sheffield and Hull. The Government's preferred outline plans for NPR are included in the recently published Integrated Rail Plan (IRP) (the IRP does not include proposals from Manchester to Sheffield and Hull as originally intended). The Bill does not cover the whole of the proposed NPR scheme, but rather elements to enable its future delivery.
- 1.4. The HS2 and Northern Powerhouse Rail (NPR) Programme remains crucial to the future prosperity of Greater Manchester and the North, acting as a catalyst for regeneration, jobs, homes and economic growth.

- 1.5. The Government's intention to develop HS2 was initially confirmed by the publication of the Strategic Case for HS2 in October 2013. GMCA confirmed its strong support in principle for the scheme at that time. This included setting out a framework for engagement with DfT and HS2 Ltd to secure a HS2 solution that is fit for purpose in terms of its futureproofing and integration with the wider transport system in Greater Manchester.
- 1.6. GMCA has been working closely with GM partners (Transport for Greater Manchester (TfGM), Manchester City Council, Trafford Council, Wigan Council and Manchester Airport Group) with regard to HS2 Phase 2b. It is understood that TfGM have also liaised with Tameside, Salford, Cheshire East and National Highways.
- 1.7. Initial reviews of the Bill confirm that many of GMCA's concerns remain unresolved. It is therefore considered expedient for GMCA to oppose the Bill through the Parliamentary process to ensure its concerns are considered prior to the Bill obtaining Royal Assent. Many of these concerns are shared by one or more of the GM partners, and GMCA is working with the GM Partners to coordinate the response to the Bill.

2. Constitutional requirements

- 2.1. As a combined authority, GMCA is empowered by s.239 of the Local Government Act 1972 to resolve to promote or oppose local or personal Bills in Parliament, if it is satisfied that it is expedient to do so. The legislation requires that 10 clear days' notice of the proposed resolution is required to be given by advertisement in a local newspaper. It is also a requirement that the resolution is passed by a majority of the whole members of the authority (not just those who happen to be present at the meeting in question).
- 2.2. The Chief Executive of GMCA, as Head of Paid Service has certain delegated powers given to him in the GMCA Constitution, to take preliminary steps in relation to any Bill in Parliament, subject to consultation with the Chair of GMCA, and to carry out consequential functions in relation to any resolution to promote or oppose a Private Bill. As the High Speed Rail (Crewe-Manchester) Bill is a hybrid Bill, similar delegations are sought in this report in order to enable proceedings in Parliament to proceed as efficiently as possible.

2.3. GMCA also has a separate function in relation to passenger transport services within Greater Manchester, as the successor to the former Greater Manchester Integrated Transport Authority and Greater Manchester Passenger Transport Authority. As such, GMCA is responsible for securing the provision of passenger transport services within Greater Manchester. It also sets policies relating to various aspects of public passenger transport services, with TfGM being responsible for implementing such policies in its role as Passenger Transport Executive for Greater Manchester. The position of GMCA and TfGM in relation to the Bill, in their respective roles set out in this paragraph, is set out in a separate report on this Agenda.

3. Hybrid Bill for HS2 Phase 2b - Crewe to Manchester

3.1. The Bill includes powers to:

- build and maintain HS2 and its associated works;
- compulsorily acquire interests in the land required;
- sever the existing Ashton line of the Metrolink to enable the construction of HS2's Piccadilly station;
- make consequential changes to the Metrolink network, including the provision of a turnback at New Islington, new track and infrastructure for an expanded and relocated facilities at Piccadilly and passive provision (an overbridge, but not a stop or new track) at the HS2 Airport station;
- affect or change rights of way, including the stopping-up or diversion of highways and waterways (permanently or temporarily);
- modify infrastructure belonging to statutory undertakers (e.g. utility companies);
- carry out work on listed buildings and demolish buildings in conservation areas;
- carry out protective works to buildings and third-party infrastructure;
- make necessary changes to existing legislation to facilitate construction and operation of HS2.

3.2. The Bill also grants the necessary changes to existing legislation to facilitate construction and operation of the HS2 Phase 2b (Crewe – Manchester) scheme, including an exemption from existing powers to restrict the use of local streets by HGVs.

4. Hybrid Bill process including petitioning

4.1. The principal stages of the Bill are as follows:

- There is currently a period for representations on the formal Environmental Statement (ES) which sets out the environmental impacts of HS2 Phase 2b;
- The first reading of the Bill has been completed and was a formality; the second reading in the House of Commons will approve the principle of the Bill and the railway scheme and set out the timetable for petitions against the Bill to be heard (see below). Thereafter, the Bill proceeds to a Select Committee which would present the first opportunity for petitioners to seek amendments to the Bill;
- The Bill is then re-committed to a Public Bill committee of the House of Commons followed by Report stage and Third Reading; and
- The Bill is then sent to the House of Lords where a similar process is repeated. When both Houses have approved a hybrid Bill, it receives Royal Assent.

4.2. Under s239(2) of the Local Government Act 1972, a local authority – including a combined authority – may resolve to oppose a bill in Parliament if it is satisfied that it is expedient to do so. The resolution must be passed by a majority of the whole authority, not just those in attendance or voting.

4.3. The parliamentary process to oppose the Bill (the petitioning process) will be essential for seeking to secure the required changes to the hybrid Bill and enable negotiations with DfT / HS2 Ltd to mitigate the impact of the delivery of the proposals within GM.

- 4.4. A petition is a summary of objections to specific items of a Bill, to be heard before a Select Committee of MPs, and can be submitted if petitioners' concerns are not addressed in advance of the Bill's petitioning stage. GMCA, along with GM Partners, have instructed Parliamentary Agents and Leading Counsel to act on their behalf in advising on negotiations with the DfT, preparation of any petition and any appearance at Select Committee.
- 4.5. The petitioning period follows the second reading and encompasses several activities, running in parallel, these include, but are not limited to:
1. Preparation of a written petition from GMCA that sets out their concerns with specific items within the Bill, and where possible proposes alternative solutions.
 2. Negotiations with HS2, DfT, and other parties as necessary to progress GMCA's concerns.
 3. Attendance at Select Committee.
 4. Discussions associated with progressing and resolving GMCA's opposition to the Bill.
 5. If necessary, compromising or withdrawing petition points following amendments to the hybrid Bill and / or receipt of satisfactory undertakings from or agreements with DfT and/or HS2.

5. Core concerns with the hybrid Bill proposals

- 5.1. Notwithstanding GMCA's (and GM Partners') overall support for the principle of HS2, there remain several strategic issues within or omitted from the hybrid Bill. As a result, GMCA, along with the GM Partners, will need to pursue securing the necessary provisions within the Bill and such assurances, undertakings or agreements from HS2 as are considered appropriate.
- 5.2. GMCA and the GM partners continue to work with HS2 Ltd and representatives from DfT to pursue the necessary provisions and agreements. However, if agreement cannot be reached on specific matters it will be necessary to petition the Bill, with authority to do so being sought in this report.
- 5.3. As set out above, GMCA is asked to resolve to oppose the Bill in its own name.

- 5.4. Manchester City Council convened an extraordinary meeting of its full council on 4th March 2022 and resolved to oppose the Bill and granted its Officers consequential delegated powers. The remaining GM partners will be seeking the same resolution through March.
- 5.5. At this stage, it is anticipated that the following key issues are included in the GMCA petition:

HS2 NPR Piccadilly Station:

- i. The design of Manchester Piccadilly station as a surface, turn back station, as opposed to an underground, through station, which could provide greater capacity, reliability, resilience, futureproofing and passenger experience and result in a reduced land take.
- ii. GMCA and GM partners do not support the proposal to retain Gateway House. This would prevent the delivery of the proposed plaza and Boulevard, potentially complicate Metrolink delivery and significantly reduces connectivity within the overall station, with the city centre and development areas.
- iii. Integration with the Manchester Piccadilly Strategic Regeneration Framework (SRF). The current design of both the station, and supporting infrastructure, contradict significant aspects of the SRF, taking considerable development land, creating severance and compromising the environment.
- iv. The level (number of parking spaces) and location of car parking proposed at Manchester Piccadilly, which is too high and not in line with the requirement for the station to be a city centre public transport hub, unnecessarily encourages car travel, and takes up prime development land.
- v. There is a need for a multi-modal interchange which provides adequate cycling, bus and coach parking facilities.
- vi. The extent of the highways infrastructure proposed at Pin Mill Brow, is overly large, would unduly encourage car travel and increase pollution, sever areas of the city, and does not make sufficient allowance for active travel. The proposed tram train extension to Metrolink also needs to be safeguarded.
- vii. The proposed access to a new ramp for Network Rail maintenance, which routes traffic through the Mayfield development, having an unacceptably negative impact.
- viii. The provisions for Metrolink at Piccadilly are inadequate. GMCA welcomes the inclusion of powers to construct, maintain, replace, renew and operate the new Metrolink alignment and facilities at Piccadilly. However, these need to include the

delivery of the Piccadilly Central stop as part of the main scheme. GMCA and GM Partners will also be continuing to review the Bill in detail, in respect of the powers provided, including how and when these powers are implemented in relation to the operational network.

- ix. The hybrid Bill also includes inadequate provisions to mitigate the impact of construction of the high-speed station and associated infrastructure on the existing Metrolink operations. The Bill includes provision for a turnback facility at New Islington to replace Metrolink's existing Sheffield Street turnback, which is to facilitate HS2's construction access, instead of GMCA's preferred option at Velopark. HS2 are also proposing the full closure of the Metrolink Ashton Line with a replacement bus service for the entirety of the line for a period of circa 2 years. This is not acceptable. Therefore, the hybrid Bill should be amended to make provision for the following:
- a. A temporary replacement turnback at Velopark, not New Islington. It should be noted that additional vehicles are also required to maintain existing operations (this applies to both turnback options),
 - b. A depot facility at Ashton Moss to enable a tram shuttle service to operate between Ashton and New Islington instead of the full closure of the Ashton Line.
 - c. Additional works to mitigate the impact on Metrolink services during intermediary single line running periods and during construction of the new alignment across London Road.
 - d. The removal of Gateway House, as set out above, to reduce risk to HS2 Ltd;
- x. The construction of the new Piccadilly HS2 station requires the demolition and relocation of an office block situated next to Gateway House, known as North Block. This building provides office space for Network Rail (NR) station operations, TOC and British Transport Police. HS2 propose to replace the North Block facility by constructing a two-storey office above over the existing Network Rail relay room and the adjacent train operator catering facility which are located on top to the existing classic Piccadilly viaduct. If North Block is relocated here, it would remove any opportunity to consider the future relocation of the relay room, which houses the signalling interlocking equipment for the classic Piccadilly station.

HS2 NPR Airport Station

- xi. The hybrid Bill proposals conflict with the existing statutory powers for Metrolink to deliver the proposed Western leg of the Airport Metrolink line. The Bill does not include any additional powers to connect the proposed Airport HS2/NPR station to the Metrolink network, providing only powers for a bridge over the station, with no tram stop or track. This is unacceptable to GM partners, as is the resultant 'highways only' strategy.
- xii. The HS2 Phase 2b hybrid Bill does not include powers for a turnout to the immediate west of the proposed Metrolink tram stop at the high-speed station to allow for a future tram-train route to the south-west. This tram-train proposal forms part of GM's Transport Strategy 2040 and fits with the HS2/NPR Growth Strategy wider connectivity initiative.
- xiii. In the Manchester Airport HS2 NPR hybrid Bill station design, the high-speed station forecourt is raised by approximately 5m above the level previously proposed in the 2018 Working Draft Environmental Statement. This is known as the change from 'deep cutting' to 'shallow cutting'. This has resulted in the Metrolink tram stop and approach viaducts being similarly raised to a significant height above existing ground level, leading to an increase in construction cost, embodied carbon, and environmental impacts.
- xiv. There is an inappropriate design for highways access to Manchester Airport station, particularly at Junction 6 of the M56, which does not take into account future demand from NPR services, planned development and Airport growth, and the unacceptable impacts on the local highways network.
- xv. The level of construction traffic proposed by road is too high, and there needs to be measures to enable materials to be supplied and removed using rail to the site at the high-speed station at Manchester Airport.
- xvi. The scale of car parking provision at the proposed high-speed station at Manchester Airport station needs to be agreed with GM partners.

HS2 NPR Route Issues and wider concerns

- xvii. Construction and operation of the Golborne link is supported, however, the current proposals would have a significant negative impact on communities in terms of noise, landscape, visual and heritage. The route is elevated for much of this section and the proposed viaduct over the Manchester Ship Canal would be very visible and have an adverse effect on the landscape. Measures are required to mitigate this impact.
- xviii. The hybrid Bill does not make provision for all services utilising the Golborne link to have the potential to stop at Wigan. In the GMCA's view, this is vital, and therefore that the Bill should provide for the infrastructure at Wigan hub to be developed to accommodate the longer trains, including 400m platforms, in a similar manner to those proposed for Preston and Carlisle.
- xix. The hybrid Bill does not include the HS2 Northern Chord. This chord, located near High Leigh in Cheshire, was included in earlier HS2 proposals with the aim of enabling HS2 trains to travel between Manchester and a depot proposed at Golborne (which has subsequently been relocated to Crewe). Whilst the depot has been relocated, GMCA's position is that the Northern Chord should be reintroduced to provide passenger benefits and improved connectivity.
- xx. Current HS2 proposals in the Lowton/Golborne area are a significant area of concern. The hybrid Bill proposes that the Golborne Link will pass underneath the A580, then pass between Lowton Common and Lowton St. Mary's in a cutting, before climbing to an embankment as it approaches Slag Lane.
- xxi. The proposed location of the ventilation shaft and headhouse on the Fallowfield Road Retail Park on Birchfields Road, and the need to provide adequate flood storage required for the proposed Palatine Road ventilation shaft.
- xxii. GMCA has concerns regarding the number and extent of West Coast Mainline route suspensions to construct the proposals.
- xxiii. The Code of Construction Practice will require tighter limits to manage elements such as noise, dust and vibration impacts from the scheme.
- xxiv. GMCA officers and GM Partners continue to review the Environmental Statement which accompanied the Bill. However, it appears that the mitigation proposed is inadequate. Further details of the GMCA concerns will be set out in the response to the consultation on the Environmental Statement.
- xxv. Similarly, GMCA Officers and other GM Partners are still reviewing the Bill itself to

understand the impact of such things as, disapplied legislation, rights over land and land possessions, further high-speed rail clauses etc.

- 5.6. Other items may also emerge as the review work of the Bill and Environmental Statement documentation progresses.

6. Timeframes

- 6.1. The deadline for submitting responses to the Environmental Statement is the 31st March 2022.
- 6.2. As mentioned at 4.5 above, the formal petitioning period follows the second reading of the Bill. It is expected to commence no earlier than May 2022. The House of Commons Select Committee is likely to run from Autumn 2022 until possibly the end of 2023. This process is broken down into (approximate timings only):
1. Second Reading: MPs approve the Bill 'in principle' and 25 day petitioning period commences (no earlier than mid-May).
 2. Written petitions setting out the concerns of the GM Partners, proposing alternative solutions where appropriate, will be prepared and submitted to the House of Commons. (no earlier than June).
 3. The Select Committee will consider all petitions and will set the programme and order for hearing each petitioner. It is anticipated that GMCA may need to appear at the Select Committee on more than one occasion, subject to how the programme is set up (sessions commencing late Summer/Autumn 2022 and running through to end 2023).
 4. If there is agreement by the House of Commons to the provisions of the Bill it will be sent to the House of Lords to go through a similar process, at which point a further paper will be submitted to GMCA to seek applicable authority and delegation to continue to promote GMCA's interests in the appropriate way.

7. Recommendations

- 7.1. The recommendations are as per the front page of this report.

GREATER MANCHESTER COMBINED AUTHORITY

Date: Friday 25th March 2022

Subject: High Speed Rail (Crewe – Manchester) Bill, Authorisation for Transport for Greater Manchester to oppose the Bill at Parliament

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

Purpose of Report

The High Speed Rail (Crewe - Manchester) Bill (“the Bill”) was deposited on 24th January 2022 with the House of Commons.

In order to participate in the hybrid bill process, Transport for Greater Manchester (TfGM) requires the approval of GMCA to oppose the Bill, in accordance with s.10(1)(xxix) of the Transport Act 1968. The report sets out the proposal by TfGM to oppose elements of the Bill and seeks GMCA’s approval.

In accordance with GMCA’s constitution, TfGM’s request for approval to oppose the Bill must be referred to the Greater Manchester Transport Committee (GMTC). GMTC’s recommendations will be reported to GMCA and must be considered by it in determining whether to grant approval to TfGM to oppose the Bill.

Recommendations:

The GMCA is requested to:

1. Note that the recommendations of the Greater Manchester Transport Committee, which meets on 24 March 2022, will be reported to the meeting for consideration.
2. Resolve to grant approval for TfGM to oppose elements of the High Speed Rail (Crewe – Manchester) Bill, pursuant to s10(1)(xxix) of the Transport Act 1968.
3. Provide Delegated Authority for the Chief Executive for TfGM in consultation with the Mayor of Greater Manchester to take all such steps as may be incidental, necessary or expedient in connection with TfGM’s opposition to the High Speed Rail (Crewe – Manchester) Bill, including all steps required for a petition to be

submitted, maintained and if considered appropriate modified or withdrawn (in whole or in part) in the event that any petition points have been resolved satisfactorily with HS2 Ltd and/or DfT in respect of the Bill, and to negotiate and/or seek assurances, undertakings and/or agreements to the Bill as well as to appear at any Select Committee considering the Bill.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

There are no direct equalities implications of this report.

Risk Management

A brief review of the Bill confirms that many of the GMCA, TfGM and GM partner's concerns with the HS2 proposals have not been addressed within the Bill. To formally address this, TfGM will need to take steps to oppose the Bill. Each GM partner will also take steps to oppose the Bill.

Manchester City Council's resolution to oppose elements of the Bill was passed at an extraordinary Council meeting on 4th March 2022. GMCA is considering whether to oppose elements of the Bill elsewhere on the agenda for this meeting. Other GM local authorities will be seeking approval to oppose the Bill at Full Council meetings through March 2022.

There is not a fixed timetable for the hybrid Bill process, which will include sittings of the Select Committee at which those opposing the Bill will have the opportunity to appear and address the Committee. It may be that elements of the process will progress quickly, and therefore approval is sought for the Chief Executive of TfGM to have delegated authority to take/approve any necessary steps related to TfGM's opposition to the Bill, including those arising from the satisfactory resolution of any grounds for opposition contained in GMCA's petition. This will mitigate any risks in this respect.

Legal Considerations

Under section 10(1)(xxix) of the Transport Act 1968, TfGM has the power to oppose Bills in Parliament, but only with the approval of the GMCA.

Successful arguments/objections may be resolved by entering into a legal agreement and/or an amendment being made to the Bill. These would need appropriate legal input and scrutiny.

It is unknown how quickly actions to resolve any objections (such as legal agreements, withdrawal of sections of the Petition etc) will need to be agreed, written and signed off. – It is therefore considered prudent to obtain specific Delegated Authority for the Chief Executives of TfGM to enable swift action to be taken, should it be required.

Financial Consequences – Revenue

Opposing the Bill will be managed within agreed TfGM budgets.

Financial Consequences – Capital

Opposing the Bill will be managed within agreed TfGM budgets.

Number of attachments to the report: 1

24th March 2022 Greater Manchester Transport Committee Report: High Speed Rail (Crewe – Manchester) Bill

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

11th February 2022: GMCA Response to the HS2 Phase 2b hybrid Bill Environmental Statement Consultation

10th September 2021: HS2 and Northern Powerhouse Rail. Sets out the importance of the HS2 programme for Greater Manchester and identifies the Critical Issues for Greater Manchester

27th November 2020 HS2 Phase 2b Western Leg Design Refinement Consultation: GM Response – GM Response Approach

29th May 2020 and 21st August 2020: Response to NIC Rail Needs Assessment for the Midlands and the North

26th July 2019: HS2 Phase 2b Design Refinement Consultation – GM Response Approach

30th November 2018: HS2 Phase 2b Working Draft Environmental Statement Consultation – GM Response Approach

24th February 2017: HS2 Route Update and Consultation Response

Tracking/ Process

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

Yes

Exemption from call in

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

No.

GM Transport Committee

Yes, meeting on Thursday 24 March 2022. Recommendations will be reported to this meeting.

Overview and Scrutiny Committee

N/A

1. Introduction/Background

- 1.1. HS2 is the Government's scheme to implement a new high-speed north – south railway network, from Manchester to London via Birmingham and Crewe. This is a major national infrastructure proposal that would be progressed over several decades and is being taken forward in several phases. Phase 1, which is under construction will connect London with Birmingham and the West Midlands by around 2030. Phase 2a, which gained Royal Assent in 2021, will extend the route from the West Midlands to Crewe. The Phase 2b Western Leg will connect Crewe to Manchester by around 2040.
- 1.2. The Bill was deposited in Parliament by the Department for Transport (DfT) on 24th January 2022 and provides for the HS2 Phase 2b “Western Leg”, between Crewe and Manchester. The Bill includes provision for new high-speed rail stations (providing for HS2 and Northern Powerhouse Rail services) at Manchester Piccadilly and Manchester Airport, along with a tunnelled section of railway that will connect the respective stations and new high-speed infrastructure to connect HS2 services to the West Coast Mainline just before Wigan North Western. It also covers some provision of other related infrastructure, including new highways layouts and changes to car parking and Metrolink infrastructure being modified at the two stations.
- 1.3. Northern Powerhouse Rail (NPR) is a proposal to deliver a high-speed rail network between Manchester, Liverpool, Leeds, Newcastle, Sheffield and Hull. The Government's preferred outline plans for NPR are included in the recently published Integrated Rail Plan (IRP) (the IRP does not include proposals from Manchester to Sheffield and Hull as originally intended). The Bill does not cover the whole of the proposed NPR scheme, but rather elements to enable its future delivery.
- 1.4. The HS2 and Northern Powerhouse Rail (NPR) Programme remains crucial to the future prosperity of Greater Manchester and the North, acting as a catalyst for regeneration, jobs, homes and economic growth.

- 1.5. The Government's intention to develop HS2 was initially confirmed by the publication of the Strategic Case for HS2 in October 2013. GMCA confirmed its strong support in principle for the scheme at that time. This included setting out a framework for engagement with DfT and HS2 Ltd to secure a HS2 solution that is fit for purpose in terms of its futureproofing and integration with the wider transport system in Greater Manchester.
- 1.6. Transport for Greater Manchester (TfGM) has been working closely with GM partners (GMCA, Manchester City Council, Trafford Council, Wigan Council and Manchester Airport Group) with regard to HS2 Phase 2b. It is understood that TfGM have also liaised with Tameside, Salford, Cheshire East and National Highways.
- 1.7. Initial reviews of the Bill confirm that many of TfGM's concerns remain unresolved. It is therefore considered necessary for TfGM to oppose the Bill through the Parliamentary process to ensure its concerns are considered prior to the Bill obtaining Royal Assent. Many of these concerns are shared by one or more of the GM partners, and TfGM is working with the GM Partners to coordinate the response to the Bill.

2. Constitutional requirements

- 2.1. GMCA and TfGM fulfil separate and distinct roles in relation to the proposal to oppose the Bill. TfGM is a Passenger Transport Executive for the purposes of the Transport Act 1968. This means that TfGM is responsible, amongst other things, for implementing Greater Manchester policies for various aspects of public passenger transport services, such policies having been set by GMCA as the successor to the former Greater Manchester Integrated Transport Authority and Greater Manchester Passenger Transport Authority. The 1968 Act gives TfGM, as Passenger Transport Executive, the power to promote or oppose any Bill in Parliament, but only with the approval of GMCA (s.10(1)(xxix) of the Transport Act 1968).

- 2.2. GMCA's constitution requires that any request by TfGM for approval of a proposal to promote or oppose a Bill in Parliament must be referred to the Greater Manchester Transport Committee. The Committee is not empowered to determine that request but will consider it and then report its recommendations on the request back to the GMCA. The request from TfGM for approval, set out in this report, will be presented to GM Transport Committee on 24 March 2022, and that Committee's recommendations will be reported to this meeting.
- 2.3. The Chief Executive of TfGM, as the passenger transport executive, is able to make decisions on behalf of TfGM. However, for the avoidance of doubt and to avoid any issues arising over the extent of the Chief Executive's ability to carry out functions or make decisions consequential upon approval being given to TfGM to oppose the Bill, GMCA is being asked to delegate authority as set out in the recommendations to this report in order to enable proceedings in Parliament to proceed as efficiently as possible.

3. Hybrid Bill for HS2 Phase 2b - Crewe to Manchester

3.1. The Bill includes powers to:

- build and maintain HS2 and its associated works;
- compulsorily acquire interests in the land required;
- sever the existing Ashton line of the Metrolink to enable the construction of HS2's Piccadilly station;
- make consequential changes to the Metrolink network, including the provision of a turnback at New Islington, new track and infrastructure for an expanded and relocated facilities at Piccadilly and passive provision (an overbridge, but not a stop or new track) at the HS2 Airport station;
- affect or change rights of way, including the stopping-up or diversion of highways and waterways (permanently or temporarily);
- modify infrastructure belonging to statutory undertakers (e.g. utility companies);
- carry out work on listed buildings and demolish buildings in conservation areas;
- carry out protective works to buildings and third-party infrastructure;

- make necessary changes to existing legislation to facilitate construction and operation of HS2.

3.2. The Bill also grants the necessary changes to existing legislation to facilitate construction and operation of the HS2 Phase 2b (Crewe – Manchester) scheme, including an exemption from existing powers to restrict the use of local streets by HGVs.

4. Hybrid Bill process including petitioning

4.1. The principal stages of the Bill are as follows:

- There is currently a period for representations on the formal Environmental Statement (ES) which sets out the environmental impacts of HS2 Phase 2b;
- The first reading of the Bill has been completed and was a formality; the second reading in the House of Commons will approve the principle of the Bill and the railway scheme and set out the timetable for petitions against the Bill to be heard (see below). Thereafter, the Bill proceeds to a Select Committee which would present the first opportunity for petitioners to seek amendments to the Bill;
- The Bill is then re-committed to a Public Bill committee of the House of Commons followed by Report stage and Third Reading; and
- The Bill is then sent to the House of Lords where a similar process is repeated. When both Houses have approved a hybrid Bill, it receives Royal Assent.

4.2. In accordance with s10(1)(xxix) of the Transport Act 1968 the “[Passenger Transport] Executive for ... a combined authority area ... shall have the power...with the approval of the [Combined] Authority to promote or oppose any Bill in Parliament”

4.3. The parliamentary process to oppose the Bill (the petitioning process) will be essential for seeking to secure the required changes to the hybrid Bill and enable negotiations with DfT / HS2 Ltd to mitigate the impact of the delivery of the proposals within GM.

4.4. A petition is a summary of objections to specific items of a Bill, to be heard before a Select Committee of MPs, and can be submitted if petitioners’ concerns are not addressed in advance of the Bill’s petitioning stage. TfGM and GM Partners have instructed Parliamentary Agents and Leading Counsel to act on their behalf in advising on negotiations with the DfT, preparation of any petition and appearance at Select Committee.

- 4.5. The petitioning period follows the second reading and encompasses several activities, running in parallel, these include, but are not limited to:
1. Preparation of a written petition from TfGM that sets out their concerns with specific items within the Bill, and where possible proposes alternative solutions.
 2. Negotiations with HS2, DfT, and other parties as necessary to progress TfGM's concerns.
 3. Attendance at Select Committee.
 4. Discussions associated with progressing and resolving TfGM's opposition to the Bill.
 5. If necessary, compromising or withdrawing petition points following amendments to the hybrid Bill and / or receipt of satisfactory undertakings from or agreements with DfT and/or HS2.

5. Core concerns with the hybrid Bill proposals

- 5.1. Notwithstanding TfGM's (and GM Partners') overall support for the principle of HS2, there remain several strategic issues within or omitted from the hybrid Bill. As a result, TfGM, along with the GM Partners, will need to pursue securing the necessary provisions within the Bill and such assurances, undertakings or agreements from HS2 as are considered appropriate.
- 5.2. TfGM and the GM partners continue to work with HS2 Ltd and representatives from DfT to pursue the necessary provisions and agreements. However, if agreement cannot be reached on specific matters it will be necessary to petition the Bill, with approval to do so being sought in this report.
- 5.3. As set out above, GMCA is asked to approve TfGM's proposals (as the Passenger Transport Executive) to oppose the Bill. In accordance with the constitution (Part 1 paragraph 2.5), TfGM's request for approval pursuant to section 10(1)(xxix) of the Transport Act 1968 has been referred to the meeting of the Greater Manchester Transport Committee on 24 March 2022, and regard should be had to that Committee's recommendations in deciding whether to grant TfGM the approval sought. Manchester City Council convened an extraordinary meeting of its full council on 4th March 2022 and resolved to oppose the Bill and granted its Officers

consequential delegated powers. The remaining GM partners will be seeking the same resolution through March.

- 5.4. At this stage, it is anticipated that the following key issues are included in the TfGM petition:

HS2 NPR Piccadilly Station:

- i. The design of Manchester Piccadilly station as a surface, turn back station, as opposed to an underground, through station, which could provide greater capacity, reliability, resilience, futureproofing and passenger experience and result in a reduced land take.
- ii. TfGM and GM partners do not support the proposal to retain Gateway House. This would prevent the delivery of the proposed plaza and Boulevard, potentially complicate Metrolink delivery and significantly reduces connectivity within the overall station, with the city centre and development areas.
- iii. Integration with the Manchester Piccadilly Strategic Regeneration Framework (SRF). The current design of both the station, and supporting infrastructure, contradict significant aspects of the SRF, taking considerable development land, creating severance and compromising the environment.
- iv. The level (number of parking spaces) and location of car parking proposed at Manchester Piccadilly, which is too high and not in line with the requirement for the station to be a city centre public transport hub, unnecessarily encourages car travel, and takes up prime development land.
- v. There is a need for a multi-modal interchange which provides adequate cycling, bus and coach parking facilities.
- vi. The extent of the highways infrastructure proposed at Pin Mill Brow, is overly large, would unduly encourage car travel and increase pollution, sever areas of the city, and does not make sufficient allowance for active travel. The proposed tram train extension to Metrolink also needs to be safeguarded.
- vii. The proposed access to a new ramp for Network Rail maintenance, which routes traffic through the Mayfield development, having an unacceptably negative impact.
- viii. The provisions for Metrolink at Piccadilly are inadequate. TfGM welcomes the inclusion of powers to construct, maintain, replace, renew and operate the new Metrolink alignment and facilities at Piccadilly. However, these need to include the delivery of the Piccadilly Central stop as part of the main scheme. TfGM will also be continuing to review the Bill in detail, in respect of the powers provided including

how and when these powers are implemented in relation to the operational network.

- ix. The hybrid Bill also includes inadequate provisions to mitigate the impact of construction of the high-speed station and associated infrastructure on the existing Metrolink operations. The Bill includes provision for a turnback facility at New Islington to replace Metrolink's existing Sheffield Street turnback, which is to facilitate HS2's construction access, instead of TfGM's preferred option at Velopark. HS2 are also proposing the full closure of the Metrolink Ashton Line with a replacement bus service for the entirety of the line for a period of circa 2 years. This is not acceptable. Therefore, the hybrid Bill should be amended to make provision for the following:

- a. A temporary replacement turnback at Velopark, not New Islington. It should be noted that additional vehicles are also required to maintain existing operations (this applies to both turnback options),
- b. A depot facility at Ashton Moss to enable a tram shuttle service to operate between Ashton and New Islington instead of the full closure of the Ashton Line.
- c. Additional works to mitigate the impact on Metrolink services during intermediary single line running periods and during construction of the new alignment across London Road.
- d. The removal of Gateway House, as set out above, to reduce risk to HS2 Ltd;

- x. The construction of the new Piccadilly HS2 station requires the demolition and relocation of an office block situated next to Gateway House, known as North Block. This building provides office space for Network Rail (NR) station operations, TOC and British Transport Police. HS2 propose to replace the North Block facility by constructing a two-storey office above over the existing Network Rail relay room and the adjacent train operator catering facility which are located on top to the existing classic Piccadilly viaduct. If North Block is relocated here, it would remove any opportunity to consider the future relocation of the relay room, which houses the signalling interlocking equipment for the classic Piccadilly station.

HS2 NPR Airport Station

- xi. The hybrid Bill proposals conflict with the existing statutory powers for Metrolink to deliver the proposed Western leg of the Airport Metrolink line. The Bill does not include any additional powers to connect the proposed Airport HS2/NPR station to the Metrolink network, providing only powers for a bridge over the station, with no

tram stop or track. This is unacceptable to GM partners, as is the resultant 'highways only' strategy.

- xii. The HS2 Phase 2b hybrid Bill does not include powers for a turnout to the immediate west of the proposed Metrolink tram stop at the high-speed station to allow for a future tram-train route to the south-west. This tram-train proposal forms part of GM's Transport Strategy 2040 and fits with the HS2/NPR Growth Strategy wider connectivity initiative.
- xiii. In the Manchester Airport HS2 NPR hybrid Bill station design, the high-speed station forecourt is raised by approximately 5m above the level previously proposed in the 2018 Working Draft Environmental Statement. This is known as the change from 'deep cutting' to 'shallow cutting'. This has resulted in the Metrolink tram stop and approach viaducts being similarly raised to a significant height above existing ground level, leading to an increase in construction cost, embodied carbon, and environmental impacts.
- xiv. There is an inappropriate design for highways access to Manchester Airport station, particularly at Junction 6 of the M56, which does not take into account future demand from NPR services, planned development and Airport growth, and the unacceptable impacts on the local highways network.
- xv. The level of construction traffic proposed by road is too high, and there needs to be measures to enable materials to be supplied and removed using rail to the site at the high-speed station at Manchester Airport.
- xvi. The scale of car parking provision at the proposed high-speed station at Manchester Airport station needs to be agreed with GM partners.

HS2 NPR Route Issues and wider concerns

- xvii. Construction and operation of the Golborne link is supported. However, the current proposals would have a significant negative impact on communities in terms of noise, landscape, visual and heritage. The route is elevated for much of this section and the proposed viaduct over the Manchester Ship Canal would be very visible and have an adverse effect on the landscape. Measures are required to mitigate this impact.
- xviii. The hybrid Bill does not make provision for all services utilising the Golborne link to have the potential to stop at Wigan. In the GMCA's view, this is vital, and therefore that the Bill should provide for the infrastructure at Wigan hub to be developed to accommodate the longer trains, including 400m platforms, in a similar manner to

those proposed for Preston and Carlisle.

- xix. The hybrid Bill does not include the HS2 Northern Chord. This chord, located near High Leigh in Cheshire, was included in earlier HS2 proposals with the aim of enabling HS2 trains to travel between Manchester and a depot proposed at Golborne (which has subsequently been relocated to Crewe). Whilst the depot has been relocated, TfGM's position is that the Northern Chord should be reintroduced to provide passenger benefits and improved connectivity.
- xx. Current HS2 proposals in the Lowton/Golborne area are a significant area of concern. The hybrid Bill proposes that the Golborne Link will pass underneath the A580, then pass between Lowton Common and Lowton St. Mary's in a cutting, before climbing to an embankment as it approaches Slag Lane.
- xxi. The proposed location of the ventilation shaft and headhouse on the Fallowfield Road Retail Park on Birchfields Road, and the need to provide adequate flood storage required for the proposed Palatine Road ventilation shaft.
- xxii. TfGM has concerns regarding the number and extent of West Coast Mainline route suspensions to construct the proposals.
- xxiii. The Code of Construction Practice will require tighter limits to manage elements such as noise, dust and vibration impacts from the scheme.
- xxiv. TfGM officers and GM Partners continue to review the Environmental Statement which accompanied the Bill. However, it appears that the mitigation proposed is inadequate. Further details of the TfGM concerns will be set out in the response to the consultation on the Environmental Statement.
- xxv. Similarly, TfGM Officers and other GM Partners are still reviewing the Bill itself to understand the impact of such things as, disapplied legislation, rights over land and land possessions, further high-speed rail clauses etc.

- 5.5. Other items may also emerge as the review work of the Bill and Environmental Statement documentation progresses.

6. Timeframes

- 6.1. The deadline for submitting responses to the Environmental Statement is the 31st March 2022.
- 6.2. As mentioned at 4.5 above, the formal petitioning period follows the second reading of the Bill. It is expected to commence no earlier than May 2022. The House of Commons Select Committee is likely to run from Autumn 2022 until possibly the end of 2023. This process is broken down into (approximate timings only):
1. Second Reading: MPs approve the Bill 'in principle' and 25 day petitioning period commences (no earlier than mid-May).
 2. Written petitions setting out the concerns of the GM Partners, proposing alternative solutions where appropriate, will be prepared and submitted to the House of Commons. (no earlier than June).
 3. The Select Committee will consider all petitions and will set the programme and order for hearing each petitioner. It is anticipated that TfGM will need to appear at the Select Committee on more than one occasion, subject to how the programme is set up (sessions commencing late Summer/Autumn 2022 and running through to end 2023).
 4. If there is agreement by the House of Commons to the provisions of the Bill it will be sent to the House of Lords to go through a similar process, at which point a further paper will be submitted to GMCA to seek applicable authority and delegation to continue to promote TfGM's interests in the appropriate way.

7. Recommendations

- 7.1. The recommendations are as per the front page of this report.

Greater Manchester Combined Authority

Date: 25th March 2021

Subject: The Mayor's Cycling and Walking Challenge Fund (MCF)

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

Purpose of Report

To seek approval of the development and delivery funding requirements for a total of seven Mayor's Challenge Fund (MCF) Cycling and Walking Schemes, including increases to previously approved budget values for a number of Salford City Council schemes.

Recommendations:





The GMCA is requested to:

1. Approve the release of up to £0.594 million of additional development cost funding for the 3 Salford City Council MCF schemes set out in section 2 of this report; and
2. Approve the release of up to £5.45 million of MCF funding for the Bury and Salford schemes, as set out in section 3 of this report, in order to secure full approval and enable continued scheme delivery through the signing of the necessary legal agreements, and in the case of Trafford Road, the drafting and signature of a legal deed of variation.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health	G	The MCF schemes proposed for full approval will provide the infrastructure required to support and enable Active, healthy travel - supporting both both physical and mental health improvements.
Resilience and Adaptation		
Housing		
Economy		
Mobility and Connectivity	G	
Carbon, Nature and Environment	G	
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):	Carbon Assessment	
		
Positive impacts overall, whether long or short term.	Mix of positive and negative impacts. Trade-offs to consider.	Mostly negative, with at least one positive aspect. Trade-offs to consider.
		 Negative impacts overall.

Equalities Implications:

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

Climate Change Impact Assessment and Mitigation Measures –

The Mayor’s Cycling and Walking Challenge Fund programme has been designed to support and expedite delivery of a network which is designed to facilitate a switch from a mechanised mode to walking or cycling, which will see a reduction in both local pollutants and greenhouse gases. By 2040 130,000 daily trips are expected to switch to cycling and walking from private car and taxi use. This equates to around 735,000 less vehicle kilometres being driven per day, with the resultant environmental benefits.

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport		
Roads, Parking and Vehicle Access	N/A	Full approval of the MCF schemes set out in this report will enable both the design and delivery of active travel routes as part of the Bee Active Network - including the creation of new and the extension and improvement of existing.
Access to amenities		
Vehicle procurement	N/A	Full approval of the MCF schemes set out in this paper will enable both the design and delivery of active travel routes as part of the Bee Network - including the creation of new and the extension and improvement of existing.
Land Use		
Land use		
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.
	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

The recommendations of this report will directly support MCF scheme delivery and enable prioritised infrastructure spend. This will directly assist in mitigating the programme risk of not fully expending the available budget. A programme risk register is maintained and updated by the TfGM MCF programme team.

Legal Considerations

Legal Delivery Agreements and legal side-letters will be produced and implemented for full scheme and development cost approvals as appropriate.

Financial Consequences – Revenue

Revenue consequences are set out in paragraphs 2.4 and 2.5.

Financial Consequences – Capital

Financial consequences are set out in paragraphs 2.4 and 2.5.

Number of attachments to the report: No attachments

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

- 29 January 2021 - Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 12 February 2021 - Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 26 March 2021 - Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 28 May 2021 – Governance and Cycling and Walking Financial Approvals
- 25 June 2021 - Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 10 September 2021 - Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 24 September 2021 - Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 26 November 2021 – Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 11 February 2022 – GMCA Revenue and Capital Programme Budget 2022/23
- 11 February 2022 - Mayor's Challenge Fund Cycling and Walking Financial Approvals

Tracking/ Process

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

Yes

Exemption from call in

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

N/A

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

- 1.1 On 29 March 2018, GMCA agreed to allocate £160 million of Greater Manchester's £243 million Transforming Cities Fund (TCF) to develop a Mayor's Cycling and Walking Challenge Fund (MCF). The fund had an initial four-year timeframe, running until the end of 2021/22.
- 1.2 The fund is being used to deliver the first phase of the Bee Active Network, which is the walking and cycling element of the wider Bee Network, which will transform Greater Manchester's transport system. The Bee Active Network, once complete, will cover circa 1,800 miles and be the longest, integrated, planned network in the country connecting every neighbourhood of Greater Manchester. The initial network plan was contained in Greater Manchester's cycling and walking infrastructure proposal (adopted by GMCA in June 2018), as part of a GM Streets for All highways improvement programme.
- 1.3 On 29 June, 28 September, 14 December 2018 and 29 March, 28 June, 29 November 2019, GMCA sequentially approved Tranches 1 to 6 of the Mayor's Cycling and Walking Challenge Fund, granting schemes Programme Entry. In total this comprised 82 cycling and walking schemes with a forecast MCF funding requirement of £358.5 million, and a forecast overall value of £492.7 million, including local contributions. This figure excludes Programme Management costs.
- 1.4 Following the over-programming of the MCF and the creation of an infrastructure pipeline, on the 5 May 2020 GMCA approved the first phase of Bee Network delivery, based on identified District priorities. This phase has a forecast value of £216.5 million.
- 1.5 The additional c£66.5 million of funding required to deliver the overprogrammed element of the first phase of the Bee Network delivery is being sought from additional funding sources, including the City Region Sustainable Transport Settlement, with future pipeline funding planned from the national Active Travel Fund pot (managed by the Department for Transport, supported by Active Travel England).
- 1.6 In addition, and in accordance with Local Transport Note 1/20, all future Highway schemes will be required to provide for active travel, including in particular the Streets for All programme within GM's proposed City Region Sustainable Transport

Settlement programme, and notably the delivery of bus priority routes and multi-modal corridors.

- 1.7 This report recommends development and delivery funding approvals associated with the ongoing implementation of the Bee Network through the Mayor's Cycling and Walking Challenge Fund, including increased budgets for a number of previously approved schemes within Salford. This is a monthly funding approval paper in support of MCF programme delivery.

2. MCF DEVELOPMENT COST APPROVAL

- 2.1 Throughout the MCF programme, TfGM has worked closely with scheme promoters to set up and progress the projects in line with the agreed governance arrangements, in particular those agreed on 25 May 2018 and continues to utilise TfGM's established Cycling & Walking Infrastructure Support Team to provide collaborative support to Local Authority partners.

- 2.2 Following Programme Entry, Local Authority partners can proceed with the development of their schemes, including progressing the necessary powers and consents, prior to obtaining either Conditional Approval and/or Full Approval of their scheme Business Cases.

- 2.3 Once a scheme has secured Programme Entry, scheme promoters submit a development cost budget request signed off by the relevant Section 151 officer. The funding for these development costs is to support Districts in securing the necessary support and resources to carry out the work involved in developing schemes from programme entry through to business case submission, including design, consultation and community engagement through to procurement and securing the necessary powers and approvals.

- 2.4 The details of three Salford schemes for which additional Development Cost funding is sought, are set out below. These updated development cost budgets were reviewed and signed off by the Cycling and Walking Programme Board on 3 March, as part of a Salford MCF programme re-prioritisation exercise.

- **Salford Chapel Street / Trinity Way** junction improvement scheme will deliver a 'Cyclops' type design providing light-controlled facilities across the junction, in

addition to an important link on Chapel Street which will enhance access for pedestrians and cyclists travelling into the city centre, and linking with other local MCF scheme. The scheme previously had development cost funding of £283,483 approved by GMCA in June 2020. The revised MCF development funding ask for Chapel Street / Trinity Way is £486,718, which represents an increase of £203,235.

- **Salford Oldfield Road** will provide protected cycle lanes between Chapel Street and Regent Road, incorporating a Cyclops junction at the connection with Liverpool Street, enhancing connectivity into Salford and Manchester City Centres. The scheme previously had development cost funding of £641,576 approved by GMCA in December 2020. The revised MCF development funding ask for Oldfield Road is £745,626 which represents an increase of £104,050.
- **Salford Trinity Way, Irwell Street** will provide a series of footpath and cycleway links alongside Trinity Way, incorporating a Cyclops arrangement at the junction with Irwell Street. Irwell Street itself will be improved by carriageway narrowing to create segregated cycle lanes and footway widening. The scheme previously had development cost funding of £696,581 approved by GMCA in May 2021. The revised MCF development funding ask for Irwell Street is £982,447, which represents an increase of £285,866.

2.5 These 3 schemes in total represent a combined additional development cost budget ask from the MCF of £593,151. Including the above, a total 79 MCF schemes have received development cost budget approval, with a combined development value of £42,504,074.

3. MCF FULL SCHEME APPROVAL

3.1 Following Programme Entry, Local Authority partners can proceed with the development of their schemes, including progressing the necessary powers and consents, prior to obtaining either Conditional Approval and/or Full Approval of their scheme Business Cases.

Bury New Crossing Points and Junctions

- 3.2 Having previously received MCF Programme Entry, the Bury crossings points and junctions scheme is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £2,339,394 – which represents the total scheme cost. The scheme is forecast to return a high value for money. Full Approval will enable the release of delivery funding via a legal delivery agreement.
- 3.3 The scheme was subject to a full business case review, undertaken by the MCF Programme Team, which concluded that it fulfilled the required five-case criteria (Strategic, Economic, Management, Financial and Commercial). This recommendation was endorsed by the Cycling and Walking Programme Board on the 3rd March 2022, and subsequently reported to the GM Cycling and Walking Board via written procedures.
- 3.4 The scheme itself will upgrade the junction of the A56 Manchester Road and the A58 Jubilee Way to a CYCLOPs arrangement, with links to onward quiet routes. There will also be improvements to the A665 Bury Old Road, providing onward traffic-free connections to Heaton Park, as well as the provision of signalised pedestrian crossings throughout the Bury Old Road / Heywood Road junction.

Salford MCF Re-prioritisation: Islington Park

- 3.5 Due to a series of delivery challenges, Salford CC have recently undertaken a review and reprioritisation of their MCF programme in order to ensure network outcomes are achieved. This revised programme and scheme profile was agreed at the Cycling and Walking Programme Board on 3rd March 2022.
- 3.6 Salford's revised programme includes the Islington Park scheme, which represents the first phase of the wider Salford City Centre Bee Network proposal. The Islington Park scheme has been subject to a full business case review, undertaken by the MCF Programme Team, which concluded that it met the criteria requirements, and is forecast to return a medium value for money. The scheme has an MCF funding ask of £683,249.
- 3.7 The scheme itself will transform Islington Park into a vibrant green space and active travel corridor that supports and enhances walking and cycling connectivity, whilst also creating a focal point for the community. Specific interventions include a paved

cycling and walking boulevard, environmental improvements including tree planting and integrated sustainable drainage as well as enhanced lighting to illuminate and way-find cycle routes.

Salford MCF Re-prioritisation: Trafford Road

- 3.8 Trafford Road is an approved Growth Deal Major scheme which received funding approval at the GMCA in June 2020. The scheme was approved at a value of £19,832,000 – of which £10,500,000 is Growth Deal funding, with a £4,832,000 MCF funding contribution. The balance of the scheme budget consists of SCC local funding.
- 3.9 Incurred and forecast cost increases arising from the ongoing construction phase requires that further delivery funding is approved in order to enable the full scope of works to be delivered, and the resultant scheme benefits. It is proposed to fund the identified short-fall through SCC's MCF budget allocation, and the increased Trafford Road costs formed part of the re-prioritisation exercise that Salford have undertaken. The revised MCF funding ask for Trafford Road is £7,254,000, which represents a funding increase of £2,422,000.
- 3.10 Full Approval of the funding required for these three schemes equates to a total MCF funding ask of £5,444,643 and would result in a total of 37 MCF work packages having secured full funding approval, with an associated total full approval commitment of £85,721,208 of MCF funding.

4. RECOMMENDATIONS

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

Eamonn Boylan

Chief Executive Officer, GMCA & TfGM

GREATER MANCHESTER COMBINED AUTHORITY

Date: 25 March 2022

Subject: Greater Manchester One Network Procurement

Report of: Councillor Bev Craig, Portfolio Lead for GM Digital; and Tom Stannard, Portfolio Lead Chief Executive for GM Digital

PURPOSE OF REPORT

This report sets out the process for a joint procurement of ICT Wide Area Network services across several councils, GMCA including GMFRS and Transport for Greater Manchester under the title of GM One Network.

RECOMMENDATIONS:

GMCA is requested to:

- Approve delegated authority to the GMCA Treasurer and GM Digital Portfolio Lead Chief Executive to enter into contract between GMCA and Cisco International for GM One Network Integrator Services on behalf of the GMCA including GM Fire & Rescue and TFGM, and Bury, Stockport, Oldham and Rochdale Councils as described in this report.
- Approve delegated authority for the GMCA Treasurer and GM Digital Portfolio Lead Chief Executive to procure and enter into contracts to deliver BT Openreach Exchange Services and for ServiceNow capabilities as described in this report.
- Approve delegated authority to the GMCA Monitoring officer for GMCA to enter into the GM One Network Collaboration Agreement with TFGM and Bury, Stockport,

Oldham and Rochdale Councils and to review and complete all necessary legal documentation and commend to those organisations that they sign their respective Collaboration Agreements.





- Approve £5.67M of expenditure over 10 years against existing and planned GMCA Wide Area Networking budgets for GMCA(FRS) connectivity via GM One Network.
- Approve investment of £9.546M for Wide Area Networking services, implementation and operation for GMCA / TFGM Urban Traffic Controls Signals and TFGM sites via GM One Network to be funded from existing TfGM revenue budget of £4.890m and additional capital and revenue investment of £4.656m in line with the decision made by GMCA in January 2020.
- Note that this collaborative procurement has secured substantial value for money and social value commitments and creates a platform for future connectivity requirements.
- Note the progress towards completion of the GM Local Full Network Programme and the efforts of officers and commercial partners in its delivery.

CONTACT OFFICERS:

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Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion			
Health	G	The Service will improve digital connectivity and resilience for relevant services and organisations.	
Resilience and Adaptation	G	The Service will improve digital connectivity and resilience for relevant services and organisations. The Service will improve digital connectivity and resilience for relevant services and organisations.	
Housing			
Economy	G	The Service will create a globally significant set of digital capabilities. The Service will create a globally significant set of digital capabilities.	
Mobility and Connectivity	G	The Service will "light" much of the GM Local Full Fibre Network in a scalable manner. The Service will upgrade equipment and connectivity in GM Urban Traffic Control Signals The Service will improve digital connectivity and resilience for relevant services and organisations. This Service provides scalable and resilience Wide Area Network capabilities The Service will upgrade equipment and connectivity in GM Urban Traffic Control Signals	
Carbon, Nature and Environment	G	This Service will provide equipment and capabilities that are more energy efficient than at present.	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
Further Assessment(s):	Carbon Assessment		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Risk Management:

See section 10

Legal Considerations:

See sections 3, 7, 8 and 9

Financial Consequences – Revenue and Capital

There are both capital and revenue cost implications of the proposals in this report with a total cost of £22.542m of which £12.053m is estimated to be capital and has been included in the GMCA capital programme approved by GMCA on 11th February 2022. The overall cost of the contract will be met from financial contributions from local authority partners

and GMCA including GMFRS and TfGM based on a cost apportionment model included in the collaboration agreement set out in this report. The cost to GMCA including GMFRS and TfGM will be met from existing and previously agreed additional capital and revenue resources.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background papers

- GM Digital Blueprint. GMCA Report February 2020.
- Greater Manchester Local Full Fibre Network Programme – GMCA Report 7 January 2020.
- Greater Manchester LFFN Programme – Public Sector Building Upgrade – GMCA report 18th December 2020.
- WLT report GM One Network, May 2021.
- GMCA Capital Programme Report, February 2022

Tracking/ Process

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

Yes

Exemption from call in

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

No.

GM Transport Committee

n/a

Overview and Scrutiny Committee

Corporate Issues and Reform Overview and Scrutiny Committee, 8 March 2022

1 INTRODUCTION/BACKGROUND

- 1.1 When Greater Manchester's Digital Blueprint was launched in February 2020 it included a specific ambition to Extend Our World Class Digital Infrastructure as a cross cutting enabler to underpin the city regions economic and social ambitions.
- 1.2 A key element of this has been the GM Local Full Fibre Network (LFFN) "anchor tenancy" programme that is in the final stages of laying up to 2,700km of new fibre infrastructure across Greater Manchester leveraging approximately £20M of DCMS funding plus investment from GMCA(FRS), TFGM and seven of the councils. This work will be complete by early 2022/23 and will connect approx. 1,600 public sites, pushing fibre into new areas of Greater Manchester. A report published in January 2022 by Virgin Media Business identified over £11M of economic and social value in its first year.
- 1.3 Due to the pandemic, work installing new fibre across Greater Manchester has been challenging. Project leads in Bury, Bolton, Oldham, Rochdale, Stockport, Trafford and Wigan councils plus TFGM and GMCA(FRS) are to be commended for work with Virgin Media Business Group on its progress.
- 1.4 Related fibre infrastructure work led by Manchester City Council is also underway and shortly due to complete, connecting 130 further sites. In Tameside the fibre programme being delivered through the innovative Digital Infrastructure Cooperative continues to grow successfully.
- 1.5 As part of the GM LFFN anchor tenancy grant agreement, GMCA and each of participating Local Authorities committed to using the fibre infrastructure – referred to

as “lighting the fibre”. This paper relates to a joint approach to that work across several GM public sector organisations.

2 COLLABORATIVE NETWORK PROCUREMENT

- 2.1 Each of the public sector organisations that are part of the LFFN anchor tenancy programmes operate a “Wide Area Network” (WAN) so that users and computers in one location can communicate with users and computers in other locations.
- 2.2 These WAN services are often procured from major telecoms companies and include both infrastructure and services. Recognising that LFFN is providing a shared fibre infrastructure, in 2020 several of partners with similar WAN contract end dates considered the option for jointly procuring WAN services across the LFFN fibre infrastructure for their own organisational needs and to take advantage of economies of scale.
- 2.3 A set of options were considered with the three principal ones are summarised below:
 - **Do Nothing** – including not lighting the fibre delivered under the LFFN programme. This option is discounted as each organisation needs effective network services and wishes to leverage the infrastructure. This option could also require repayment of the DCMS funding for LFFN as a condition of the grant funding is to use the fibre.
 - **DIY** – involving each organisation procuring network services separately across the LFFN infrastructure. It was felt that this would result in a missed opportunity to provide network services with higher resilience, capabilities and bandwidth at lower cost.
 - **Collaboratively light the fibre with other LFFN partners** - this option was preferred on the basis that a join approach could generate savings and service improvements plus wider strategic benefits with potential further gains as other organisations join at a later stage. In addition it would avoid duplicate procurements. The network design would still enable each organisation to manage its services across this shared network.

- 2.4 Having undertaken significant financial and technical analysis of a collaborative approach, three councils plus TFGM and GMCA(FRS) agreed to commence a joint procurement for network services under the collective title of GM One Network. Bury Council subsequently joined the procurement for the scale outlined in Table 1.
- 2.5 In line with procurement guidelines it was agreed that this would be brought to each organisation's governance and GMCA in due course in line with previous WAN refresh procurements.

Partner Organisation	Number of circuits*
GMCA (GMFRS)	71
Bury MBC	131
Oldham MBC	74
Rochdale BC	97
Stockport MBC	138
TFGM inc. GMCA sites managed by TFGM (Urban Traffic Control)	804

Table 1: LFFN Partner Organisations and circuits within GM One Network initial scope.

**Most sites have 1 circuit. Some sites have two circuits for resilience purposes, including 24 of the GMFRS sites.*

- 2.6 Whilst also part of the LFFN anchor tenancy programme, Bolton and Wigan Councils have existing arrangements. Trafford Council had specific timing requirements which meant that they needed to make separate provision, but have expressed interest in joining at a later stage.
- 2.7 All Greater Manchester councils, GMP and health services were named in the tender documents to create provision for scaling. Importantly, the procurement does not restrict partners with non-LFFN sites from joining in the future. If other public organisations were to join, this would be on an equitable basis with the original partners, with either a financial return to those partners or further investment as

determined appropriate by the partners. This is defined in a Collaboration Agreement described below.

3 PROCUREMENT OUTCOME

- 3.1 Following a rigorous Public Contracting Regulations 2015 compliant procurement process, Cisco International has been selected as preferred bidder for Greater Manchester One Network to deliver Wide Area Network services for GMCA including GM Fire & Rescue, GMCA/TFGM Urban Traffic Controls Signals and select TFGM sites, and Stockport, Oldham, Bury and Rochdale Councils. The contract value and commercial components are included in the Part B report.
- 3.2 GM One Network will utilise a multi supplier approach which has been successful in other GM digital programmes. Consequently two further procurements are currently underway and delegated authority is requested to complete them as per the recommendations at the top of this report. These are for:
- Access to network cabinets, power and interconnecting cables in 33 BT Exchanges across GM. A specialist reseller of BT OpenReach Exchange services is being procured using a Public Contracting Regulations 2015 compliant Open Tender procedure.
 - A network management system overlay called “ServiceNow” for all the partners which simplifies and harmonises tooling run by each partner. This is being procured via Government G-Cloud frameworks.
- 3.3 In addition, between years 3-5 there would be a refresh of the WAN operations contract component and in year 8 a procurement to refresh equipment. These will be revisited in due course however provision has been made in the financial model.
- 3.4 Taken together, the 10 year cost of GM One Network will be up to £22.54M which will be shared between partners as described in section 7 and with GMCA acting as Lead Authority. The budget includes transition support activity, data centre access, contract management capability and cost of borrowing as is described in more detail in the Part B report.

4 OVERALL BENEFITS

4.1 The summary benefits from the GM One Network procurement are that it:

- Fulfils the DCMS grant obligations for activating the LFFN dark fibre infrastructure across the four councils, TFGM and GMCA(FRS) sites.
- Supports effective digitalisation of public sector services, in particular significant improvements in user experience via service speed and quality, particularly for those partners migrating from copper infrastructure to fibre through this process. This is highly relevant as industry wide data consumption is doubling approximately every three years and projections indicate may be eight times higher by 2030.
- Provides overall financial savings of £3.7M against current spend levels (see Part B report) with potential for future downstream savings and more if further partners join.
- Improves resilience by effectively lighting the pan GM digital infrastructure connectivity “backbone” created by the LFFN programme.
- Leverages the free 2 x 10GB internet connections offered by Virgin Media Business through the LFFN programme and the ability to consume other relevant digital services jointly in the future.
- Creates significant social value including high skills employment opportunities for GM residents with a combined value of £3.7M (See Part B report).
- Establishes an advanced network platform which will give partners more flexibility to deploy, configure and install network infrastructure, using automation to reduce the need for third party site visits.
- Progresses GM’s ambition to become a globally recognised digital city region – there is potential to showcase Greater Manchester’s involvement in Digital and Smart City developments through preferred bidder’s global network of Partners and industry commentators.

4.2 GM One Network is also highly scalable which is important given that there are an increasing number of pan GM programmes which require digital connectivity which it could underpin. These include:

- Bus Reform: This will require connectivity to on-bus services for operating payment and performance monitoring and for Network Planning as well as CCTV.
- CCTV: Greater Manchester currently has over 6,000 CCTV cameras many of which have their own connectivity arrangements and this number is increasing.
- Smart energy and environmental monitoring initiatives across the ten boroughs in line with the city region's carbon neutral ambitions.
- Potential to offer open access connectivity in support of GM's digital inclusion ambitions and as expressed in the Young Person's Guarantee and GM Inequalities Commission report.
- Potential extension of the TFGM led smart traffic optimisation pilot that is linking traffic signals on a section of the A6 in Salford with internet based machine learning capabilities in order to test the ability to improve flow.

5 GMCA (GM FIRE & RESCUE) WIDE AREA NETWORK

5.1 It is proposed that GM One Network provides Wide Area Network services for GMCA(GMFRS) following the end of the current arrangements in March 2023.

5.2 The current annualised expenditure of GMCA(FRS) Wide Area Network capabilities extended over 10 years is £6.00M. The cost of GM One Network to GMCA(FRS) will be up to £5.67M over the same period including the capital repayment for the LFFN programme.

5.3 Whilst this offers only a modest saving, there are significant bandwidth, resilience and service quality benefits which align with the future needs of the organisation as shown in Table 2.

5.4 GMCA(FRS) also intends to benefit from equipment discounts as networking equipment in FRS Stations is 10 years old and due for replacement.

CURRENT MANAGED SERVICE	GM ONE NETWORK
<ul style="list-style-type: none"> • 47 connected sites* • 22 resilient sites (with dual connections) • Partially resilient network (all sites to go one of two Virgin Media exchanges) • Station connectivity speed: 200MB (fixed) • HQ, Stretford & Tootal connectivity speed: 10GB (fixed) • Backbone connectivity speed: 10GB • Contracted availability: 99.9% • Security: Internet firewall • Internet bandwidth: 1GB x 2 (dedicated) • Expires March 2023 	<ul style="list-style-type: none"> • 46 connected sites* • 24 resilient sites (with dual connections) • Highly resilient network (all sites go to two of 33 BT Exchanges) • Station connectivity speed: 1GB (controllable) • HQ, Stretford & Tootal connectivity speed 10GB (controllable) • Backbone connectivity speed: 100GB (shared with partners) • Contracted availability: 99.9% • Security: Internet firewalled • Internet bandwidth: 10GB x 2 (shared with partners) • Future discounts potential on kit purchases

*Table 2. GMCA(FRS) benefits of GM One Network compared with existing contract. * NW Fire Control connectivity in Warrington is being supported separately but included in the financial model.*

6 GMCA / TFGM URBAN TRAFFIC CONTROL SIGNAL CONNECTIVITY

- 6.1 It is proposed that GM One Network provides Wide Area Network capabilities for TFGM in relating to GMCA/TFGM Urban Traffic Control Signals (UTCS).
- 6.2 Recognising that there would be a cost for lighting the GMCA/TFGM Urban Traffic Control Signals, an initial investment of up to £3M initial investment plus £200k per annum was approved by GMCA in January 2020 as part of the GM Local Full Fibre Network programme.
- 6.3 TfGM's partner share of GM One Network is £8.414M profiled at £841K per annum over 10 years. Implementation and TFGM specific operational costs are a further £1.131M, totalling £9.546M.
- 6.4 This is to be funded via:
- Current TfGM budget for UTCS connectivity over this period (4.890M)
 - £4.656M from the amount approved by the GMCA for this purpose in January 2020:
 - £200K revenue budget from 2023/24 over ten years (£2M).
 - £2.656M from the maximum £3M approved, made up of £1.5M of capital and £1.156m revenue.
- 6.5 This will significantly improve currently capabilities by providing ruggedised equipment to light the fibre, connecting 775 UTCS sites plus approximately 20 TFGM sites, replacing end-of-life connectivity to UTCS sites and upgrading other connections.
- 6.6 The enhanced connectivity to these sites will support not only TFGM operations but provides city region wide transport system connectivity that could be used for a variety of purposes as described above.

7 COST APPORTIONMENT

7.1 Each of the partners in GM One Network carries a proportion of the overall cost which is dependent on a range of factors including number of sites and circuits; bandwidth requirements; and BT Exchanges used. The cost model developed in collaboration with all the partners is based on the following financial principles:

- Any apportionment of costs should be fair and equitable.
- The model should allow for additional partners or customers contributions when joining in the future.
- It should enable future costs or income to be distributed in a fair and equitable way across partners.
- It should enable future developments by one or more partners to be supported without detrimentally impacting others.
- All accounting for GM One Network should be open and transparent to all partners.
- If no services are added or increased then costs to partners should remain constant.
- Changes with a financial impact greater than £10,000 per partner per year must be approved by the One Network Partner Collaboration Board.
- Implementation should avoid where possible dual running costs during migration.

7.2 On this basis and using the financial planning assumptions listed in Annex A, the partner contributions towards GM One Network are as shown in Table 3. As highlighted above, if more public partners join One Network the costs would be shared more widely.

Partners	10 Year cost	Annualised cost
GMCA (FRS)	£5.67M	£0.567M

GMCA / TFGM for UTC	£8.41M	£0.841M
Councils (Bury, Stockport, Oldham, Rochdale)	£8.45M	£0.845M
Total	£22.54M	£2.254M

Table 3 – GM One Network cost allocations.

8 COLLABORATION AGREEMENT

- 8.1 This procurement proposes contracts for ten years with the GMCA acting as contracting Lead Authority on behalf of the partners and supported by a Collaboration Agreement.
- 8.2 The Collaboration Agreement confirms the funding contributions; the governance arrangements; the support that will be provided by the GMCA GM One Network team to each participating organisation; and the general agreed contract management approach. It will provide confirmation of commitment and funding obligations from all GM partners and will act as the principal document by which the partners will engage on the project.
- 8.3 A copy of the Collaboration Agreement has been co-developed and supported across the partner organisations’ officers and legal teams. It has been tested against several “what if” scenarios to determine that issues can be dealt with quickly and effectively through direct supplier liaison by each partner as is currently the case with GMCA, as Lead Authority, providing escalation and support if multiple partners are impacted.

9 GOVERNANCE FOR PROGRAMME DELIVERY

- 9.1 Individual partners are taking these proposals through their own organisational governance in line with their own formal decision-making processes with the intention that each partner has internal support for GM One Network ahead of the GMCA meeting on 25 March 2022.
- 9.2 At present a Project Board is co-ordinating GM One Network activity. This is chaired by Stockport Council with attendance from GMCA(FRS), TfGM and Bury, Oldham,

Rochdale and Stockport Councils. This reports into the GMCA Digital Portfolio governance which reports to the GMCA. It is supported by the GMCA Digital Services team.

9.3 It is proposed that this group continues to coordinate activity between the partners and reports back into each partner organisation until the Collaboration Agreement is signed.

9.4 The Collaboration Agreement specifies the creation of a Collaboration Board to provide oversight and governance going forwards which would include all Partners and Lead Authority.

10 KEY RISKS

10.1 The risks set out in Table 4 below relate to the procurement and migration to the GM One Network Platform.

Risk	Impact	Likelihood	Mitigation
Significant upfront capital investment and overall affordability of the contract for GMCA is problematic.	High	Low	Agreement of the financial model by all partners reflected in the collaboration agreement approved by all partners
Existing contract end dates may result in dual running costs for some partners and lower number of non LFFN sites may result in increased per site costs.	Medium	High	Plan migrations to minimize impact, with each partner looking to offset any transition costs through optimum timing.
Lack of network operations skills may limit effectiveness	Medium	Medium	GM One reduces complexity and improves efficiency of

and impact business case if recruitment required.			network operations however new skills will be required – this has been factored into the programme.
Initial partners do not fully maximise the potential benefits of this initiative which increase as further partners join.	High	Low	High levels of engagement and co-design. Basis for equitable arrangements for future partners investment is being established through financial model.
Initial Partner organisation(s) choose not to join the GM One Network Platform creating a financial risk for the GMCA.	High	Low	GMCA to not enter into contracts until formal approved received from each of the partner organizations.

Table 4: Key Risks

11 RECOMMENDATIONS

11.1 Please refer to the to the Recommendations section at the top of this document.

ANNEX A. KEY ASSUMPTIONS IN THE FINANCIAL MODEL

- GM One Network is a 10 year investment, aligned to the 30 year Local Full Fibre Network (LFFN) anchor tenancy programme as approved by the GMCA in January 2020.
- Hardware asset lifetimes will be assumed at predominately 10 years, with some components 5-7 years, in line with industry standards.
- The financial case is based on providing connectivity to the LFFN sites of the initial partners and the services supporting them. However a further procurement is planned that will enable circuits and equipment for non-LFFN sites to be procured more effectively through economies of scale across GM.
- The connectivity costs within individual sites - such as Wi-Fi routers - are not included in either the “as-is” or “to-be” financial case, however the procurement has generated a means for these additional elements to be procured at significant discounts.
- As is typical in WAN contract changes, bridging contracts with current suppliers may be needed for short periods which may create a reduction in benefits for part of the first year. The first financial year (22/23) of the programme is being treated as Year 0 adhering to the financial principal of minimising the impact of transition and dual running costs as far as possible for all partners.
- To ensure an equitable share of investment in the GM One Network platform build, and scalability for future joiners, a fair basis for apportionment of core build costs has been determined that takes into account factors such as number of connections, BT Exchanges used and average cost of current connectivity per site for each organisation. This will also be used to return resources to partners in an equitable manner if other public sector organisations join GM One Network.
- The cost of borrowing for capital, exchange rates, contingency and impacts of inflation have been factored into the model by GMCA Finance.
- There is a cost to running this complex procurement based on the need for project management, specialist legal guidance and support for the Competitive Dialogue

activity. The collective costs for this have been included within the financial modelling although individual organisations are also bearing costs which are not included but are expected to be less than if each were to re-procure WAN services.

Greater Manchester Combined Authority

Date: 25th March 2022

Subject: GM Investment Framework – Request for Delegation

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

Purpose of Report

In view of the prolonged timeframe between the Combined Authority’s meetings in March and May 2022, this report seeks Greater Manchester Combined Authority (“Combined Authority” and “GMCA”) approval to delegate authority to the Combined Authority Chief Executive in consultation with the Combined Authority Treasurer and the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding previously approved by the Combined Authority, for the period 26 March 2022 to 26 May 2022.

Any recommendations that are approved under the delegation will be reported to the next available meeting of the Combined Authority.

Recommendations

The GMCA is requested to:

1. Delegate authority to the Chief Executive Officer, GMCA & TfGM and the GMCA Treasurer, in consultation with the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding in the period 26 March 2022 to 26 May 2022.
2. Note any recommendations that are approved under the delegation will be reported to the next available meeting of the Combined Authority.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment

No projects proposed to assess.

Risk Management

Any investments amended or commenced during the delegation period will be governed under the existing investment framework which includes several levels of review and ongoing monitoring of performance.

Legal Considerations

Any legal agreements will be based upon the existing templates for the GM Investment Fund, amended for the specific requirements of the individual funding arrangements.

Financial Consequences – Revenue

There are no revenue implications.

Financial Consequences – Capital

Any investments amended or commenced during the delegation period will be made from recycled funds.

Number of attachments to the report

None.

Comments/recommendations from Overview & Scrutiny Committee

None.

Background Papers

None.

Tracking/ Process

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

No

Exemption from call in

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

No.

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

1.1. Background:

- 1.1.1. The Combined Authority maintains and develops a pipeline of projects submitted by applicants seeking funding from the GMCA's Core Investment Funds allocation. These projects are assessed against criteria based on the GM Investment Strategy, developed to underpin the economic growth of Greater Manchester. A condition of investment is that the companies sign up as (at a minimum) a supporter of the Greater Manchester Good Employment Charter.
- 1.1.2. Any assessment amended or commenced during the delegation period will incorporate:
- an appraisal by the GM Core Investment Team; and
 - a review by a sub-group of GM Chief Executives.

2. Recommendations for Approval

2.1. Delegation:

- 2.1.1. A delegation is sought to allow urgent recommendations for funding to be conditionally approved in the period between the GMCA's March and May 2022 meetings. It is proposed that authority be delegated to the Chief Executive Officer, GMCA & TfGM and the GMCA Treasurer in consultation with the Portfolio Lead for Investment and Resources to approve projects for funding and agree urgent variations to the terms of funding previously approved by the Combined Authority.
- 2.1.2. Any recommendations approved under the delegation will be subject to the usual due diligence processes and will be reported to the next available meeting of the GMCA.

GMCA

Date: 25 March 2022

Subject: GM Housing Investment Loans Fund / GM Investment Framework –
Investment Approval Recommendations

Report of: Salford City Mayor Paul Dennett, Portfolio Lead Leader for Housing,
Homelessness and Infrastructure, Councillor David Molyneux, Portfolio Lead
for Investment and Resources, Steve Rumbelow, Portfolio Lead Chief
Executive for Housing, Homelessness and Infrastructure, and Eamonn
Boylan, Portfolio Lead Chief Executive for Investment

Purpose of Report

This report seeks the Combined Authority’s approval to the GM Housing Investment Loans Fund (“GMHILF”) loans detailed in the recommendation below, and approval for up to £20m of the loan for the Three60 development to be met from GMCA’s Growing Places Fund if required as a result of a proposed £100m cap on GMHILF lending to Renaker city-centre developments, as detailed further in this report.

This report also includes details of decisions recently taken by the Chief Executive acting in consultation with the Portfolio Lead for Housing, Homelessness and Infrastructure under the delegation in the GMCA Constitution Part 3 Section F paragraph 3.17 to approve increases of less than 10% in the GM Housing Fund loans previously approved by the GMCA.

Recommendations:

The GMCA is requested to:

1. Approve the GM Housing Investment Loans Fund loan detailed in the table below, as detailed further in this and the accompanying Part B report:

BORROWER	SCHEME	DISTRICT	LOAN
GJS (Circle) Developments Limited	Three60	Manchester	£62.300m

Kellen Homes (GM) Ltd	Vernon Gardens	Oldham	£4.163m
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2. Approve up to £20m of the loan for the Three60 scheme being met from GMCA's Growing Places Fund if required as a result of a proposed £100m cap on GMHILF lending to Renaker city-centre developments, as detailed further in this report.
3. Delegate authority to the GMCA Treasurer acting in conjunction with the GMCA Monitoring Officer to prepare and effect the necessary legal agreements.
4. Note the decisions recently taken under delegation in respect of GMHILF loans previously approved by the Combined Authority.
5. Delegate authority to the Chief Executive Officer, GMCA & TfGM and the GMCA Treasurer, in consultation with the Portfolio Lead for Housing, Homelessness and Infrastructure, to approve projects for funding and agree urgent variations to the terms of funding in the period 26 March 2022 to 26 May 2022.
6. Note any recommendations that are approved under the delegation will be reported to the next available meeting of the GMCA.





Contact Officers








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Equalities Impact, Carbon and Sustainability Assessment:



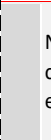




The Equalities Impact and Carbon & Sustainability Assessment for each scheme is given below:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing	G	The proposals involve the new build construction of 441 apartments on a brownfield site.
Economy	G	The development will create/safeguard employment opportunities within the GM construction sector, and include commitments to providing construction apprenticeships as part of the development's delivery.
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment	
	Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.
	Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential		
Residential building(s) renovation/maintenance	N/A	The proposals are expected to deliver a 57% carbon emission reduction against the requirements of Building Regulations Part L, and include for procurement of materials from responsible suppliers operating an Environmental Management System or sustainable sources, and sourcing materials locally to reduce transportation emissions. The proposals also include Air Source Heat Pumps.
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	
	No associated carbon impacts expected.	 High standard in terms of practice and awareness on carbon.
	Mostly best practice with a good level of awareness on carbon.	 Partially meets best practice/ awareness, significant room to improve.
	Not best practice and/ or insufficient awareness of carbon impacts.	

Vernon Gardens

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing	G	The development includes 49 homes to go forward for affordable rent or shared ownership. Development of brownfield site for housing end use. Development involves new build construction of 99 houses
Economy	G	The development will create/safeguard employment opportunities within the construction sector.
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment	
	Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.
	Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential		The proposals are expected to deliver average carbon emission reduction of 15% against the requirements of Building Regulations Part L.
Residential building(s) renovation/maintenanc	N/A	
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	
	No associated carbon impacts expected.	 High standard in terms of practice and awareness on carbon.
	Mostly best practice with a good level of awareness on carbon.	 Partially meets best practice/ awareness, significant room to improve.
	Not best practice and/ or insufficient awareness of carbon impacts.	

Risk Management

The structure and security package proposed for the loans in order to mitigate risk are given in the accompanying Part B report. The loans will be conditional upon a satisfactory outcome to detailed due diligence and ongoing confirmation from Monitoring Surveyors acting on the Fund's behalf that the schemes are being delivered satisfactorily.

Legal Considerations

A detailed loan facility and other associated legal documentation will be completed ahead of the first loan payment for each scheme.

Financial Consequences – Revenue

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.

Financial Consequences – Capital

The loans will be sourced from the £300m GM Housing Investment Loans Fund, including the recycling of loans repaid to the Fund.

Number of attachments to the report: None

Comments/recommendations from Overview & Scrutiny Committee

None.

Background Papers

- Housing Investment Fund (report to GMCA, 27 February 2015)
- GM Housing Investment Loans Fund – Revised Investment Strategy (report to GMCA, 25 October 2019)

Tracking/ Process

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

Yes

Exemption from call in

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

Yes - exemption from call in was agreed by Councillor John Walsh on 8 March 2022.

1. Introduction

- 1.1 In line with the agreed governance process for the GM Housing Investment Loans Fund (“the Fund”), the Combined Authority is asked to approve the 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 is £544.9m and the total value of approved equity investments is £26.3m¹. The loans and equity investments approved by the Combined Authority will deliver 7,688 new homes. If the recommendations set out in this report is agreed, the value of loan offers will increase to £611.4m, with the number of new homes supported rising to 8,228.
- 1.3 Affordable housing and section 106 agreements are dealt with at a local level in line with local policies, national planning legislation and the government’s National Planning Policy Framework. As agreed at the December 2018 meeting of the GMCA, the majority of the surpluses generated from the Fund will be ring fenced to support provision of additional housing affordable to GM residents, supporting the Mayor’s Town Centre Challenge and tackling issues such as rogue landlords, empty homes and improving standards within the Private Rented Sector.
- 1.4 The GM Housing Vision approved by GMCA in January 2019 began to set a new context for housing delivery within GM and paved the way for the co-produced GM Housing Strategy and revised GM Housing Investment Loans Fund Investment Strategy that were approved by GMCA in October 2019. Alongside the work toward the Joint Development Plan Document: Places for Everyone, this development of a shared strategic approach to the delivery of new homes across Greater Manchester sets the objectives and focus of future investments made from the Fund.

2. Loan approvals sought

- 2.1 A SPV within the Renaker group – GJS (Circle) Developments Ltd – is seeking a loan of £62.3m from GM Housing Investment Loans Fund for a development of 441 apartments known as Three60 in the Great Jackson Street area of Manchester city centre. The site has been assembled through purchases from private owners and a long-leasehold from Manchester City Council. Detailed planning permission for the

¹ These figures exclude loan offers that have not been taken up and are therefore withdrawn.

development and an adjacent scheme known as The Blade was granted in August 2020. There is no affordable housing provision but there are obligations under a Section 106 agreement for a new public park and contribution to affordable housing to be made subject to the values achieved on sales of the development. The Section 106 agreement also encompasses earlier legal agreements for Renaker to part construct a primary school linked to the wider Great Jackson Street development.

- 2.2 The Fund is currently providing loans totalling £70m for Renaker's Collier's Yard and The Blade developments. The amount that can be drawn from the Fund against these commitments and the proposed loan for the Three60 development would be capped at £100m, with the ability to fund £20m of the loan for the Three60 development through GMCA's Growing Places Fund should the £100m cap on GMHILF be reached.
- 2.3 A subsidiary of Kellen Homes Ltd, a housebuilder established in 2020 by the owner of the Renaker group, is seeking a loan of £4.163m from the GM Housing Investment Loans Fund for the development of 99 new build houses on a site in Vernon Street, Royton. The site has been assembled through purchase from a private owner. Planning permission was granted in November 2021. The loan will support the delivery of 50 houses for open-market sale on a brownfield site, and unlock the wider development of a further 49 houses for affordable rent and shared ownership on the site. A S106 contribution of £0.140m towards improvement of local amenity will also be made.
- 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. Delegated GMHILF approvals

- 3.1 In July 2021, GMCA approved a loan from the GM Housing Investment Loans Fund of £21.5m to Interchange Homes LLP for the construction of 196 apartments at Stockport Bus Interchange, Stockport. Following increases in the scheme cost, a revised loan of £22.680m, an increase of £1.18m (+5%) on the loan originally approved, was approved in December 2021.
- 3.2 In July 2017, the Combined Authority approved £24.4m of lending to Capital & Centric SPVs for the refurbishment of the former Crusader Mill to create 126 apartments and a new build development on an adjacent site to create a further 75 apartments. Separate loan facilities are being provided for each development. The new build

development was completed in 2020. In October 2021, the contractor for the refurbishment development commenced insolvency proceedings. Prior to doing so, 84 of the apartments within the refurbished buildings had been completed. Across the two developments, a significant amount of sales have now been completed with the proceeds used to repay the Fund's loans. Capital & Centric requested that some of the repayments it has made to the Fund are re-drawn to support the cost of completing the construction work and other expenditure arising from the delays. The revised approach, which will be operated within the facility amounts and measures to manage the Fund's exposure originally agreed, was approved in December 2021.

Greater Manchester Combined Authority

Date: 25 March 2022

Subject: Greater Manchester Electric Vehicle Charging Tariff

Report of: Paul Dennett, Deputy Mayor of Greater Manchester and Eamonn Boylan,
Chief Executive Officer, GMCA & TfGM.

Purpose of Report

To update the Authority on the Greater Manchester EV tariff, to seek a delegation to determine the electric vehicle charging tariff to the Chief Executive Officer, GMCA & TfGM, in consultation with the Deputy Mayor of Greater Manchester and to update on the On-Street Residential Charging Scheme Fund bid.

Recommendations:

The GMCA is requested to:

1. Note the impact of electricity prices on the financial viability of the current Electric Vehicle charging tariff.
2. Delegate the authority to determine the electric vehicle charging tariff to the Chief Executive Officer, GMCA & TfGM, in consultation with the Deputy Mayor of Greater Manchester.
3. Note the update on the On-Street Residential Charging Scheme Fund bid and that TfGM are to commission a study into the future of GM and EV to establish how the public sector can best influence the rollout of EVCI.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	Ensuring GM's EVCI has pricing tariff most suitable to current market conditions.
Mobility and Connectivity	A	Tariff has clear relationship to electricity prices
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		Ensuring GM's EVCI has pricing tariff most suitable to current market conditions.

Risk Management

Agreeing delegated powers will provide the agility to quickly change the EV tariff responding to market factors.

Legal Considerations

N/A

Financial Consequences – Revenue

Agreeing delegated powers will provide the agility to quickly change the EV tariff responding to market factors.

Financial Consequences – Capital

N/A

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

GMCA Report Friday 29 November 2019, Item 13, Greater Manchester EV Tariff Proposal

GMCA Decision Notice 'Implementation of electric vehicle charging tariff & approval of Membership Schemes' Published 19 August 2021

Tracking/ Process

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

No

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction

- 1.1. Following the installation of the Greater Manchester Electric Vehicle (GMEV) charging network in 2013, GM determined to not charge customers to charge their vehicles. In January 2018, the report to GMCA on the Transport Budget for 2018/19 noted that the Budget Scrutiny Panel had agreed to a proposal to commence charging for use of the service.
- 1.2. In November 2019 the GMCA received a report on the Greater Manchester Electric Vehicle Charging Tariff Proposal. The GMCA agreed the pay-as-you-go tariff on the publicly owned EV charging network, subject to the development of a satisfactory Membership Scheme. The authority to approve the Membership Scheme and to implement the proposed electric vehicle charging tariff was delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor. (The Mayor declared a member's interest and the decision was made in consultation with the Deputy Mayor).
- 1.3. The Membership Schemes was approved and decision to implement the electric vehicle charging tariffs from 1st October 2021 was published in a decision notice on 19 August 2021.
- 1.4. Significant increases in energy prices have impacted on the ability of the publicly owned infrastructure to operate without a subsidy from the Transport Levy. There is therefore a requirement for TfGM to be as agile as possible with regard to tariff prices and to have the ability to quickly modify tariffs to take into account of factors including wholesale energy prices.

2. Background

- 2.1. In December 2019 TfGM entered into a seven-year contract with Amey MAP Services, a subsidiary of Amey PLC, to operate and maintain GM's network. As part of the contract, GM's publicly funded charging infrastructure – “public-owned infrastructure” (POI) – transitioned to a new brand, the Be.EV electric vehicle charging network.

- 2.2. The Be.EV brand is owned by Amey MAP Services whose long-term ambition is to expand the network by the installation of “supplier-owned infrastructure” (SOI). Under the terms of the contract, Amey MAP Services has the contractual right to set the tariff for SOI and TfGM has the contractual right to set the tariff for POI. In April 2021 the Amey MAP Services unit, which delivers the EV contract, was divested by Amey plc to Iduna Infrastructure Ltd. As part of the transition both TfGM and Iduna Infrastructure Ltd agreed that a unified and market rate tariff across the Be.EV network was important to deliver both a consistent customer offer and additional charging capacity in the region.
- 2.3. The Chief Executive Officer, GMCA & TfGM, in consultation with the Deputy Mayor approved a Membership Schemes for the Publicly Owned Electric Vehicle Charging Infrastructure and agreed to implement the electric vehicle charging tariffs, as set out below, from 1st October 2021.

Table 1: Current Be.EV tariff

	Pay-as-you-charge Tariff *	Be.EV membership Tariff*	Be.EV GM taxi membership** Tariff*
Fast Charger	£0.25 per kWh	£0.22 per kWh	n/a
Rapid Charger	£0.35 per kWh	£0.32 per kWh	£0.25 per kWh

*Tariffs are in pence per kilowatt hour (kWh), inclusive of VAT

**Taxi membership tariff only applies to taxi dedicated charging points

3. Electricity Price Increases

3.1. The impact of electricity costs on the tariff EVCI in GM has changed over a three-year period.

- From 6 Dec 2019 to 6 Dec 2021 (2 years): AMEY Maps Services paid electricity cost as per the contractual agreement.
- From 7 Dec 2021 – 31 Dec 2021: TfGM incurred cost at a rate of 13.4 p/kWh. This was the agreed fixed rate AMEY had with their energy provider, Octopus Energy.
- From 1 Jan 2022 – Present: Following the expiration of the electricity with Octopus Energy, TfGM are paying 28.06 p/kWh to allow more discussions and options to be considered before a decision is reached on fixing a price within a contract.

3.2. The EVCI tariffs in table 1 were set on the basis of electricity costs of 14 p/kWh. Since January 2021, the wholesale cost of electricity has risen c250%.

3.3. TfGM's appointed Energy Broker has advised not to fix electricity prices until March/April 2022. At this time there will be a need to review and revise the EV tariff.

3.4. The current financial impact of these increases in electricity cost, without a corresponding increase in tariff, has resulted in TfGM incurring net costs of c£8,000 per month, compared to a surplus of c£9,000 per month when the cost was 14 p/kWh. Any further charging posts commissioned will compound the deficit.

3.5. Seven of the ten key EVCI providers have changed their prices at an increase of 42% (average) for rapid charging over the last few months. There is a risk that if GM Electric Vehicle Charging tariffs remain unchanged then this could result in increased demand and even higher electricity costs/subsidy as the Be.EV tariff would be one of the cheapest providers.

3.6. Agreement to delegate authority to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Deputy Mayor will allow TfGM to be able to quickly respond to wholesale energy prices and to determine an appropriate electric vehicle charging tariff and publish a decision notice.

4. On-Street Residential Charging Scheme Fund – Bid Update

- 4.1. The Government's On-Street Residential Charging Scheme Fund (ORCS) provides grant funding for local authorities to install residential charge points. The scheme is run by Office for Zero Emission Vehicles (OZEV), to increase the availability of plug-in vehicle charging infrastructure for residents who do not have access to off-street parking. The scheme is to install fast chargers.
- 4.2. TfGM with guidance from the EVCI Working Group (consisting of representatives from each of the 10 GM LAs), has conducted a robust ranking assessment on potential GM sites, that meet the policies set out in the EVCI Strategy and are suitable for an ORCS bid, as per the scheme rules. However, having undertaken a detailed review of the operational costs; in order to break even, each fast-charging post requires circa 6,500kWh consumption per month which equates to around 17 sessions a day. 'Fast' chargers currently take circa 2 hours to charge and therefore 17 sessions a day cannot be achieved. As a result, and given the financial case would result in a net financial requirement from the Levy, it was determined not to proceed with a bid to the On-Street Residential Charging Scheme Fund.
- 4.3. Recognising that we now need a clearer path to 2025 and then 2030 for GM to develop and deliver EVCI, either as the local public sector, in partnership with third parties or simply through third party commercial investment, TfGM are therefore commissioning a study into the future of GM and EV to establish how the public sector can best influence and optimise the future rollout of EVCI. The review will involve Local Authorities (through the EVCI Working Group) and other interested stakeholders and the output of this work will be presented at a future meeting of GMCA.

5. Recommendations

- 5.1. The recommendations are set out at the front of the report.

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