

GMCA OVERVIEW & SCRUTINY COMMITTEE

DATE: Wednesday, 24th January, 2024

TIME: 1.00 pm

VENUE: The Tootal Buildings - Broadhurst House , 1st Floor, 56
Oxford Street, Manchester, M1 6E

AGENDA

1. Apologies for Absence

2. Chair's Announcements and Urgent Business

3. Declarations of Interest

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 in advance of the meeting.

4. Minutes of the previous meeting held on 13 December 2023 1 - 10

To consider the approval of the minutes of the meeting held on 13 December 2023 as a correct and accurate record.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

5. **Mayoral General Budget and Precept Proposals** 11 - 38
Report of Andy Burnham, Greater Manchester Mayor, GMCA.
6. **Greater Manchester Vision Zero Strategy** 39 - 98
Report of Andy Burnham, Greater Manchester Mayor and Portfolio lead for Policy, Reform and Transport.
7. **Work Programme and Forward Plan of Key Decisions** 99 - 128
Report of Nicola Ward, Statutory Scrutiny Officer, GMCA
8. **Future Meeting Dates**
Future meetings will be held at 1pm on the following dates:
7 February 2024
21 February 2024
20 March 2024

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

Alternatively, contact Helen Davies Senior Governance & Scrutiny Officer:
✉ helen.davies@greatermanchester-ca.gov.uk

This agenda was issued on Tuesday, 16 January 2024 on behalf of Julie Connor,
Secretary to the
Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street,
Manchester M1 6EU

Agenda Item 4

**Minutes of the meeting of the GMCA Overview & Scrutiny Committee
held on Wednesday 13 December 2023
at the Tootal Buildings, Broadhurst House, 1st floor,
56 Oxford Street, Manchester, M1 6EU**

Present:

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

Also in attendance:

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

Officers in attendance:

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

O&SC 55/23 Welcome and Apologies

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

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

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

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

O&SC 57/23 Declarations of Interest

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

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

Resolved/-

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

O&SC 59/23 Greater Manchester Investment Funds Update

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

supporting the development of over 9,500 new homes and creation of approximately 108,000 jobs across a range of sectors.

The Housing Investment Loan Fund originated from a £300m fund but has now delivered on £829m worth of investment. However, there had been no commitment from Government as to whether the scheme would be continued post 2025.

The Business Funds had lent over £110m since establishment, re-investing any income into further loans to those businesses who were often unable to access other lenders. Despite the recognition that the funds were higher up the risk curve than traditional lenders, any risks to the investments had been minimalised through a strong set of criteria and rigorous approval process.

In relation to commercial property loans, an innovative approach had been applied to the individual funds criteria, enabling GM to have invested over £350m to date via this scheme.

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

- There was a query about the process, balance, and protocols for internal and external fund managers. It was confirmed that, for example, with the Life Sciences Fund, investments were made according to agreed management principles set out in the procurement document. The document included what was meant by Life Sciences, what types of businesses they could and could not invest in, the location of the business and the type of investment. There was some flexibility and if an opportunity had arisen outside of those parameters, then permission could be sought from the Board of Directors to progress by providing a clear business case.
- There was interest in how other local authorities had invested (their Regional Growth Funds etc) and whether they had taken a different approach. It was confirmed that many others had taken the approach of providing grants i.e. Growing Places. Greater Manchester had taken a unique approach to primarily recycle equity or loan

investments which proved to have a greater impact in the long-term. Others were now looking at this as good practice.

- The report appeared to show that core funds had made a loss and members were interested in whether there were any lessons learnt from this. It was confirmed that each time an investment had not gone as expected, there had been reflective sessions to assess whether risks could be mitigated further.
- With reference to the Life Science Fund, it had been stated that the performance data was unavailable. Officers explained that it would not be available until the end of the 15-year term. Whilst all 40 businesses were still in the system, the value of the portfolio was in constant flux and until the businesses exited, the true value of the fund could not be known.
- The Committee recognised the Social Impact Funds as a significant amount of money and sought assurances that this was spread across each of the GM Local Authorities. Officers offered to provide further information but gave assurance that there was a good split across GM established by independent fund managers.
- Officers confirmed that the green agenda was high on the criteria for investment across funds, in particular the Housing Investment Fund, where a specific request had been made to further incentivise green projects within the next potential round of the fund.
- Members queried that there had been no defaults on some funds to date. It was clarified that not all defaults would be known because the income did not come to GMCA. For example, on the City Deal receipts, the income was directed to Homes England.
- A pie chart in the presentation gave a percentage investment spread across local authorities which illustrated that 57% of investment funds had been made to schemes within the borough of Manchester City Council. Officers clarified that the proportionate rates reflected economic viability and that individual Councils were not doing anything specific that had resulted in either a higher or lower percentage of investment, it was often influenced by local market conditions. There was a core set of general criteria across all funds that had to be met to start the process. Local authorities, however,

were encouraged to bring innovative proposals even if it was outside of the criteria as support could be provided from the GMCA. The Brownfield Land Fund was one tool that could further address the increase of viable schemes in all GM boroughs.

- A member asked about democratic accountability and the fact that any decisions were drawn to the attention of elected members at a late stage in the process i.e. at GMCA. There did not appear to be earlier opportunity for scrutiny by elected members, particularly when there might be potential reputational or ethical considerations. Officers clarified that the Leaders who hold specific portfolios on behalf of the GM Mayor were consulted throughout the process. In addition, where there were any physical schemes, they were not progressed by the GMCA but through the relevant planning local authority in the usual way. Whilst the final decision would be at a GMCA Committee, there would have been member engagement beforehand. Members suggested that there be further political accountability when determining where surplus investment be targeted to ensure greater democratic accountability.
- A member raised concern that the investments GMCA were making could be considered “too safe”, lacked innovation and did not include borrowing when this might be expected. The designs for Farnworth town centre were highlighted as a good example of investment by GMCA. It was clarified that whilst risk mitigations were in place, they did not hamper progress. There was not a specific policy to prevent borrowing but the decision had been taken not to use this approach as there needed to be a substantial income stream to pay it back. As an example, developments for the metrolink were originally through borrowed money but there was an obvious future income stream for sustainability. Officers offered to circulate the Farnworth scheme to members for further information.
- A member raised concern about a potential new Government and the affect this may have on the Housing Investment Fund post 2025. Officers confirmed that there were ongoing discussions with Government colleagues and pipeline projects were being prepared across GM in preparation for the potential extension of the fund.
- There was a discussion around the voluntary, community and social enterprise (VCSE) sector and potential investment opportunities. In response, it was noted that there was work ongoing between the GMCA and the Greater Manchester Centre for Voluntary

Organisations (GMCVO) to support them in accessing loan opportunities.

- It was noted that page 23 of the agenda pack outlined successful tangible outcomes and there was a question about whether similar outputs for the next 12 months were expected. Officers confirmed that expectations remained positive although there was an in and out flow to business funds dependent on current markets.
- Clarity was provided regarding investments not being made solely by GMCA but in partnership with others. There was not a policy to dictate that GMCA could not be a sole investor but this had been a decision taken to mitigate risk in some instances. Private sector interest and support was usually sought although it was noted that there was no requirement for a 50-50 match in funding.
- There was an example given of a proposal recently approved by Wigan's Planning Committee that could not have taken place without these investments into previously derelict industrial sites and officers were thanked for their work in this matter.

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

Resolved/-

1. That the contents of the report and presentation be noted.
2. That further information would be provided to Cllr Harrison in relation to the social impact funds spread across GM.
3. That officers would consider potential opportunities for further political engagement in the allocation of surplus funding to increase democratic accountability.
4. That further details of the Farnworth town centre scheme be shared with members of the Committee.

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

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

Resolved /-

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

O&SC 61/23 Work Programme & Forward Plan of Key Decisions**Resolved /-**

That the Forward Plan of Key Decisions and Overview & Scrutiny work programme be noted.

O&SC 62/23 Dates of Future Meetings

The schedule for the future meetings was noted:

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

O&SC 63/23 Exclusion of the Press and Public

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

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

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

Resolved /-

1. That the comments from the GMCA Overview and Scrutiny Committee on the options appraisal methodology and outcomes be noted.
2. That the recommendations below, which will be considered by the GMCA at their meeting on the 15 December 2023, be noted:
 - a. To note the contents of the report;

- b. To approve the initiation of discussions with the current contractor to extend the Waste and Resource Management Services (WRMS) and Household Waste Recycling Centre Management Services (HWRCMS) contracts in accordance with contract clauses.

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GMCA Overview and Scrutiny Committee

Date: 24 January 2024
Subject: Mayoral General Budget and Precept Proposals
Report of: Andy Burnham, Mayor of Greater Manchester

PURPOSE OF REPORT

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

RECOMMENDATIONS:

The GMCA Overview and Scrutiny Committee is requested to:

Consider and comment on the report and note the recommendations which will be considered by the GMCA at its meeting on the 26 January 2024 as below.

The GMCA is recommended:

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

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

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Equalities Implications: N/A

Climate Change Impact Assessment and Mitigation Measures: N/A

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

Legal Considerations – See Appendix 1 of the report.

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

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

BACKGROUND PAPERS:

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

Tracking/ Process

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

Yes

Exemption from call in

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

N/A

GM Transport Committee

N/A

Overview and Scrutiny Committee

7th February 2024

1. INTRODUCTION

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

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

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

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

- The 'A Bed Every Night' emergency response scheme to reduce rough sleeping in Greater Manchester and continue to support local schemes and homelessness partnerships to end rough sleeping. This scheme is supplemented by financial support from the Greater Manchester Integrated Health and Care Partnership, Probation Service and other partners across Greater Manchester.
- The 'Our Pass' scheme for a further 12 months from September 2024, providing free bus travel within Greater Manchester for 16-18 year olds.
- Care Leavers concessionary pass providing free bus travel in Greater Manchester for young people 18-21 years old who have been in care.
- Bus Reform implementation as a key step toward development of The Bee Network - an integrated 'London-style' transport system which will join together buses, trams, cycling and walking and other shared mobility services. The Mayoral precept and Earnback grant funding will fund the procurement and implementation of local bus service contracts (bus franchising) in three 'Tranches'. Tranche 1 commence operation in September 2023 covering Wigan, Bolton and parts of Salford and Bury, extending to the whole city region in Tranche 3 by January 2025.

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

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

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

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

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

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

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

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

2. BACKGROUND TO BUDGET PROCESS

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

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

- Grants to constituent councils
- Decisions to make, vary or revoke bus franchising schemes

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

3. MAYORAL GENERAL BUDGET SUMMARY 2024/25

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

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

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

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

Mayoral and GMFRS Reserves	Closing Balances 31 March 2023 £000	Transfer out/(in) 2023/24 £000	Projected Balance March 2024 £000	Transfer out/(in) 2024/25 £000	Projected Balance March 2025 £000
General Reserve	-12,093		-12,093		-12,093
Mayoral Reserve	-3,553	700	-2,853	1,700	-1,153
A Bed Every Night	-2,511	2,511	0		0
Capital Reserve	-10,870	-2,842	-13,712		-13,712
Capital Grants Unapplied	-12		-12		-12
Earmarked Budget Res	-8,075	287	-7,788	829	-6,959
Revenue Grants Unapplied	-6,832	273	-6,559		-6,559
Insurance Reserve	-2,600		-2,600		-2,600
Business Rates Reserve	-1,128		-1,128		-1,128
Restructuring Reserve	-418		-418		-418
Innovation & Partnership	-127		-127		-127
Transformation Fund	-3,604		-3,604		-3,604
Total	-51,823	929	-50,894	2,529	-48,365

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

4. LEGAL ISSUES

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

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

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

Duties of the Treasurer (Chief Finance Officer)

4.4 The Local Government Finance Act 2003 requires the Chief Finance Officer to report to the Mayor on the robustness of the estimates made for the purposes of the calculations and the adequacy of the proposed financial reserves. I have a statutory duty to have regard to the CFO's report when making decisions about the calculations.

4.5 Section 28 of the Local Government Act 2003 imposes a statutory duty on the Mayor to monitor during the financial year the expenditure and income against the budget calculations. If the monitoring establishes that the

budgetary situation has deteriorated, I must take such action as I consider necessary to deal with the situation. This might include, for instance, action to reduce spending in the rest of the year, or to increase income, or to finance the shortfall from reserves.

- 4.6 Under Section 114 of the Local Government Finance Act 1988, where it appears to the Chief Finance Officer that the expenditure of the Mayoral General budget incurred (including expenditure it proposes to incur) in a financial year is likely to exceed the resources (including sums borrowed) available to it to meet that expenditure, the Chief Finance Officer has a duty to make a report to the Mayor.
- 4.7 The report must be sent to the GMCA's External Auditor and I/the GMCA must consider the report within 21 days at a meeting where we must decide whether we agree or disagree with the views contained in the report and what action (if any) we proposes to take in consequence of it. In the intervening period between the sending of the report and the meeting which considers it, the GMCA is prohibited from entering into any new agreement which may involve the incurring of expenditure (at any time) by the GMCA, except in certain limited circumstances where expenditure can be authorised by the Chief Finance Officer. Failure to take appropriate action in response to such a report may lead to the intervention of the External Auditor.

Reasonableness

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

Risks and Mitigation

- 4.9 The Treasurer has examined the major assumptions used within the budget calculations and considers that they are prudent, based on the best

information currently available. A risk assessment of the main budget headings has been undertaken and the level of reserves is adequate to cover these.

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

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

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

Mayoral Budget	2023/24 Original Budget	2024/25 Proposed Budget
	£000	£000
Employee Related	496	500
Supplies and Services	15	15
Travel Related	15	15
Corporate Recharge	826	851
Mayoral Priorities		
A Bed Every Night	2,400	2,400
Equality Panels	350	350
Other Mayoral Priorities	300	300
Total Mayoral Priorities	3,050	3,050
Mayoral Transport		
Bus Reform	15,895	15,895
Our Pass	16,891	17,229
Care Leavers	550	550
Bus Service Operators Grant	11,750	11,750
TfGM Revenue Grant	90,250	90,250
Total Mayoral Transport	135,336	135,674
Gross Expenditure	139,738	140,105
Funded by:		
Mayoral Precept	-25,193	-25,558
Collection Fund Surplus /-Deficit	-1,059	-463
BSOG grant	-13,150	-13,150

Mayoral Capacity grant	-1,000	-1,000
Statutory charge	-86,700	-86,700
Earnback Grant	-11,045	-11,045
Other Grants	-741	-1,339
External Income	-850	-850
Gross Income	-139,738	-140,105

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

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

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

5.3.3 Bringing bus services under local control through a franchising scheme to deliver passenger benefits including simpler fare and ticketing and joined-up planning between bus and tram journeys. The Mayoral precept and Earnback funding will fund the procurement and implementation of local service contracts in three 'Tranches', for which Tranche 1 commenced operation in September 2023 and Tranches 2 and 3 to commence operation during 2024/25.

5.3.4 Other Mayoral priorities:

- Care Leavers concessionary pass to providing a free bus travel in Greater Manchester for young people 18-21 years old that have been in care.

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

Statutory Transport Charge

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

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

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

- 6.1 The following information provides details supporting the Greater Manchester Fire and Rescue Service Revenue and Capital Budgets.
- 6.2 The Medium-Term Financial Plan (MTFP) to 2026/27 has been updated, based on the 2023/24 baseline updated for pay and price inflation, known cost pressures and agreed savings.

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

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

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

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

<u>Medium Term Financial Plan</u>	Original 2023/24	Revised 2023/24	Proposed Budget 2024/25	Indicative Budget 2025/26	Indicative Budget 2026/27
	£000	£000	£000	£000	£000
Fire Service	115,365	115,365	125,437	132,391	134,095
Pay and price inflation	5,955	5,955	5,005	2,418	2,463
Savings	-712	-712	-1,629	0	0
Cost pressures and variations	4,828	4,828	5,281	-714	0
Cost of service	125,437	125,437	134,094	134,095	136,558
Capital Financing Charges	2,082	2,082	2,259	4,685	5,179
Transfer to Earmarked Reserves	2,637	2,842	0	0	0
Net Service Budget	130,156	130,361	136,353	138,780	141,737
Funded by:					

Localised Business Rates	10,649	10,743	10,743	10,743	10,743
Baseline funding	43,275	43,275	51,281	51,281	51,281
SFA - Services Grant	1,244	1,296	204	0	0
Section 31 - Business rates related	7,567	7,707	7,707	7,707	7,707
Section 31 - Pension related	5,605	5,605	0	0	0
Precept income (at £81.20 Band D)	60,463	60,433	65,364	65,854	65,854
Collection Fund surplus/deficit	531	479	225	225	225
	129,334	129,538	135,524	135,810	135,810
					0
Shortfall	822	823	829	2,970	5,927
Shortfall Funded by:					
Earmarked Reserves	822	822	829	0	0
General Reserves/Precept Increase	0	0	0	2,970	5,927
Use of Earmarked & General Reserves/Precept	822	822	829	2,970	5,927

REVENUE BUDGET ASSUMPTIONS

Funding

- 6.6 Funding is based on the details from the Provisional Settlement, released in December. The baseline funding from Revenue Support grant and Top-up grant has increased by £2.401m, net of pension funding as described at paragraph 6.7, from the 2023/24 position with a reduction in Services Grant of £1.092m.
- 6.7 The pension grant, previously paid under a separate Section 31 grant, has now been allocated through the Revenue Support Grant as part of the baseline funding. Payment has been added on a flat cash basis as per previous years from 2019/20 to 2023/24.
- 6.8 This represents an increase in total Government funding for the service of just over 2.4% which falls some way short of the pay and non-pay inflation pressures faced by the service.

- 6.9 Localised business rates and Section 31 business rates relief grant are assumed at the same level of income as last year, with information from local authorities not yet available to determine next year's position at this stage. There has also been a change in relation to the compensation for under indexation calculations, for which, we are awaiting clarity from Government.
- 6.10 Precept income has been included at the increased rate of £54.14 per Band A property, equivalent to £1.04 per week (£81.20 per household at Band D equivalent, or £1.56 per week) which ensures frontline fire cover is maintained. This is an increase of £5 at Band D equivalent, or 10p per week. The estimated taxbase for 2023/24, i.e. the number of households paying council tax, has seen an increase when compared to levels assumed in 2023/24, however, final taxbase numbers are to be confirmed.
- 6.11 Collection Fund surplus/deficits are to be confirmed by local authorities as soon as the information is available. Early indications show that business rates are expected with a small surplus which has been reflected in the draft medium term financial plan.

Pay and Pensions

- 6.12 The original pay inflation in respect of 2023/24 included 5% for uniformed and 4% for non-uniformed staff. Negotiations in respect of uniformed pay concluded in March 2023 with a 5% pay offer. In relation to non-uniformed staff, pay award was agreed at £1,925.
- 6.13 On calculating the 2024/25 pay budget requirements, assumptions have been made of a further 5% pay inflation for uniformed staff and 3% for non-uniformed staff.
- 6.14 As noted at paragraph 6.7, the pensions grant has been included at flat cash within the Revenue Support Grant allocation. Following the 2020 pension valuation, the Home Office has confirmed that the projected increase in the

employer contribution rate will be covered in full for 2024/25 by additional grant funding. The methodology uses both actual and forecasted pension costs and takes a four-year average (percentage) which is applied to forecast 2024/25 pension costs. The Home Office have consulted with NFCC on the methodology and have agreed this approach.

- 6.15 The rates for the projected increase in the employer contribution rate have not yet been confirmed, this is expected in January. Therefore, the current MTFP does not include estimates of either the increased contribution or the additional grant, albeit we are assuming a balanced position for 2024/25.

Savings

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

Pressures

- 6.17 Budget pressures have been identified as set out below:
- Pay award – budget pressures of £4.433m have been calculated on the basis of a 5% increase for uniformed staff and 3% for non-uniformed staff as noted at paragraph 2.6.
 - Price inflation – an estimated 2% inflation has been factored into the medium term financial plan across all general non-staffing expenditure budgets including energy costs, which equates to a £0.572m pressure. The

exception is around business rates payable which has been identified and quantified as £0.236 included within the cost pressures.

- In conjunction with partners, control room operations are under review, where projects have been proposed and initiated. Pressures of £0.533m have been identified, in terms of one-off support and ICT upgrade costs £0.416m and on-going pressures of £0.209m arising from control room staff pay inflation and lease costs.
- Corporate Services support from the wider GMCA will see a cost increase, mainly in relation to pay award. This has been estimated at £0.247m.

Investments

- 6.18 As described at paragraph 6.16, savings have been identified which are to be reinvested to support the implementation of an additional (51st) fire engine to provide improved capacity to respond to emergencies, increased coverage within the city centre of Manchester and enhance ability to save lives and property. This element of the Fire Cover Review is to be funded from the savings with a minor residual pressure of £0.200m.
- 6.19 Further investment is required in Prevention, Protection and Response to enable the Service to proactively respond to the ongoing transformation of the city-region, particularly in and around central Manchester, where increasing number of high-rise buildings are combining with an ageing infrastructure, increasing the risk of fires spreading and being more difficult to put out. Whilst increasing resilience, the service also seek to improve response times where possible.
- 6.20 The Service intend to explore the possibility of the introduction of a further fire engine as part of the investment into Response which would increase the total number of appliances to 52 as per the original plans within the Fire Cover Review which gained support through the public consultation.

CAPITAL PROGRAMME

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

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

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

6.23 Alongside the estates strategy is a refresh programme of work to replace and update fitness equipment and enhance the facilities across stations in line with managing contaminants guidance. Projects to support the refresh programme have commenced within the current financial year with the aim to complete during 2024/25.

6.24 Transport and equipment replacement programme budgets are profiled in accordance with expected need and delivery profiles allowing for lead times

where supply chains require orders to be placed up to 18 months prior to goods being delivered. The replacement profile of vehicles beyond the current approved capital programme has been included at estimated costs including an allowance for inflation.

- 6.25 Following the successful roll out of the Waking Watch Relief Fund, Department for Levelling Up, Housing and Communities (DLUHC) requested further support from GMFRS to assist with the delivery of the Waking Watch Replacement Fund. This is due to come to an end within 2024/25.
- 6.26 The figures will be updated to reflect the quarter 3 2023/24 position once the information is available.

BUDGET RISKS

- 6.27 Future budget risks are set out below:
- Future government funding beyond 2024/25 has not been confirmed and is likely to be announced within the next Comprehensive Spending Review.
 - Pay inflation for firefighters and local government employees in excess of the assumptions set out in the report.
 - Funding beyond 2024/25 has not yet been confirmed in respect of the pension increases as noted at 6.14.
 - McCloud/Sargeant Remedy – the judgement refers to the Court of Appeal’s ruling that the Government’s 2015 public sector pension reforms unlawfully treated existing public sectors differently based upon members’ age. The implications of the remedy are being determined but are likely to be significant in future years.

- Delivery of sufficient savings to meet the requirements of the medium-term financial strategy, and dependent on availability of resources to deliver a change programme.
- Emergency Services Mobile Communications Project (ESMCP) – a national project to procure and replace the emergency services network has been paused but may create budget pressures in future years.
- Any changes required following the recommendations from the Manchester Arena Public Inquiry and Grenfell Inquiry, and, implications arising from the Fire Safety Act 2021, and the Building Safety Act 2022 not already factored into the budget.
- Any business continuity arrangements that require funding which are not part of the base budget.
- As no capital grants are available to FRSs, future schemes in the capital programme will be funded by a combination of revenue underspends and borrowing. The costs associated with additional borrowing will have to be met from the revenue budget.

LEGAL REQUIREMENTS, MAYORAL PRECEPT – GENERAL COMPONENT

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

Stage 1

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

Stage 2

- 1.5 The GMCA must review the draft budget and may make a report to the Mayor on the draft.
- 1.6 Any report:
- (a) must set out whether or not the GMCA would approve the draft budget in its current form; and

- (b) may include recommendations, including recommendations as to the relevant amounts and calculations that should be used for the financial year
- 1.7 The Mayor's draft budget shall be deemed to be approved by the GMCA unless the Combined Authority makes a report to the Mayor before 8th February.

Stage 3

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

Stage 4

- 1.9 When any period specified by GMCA under 1.8 has expired, the GMCA must determine whether to:
 - (a) approve the Mayor's draft budget (or revised draft budget, as the case may be), including the statutory calculations; or
 - (b) veto the draft budget (or revised draft budget) and approve the Mayor's draft Budget incorporating GMCA's recommendations contained in the report to the Mayor in 1.5 (including recommendations as to the statutory calculations).
- 1.10 The Mayor's draft budget (or revised draft budget) shall be deemed to be approved unless vetoed within 5 working days beginning with the day after the date on which the period specified in 1.8 expires.
- 1.11 Any decision to veto the Mayor's budget and approve the draft budget incorporating the GMCA's recommendations contained in the report to the

Mayor in 1.5 must be decided by a two-thirds majority of the members (or substitute members acting in their place) of the GMCA present and voting on the question at a meeting of the authority (excluding the Mayor).

- 1.12 Immediately after any vote is taken at a meeting to consider a question under 1.9, there must be recorded in the minutes the names of the persons who cast a vote for the decision or against the decision or who abstained from voting.

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

BUDGET SUMMARY 2024/25

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

CALCULATION OF TAX BASE

The Tax Base is the aggregate of the Tax Bases calculated by the GM Councils in accordance with the Local Authorities (Calculation of Council Tax Base)

Regulations 1992. These are currently estimated as:

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

AMOUNTS OF COUNCIL TAX FOR EACH BAND

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

CALCULATION OF BAND D EQUIVALENT TAX RATE

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

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GMCA Overview and Scrutiny Committee

Date: Wednesday 24 January 2024

Subject: Greater Manchester Vision Zero Strategy

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

Purpose of Report

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

It outlines the current picture, highlights the key aims and objectives of the strategy, and seeks endorsement from members for the draft Vision Zero Strategy and for this to be used to commence a period of engagement with stakeholders and the public.

Recommendations:

The GMCA Scrutiny Committee is requested to:

1. Comment the content of the draft strategy;
2. Endorse the draft Vision Zero Strategy and the commencement of a period of engagement with stakeholders and the public; and
3. Note that a supporting Action Plan will be developed following a period of stakeholder and public engagement on the strategy.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

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

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
Transport		

Active travel and public transport		
Roads, Parking and Vehicle Access		
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	

Risk Management

Not Applicable

Legal Considerations

Not Applicable

Financial Consequences – Revenue

Not Applicable

Financial Consequences – Capital

Not applicable

Number of attachments to the report: 1

Background Papers

- Bee Network Committee Report from 23/11/23 ‘Safer Roads and Vision Zero’
- DfT Report - National statistics ‘Reported road casualties Great Britain, annual report: 2022’, (<https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022/reported-road-casualties-great-britain-annual-report-2022>) Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk) Published 28th September 2023
- DfT Report – Guidance on severity adjustments for reported road casualties Great Britain, report update, ([Guide to severity adjustments for reported road casualties Great Britain - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/guidance-on-severity-adjustments-for-reported-road-casualties-great-britain)), updated 28th September 2023

Tracking/ Process

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

Yes

Exemption from call in

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

No

Bee Network Committee

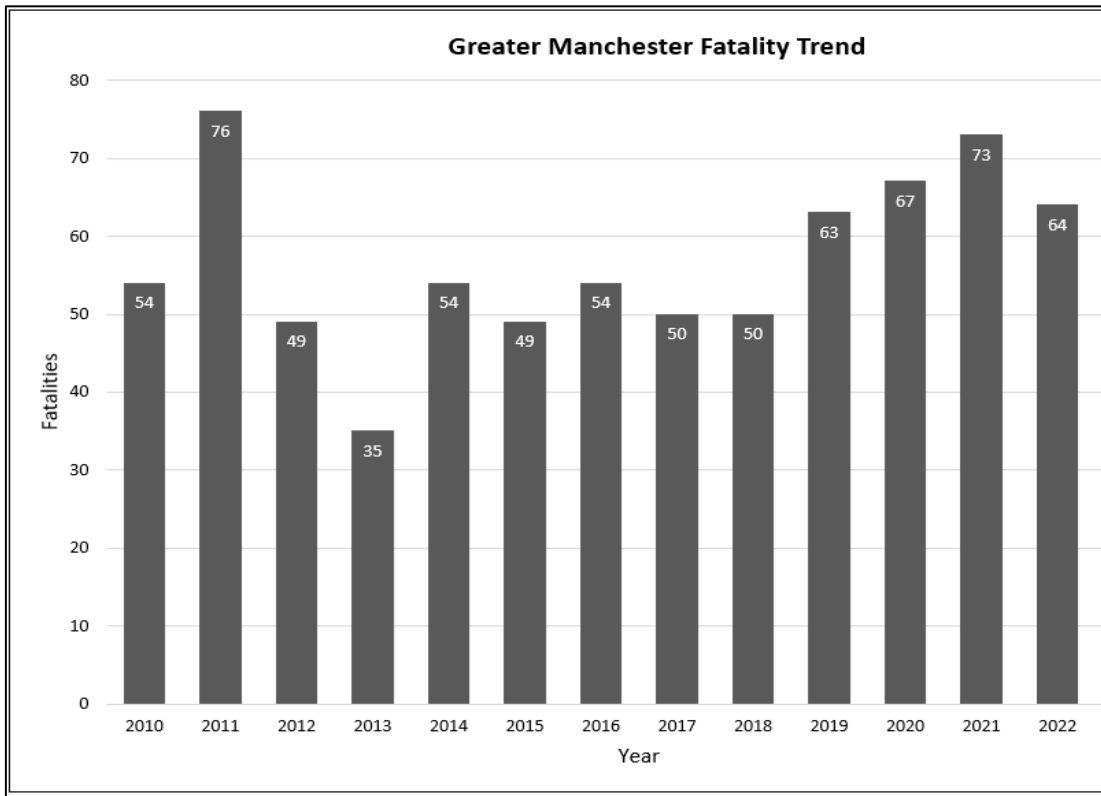
Thursday 25th January 2024

1. Introduction

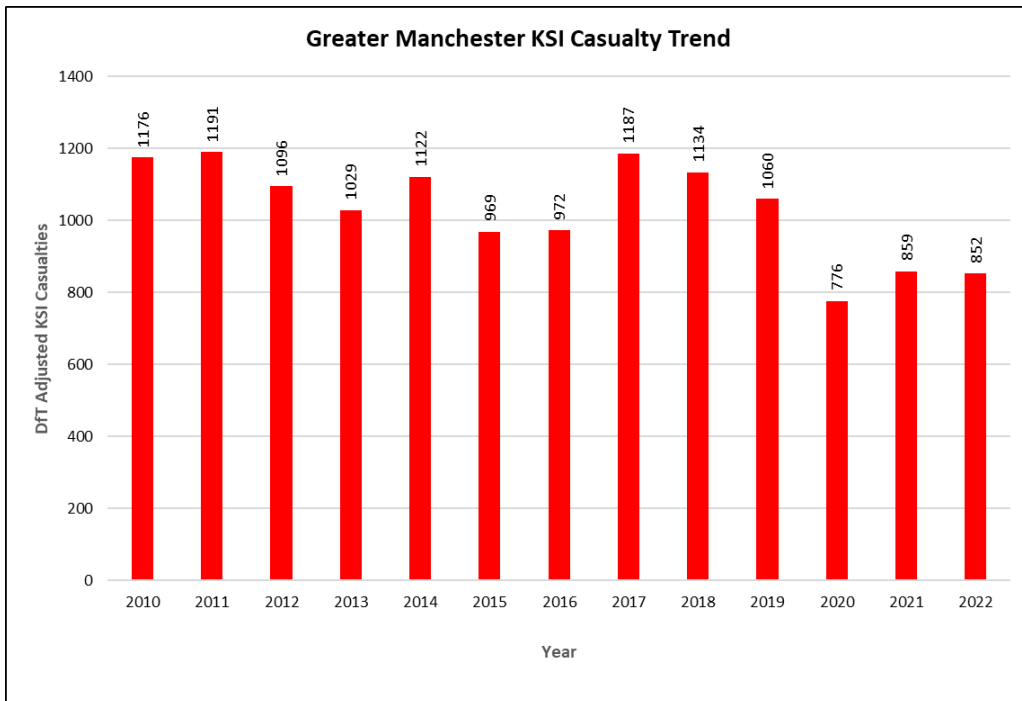
- 1.1. In the last ten years nearly 10,000 people who live in, work in or visit Greater Manchester have been killed or seriously injured on our roads. Road death is the biggest killer of 5-29 year olds worldwide.
- 1.2. In 2022 alone, 64 people lost their lives on the roads of Greater Manchester, devastating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

2. Fatal and Seriously Injured Statistics

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



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



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

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

3. Vision Zero

Greater Manchester’s Vision Zero Strategy

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

What is Vision Zero?

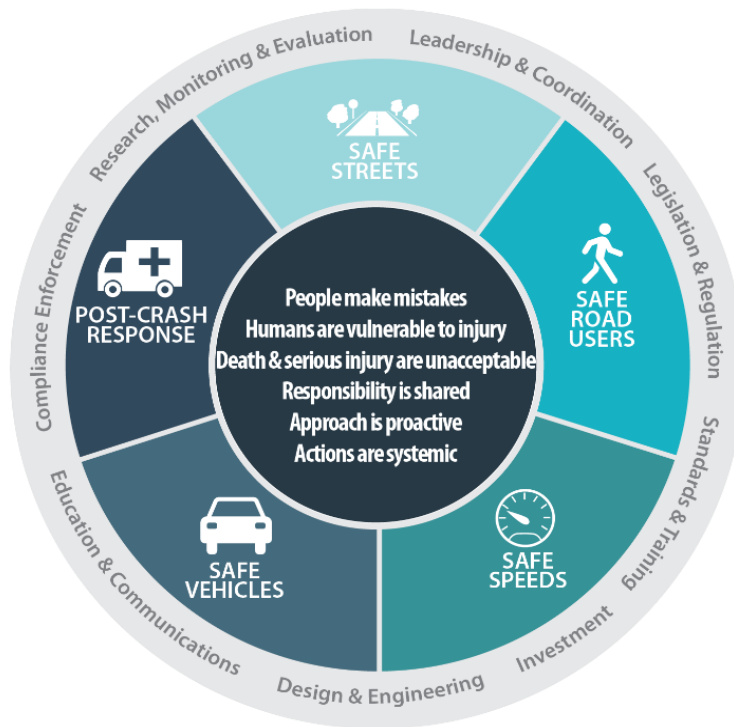
- 3.2. Vision Zero is an ambition to eliminate deaths and serious injuries on our road network and to provide safe and equitable travel for all. Vision Zero is a worldwide vision with several countries having already adopted it; a number of counties within the UK have now started to adopt Vision Zero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

Why is it important?

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

Safe Systems

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



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

4. The Cost of Inaction

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

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

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

5. Targets

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

6. Next Steps - Public and Stakeholder engagement

Draft Strategy

- 6.1. Subject to any recommendations from this committee or the Bee Network Committee, and GMCA approval, a period of engagement will take place in early spring with the public and stakeholders in the form of an online questionnaire on the strategy.

Draft Action Plan

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

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

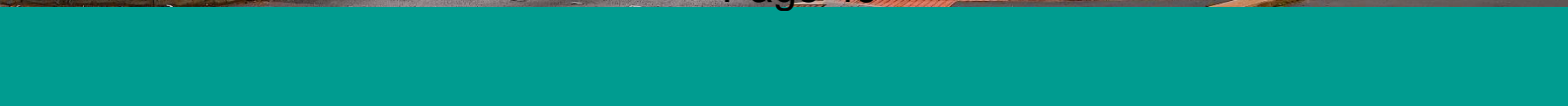
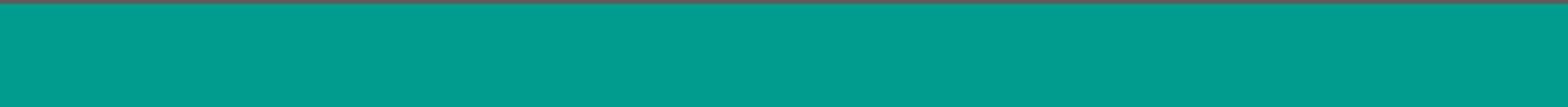
Launch of Vision Zero Strategy and Action Plan

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

Vision Zero Strategy

Reducing Road Danger in Greater Manchester

Draft - January 2024



DRAFT

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FOREWORD

Andy Burnham
Mayor of Greater Manchester



Dame Sarah Storey
Active Travel Commissioner

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



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

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

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

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

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

EXECUTIVE SUMMARY

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

Zero.

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

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

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

Safer Roads Benefit Everyone

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

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

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

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

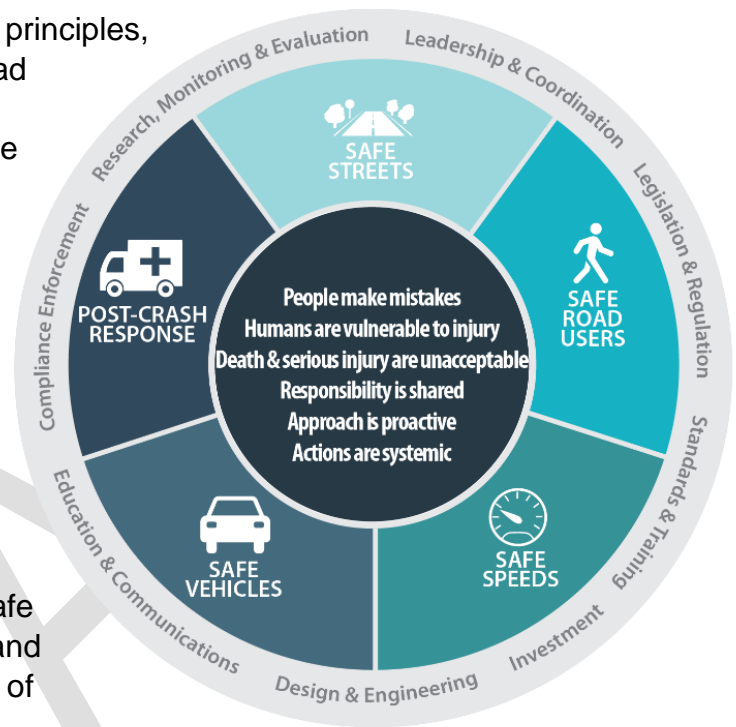
Adopting the Safe System Approach

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

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

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

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



Vision Zero Action Plans

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

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

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

INTRODUCTION

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

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

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



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

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

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

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

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

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

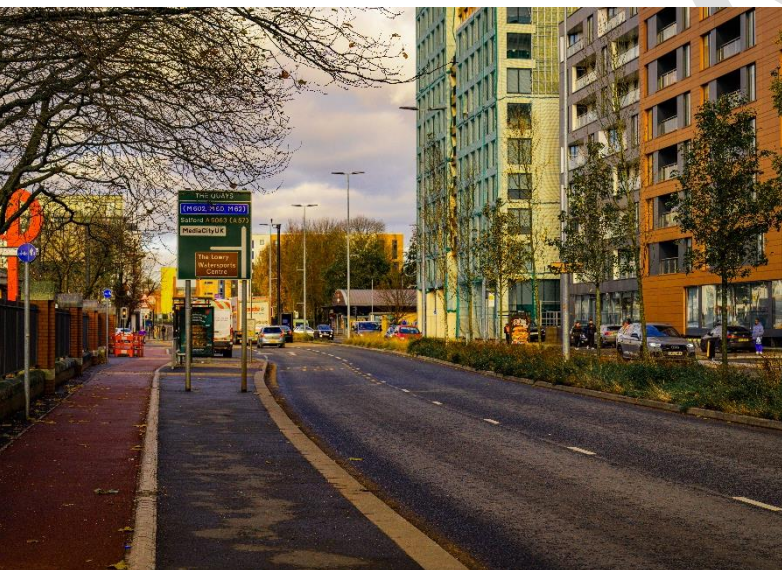
¹ [Walking and Cycling Index 2021: Greater Manchester \(sustrans.org.uk\)](https://www.sustrans.org.uk)

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

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

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

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



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

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

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

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

² [About Greater Manchester](#)

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

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

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

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

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



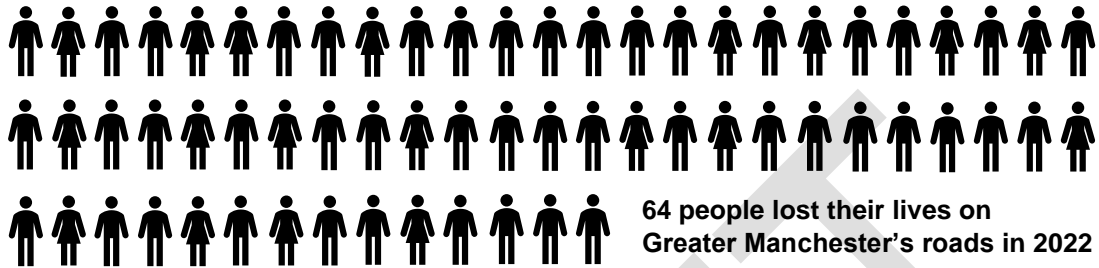
Zero is ambitious but it is the only goal we can aspire to, helping with our other aims and ensuring that we are building a safe road transport system for us all.

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

WHY VISION ZERO?

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

This is what that looks like:



Is this acceptable? The answer is obviously no.

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

Marcus Simmons-Allen, aged 18

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



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

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

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

Frankie Julia Hough, aged 38

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

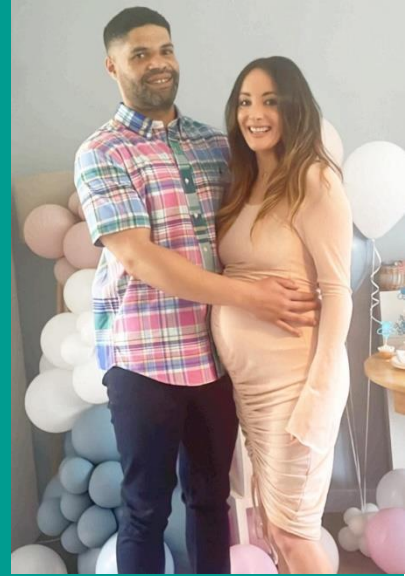
Calvin says "The driver was filming himself driving at speeds of over 120mph just moments before he lost control and hit Frankie's car. He was driving recklessly, causing fear and risking the lives of others. Witnesses described him as an 'accident waiting to happen'.

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

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

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

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



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

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

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

Our goal is: **0**

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

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

The only number we will accept is zero.

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MEASURING PROGRESS

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

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

Our Progress to Date

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

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

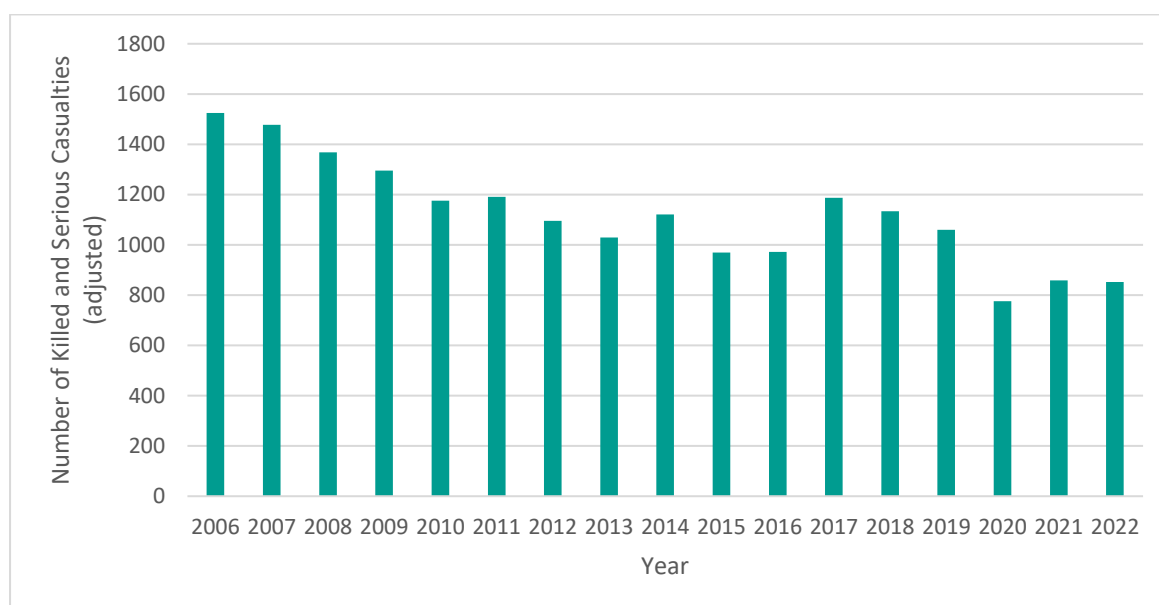
Figure 1 shows this general downward trend in adjusted KSIs over time. Due to a change in collision severity reporting methods to an Injury Based Reporting System (IBRS) which provides greater accuracy in determining injury severity, the Office of National Statistics have developed a methodology to identify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

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

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

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

Figure 1 - Long-term KSI casualty trend⁷



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

Measuring Vision Zero

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

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

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

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

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

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

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

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

Fatal	64
Very serious	150
Moderately serious	174

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

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

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

Mental Health Impact

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

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

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

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

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

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

Safety Performance Indicators

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

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

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

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

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

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

UNEQUAL RISK

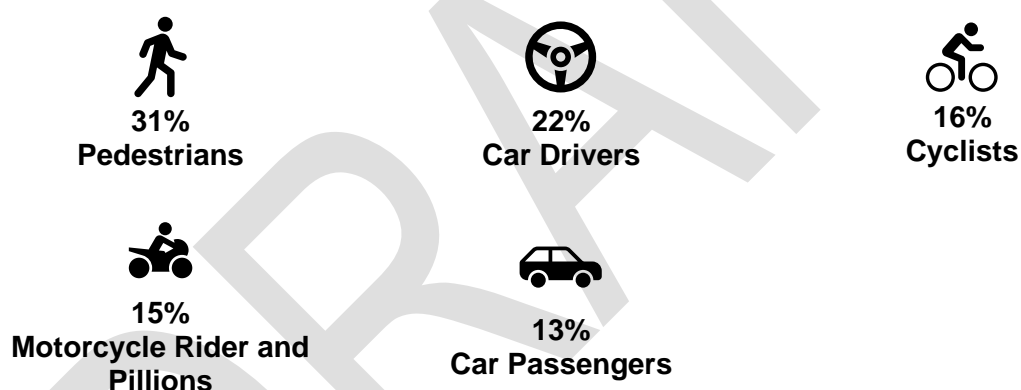
We all have a right to mobility, and we have a right to travel safely. Sadly however, road risk is unequal in many different ways:

Vulnerable road users are at greater risk on our roads

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

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

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



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

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

¹³ 'cars' includes taxis and minibuses

¹⁴ [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/105112/Reported-road-casualties-Great-Britain-annual-report-2022.pdf)

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

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

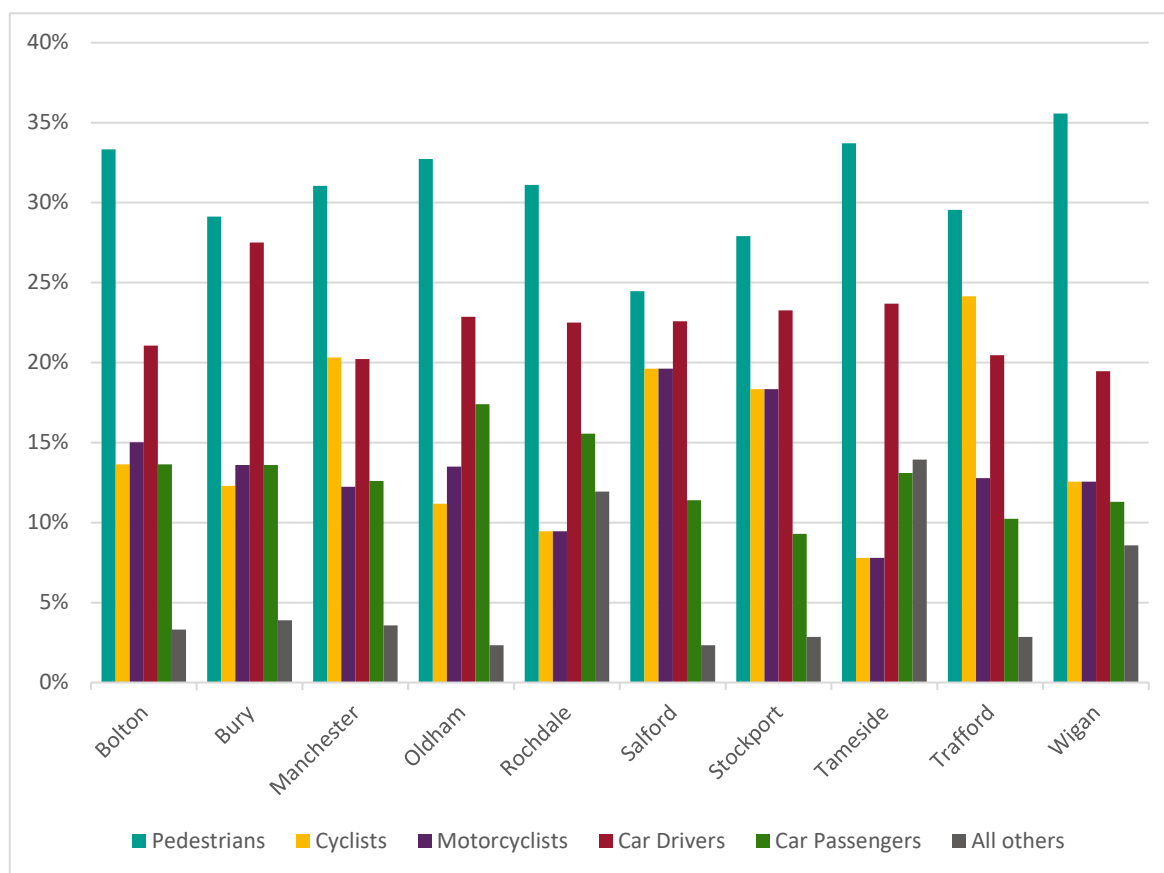


Table 1 - KSI casualties (adjusted) by GM Local Authority across road user groups (2018-2022)^{17*}

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

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

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












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

Some road users pose a greater risk to others

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

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

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

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

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

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

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

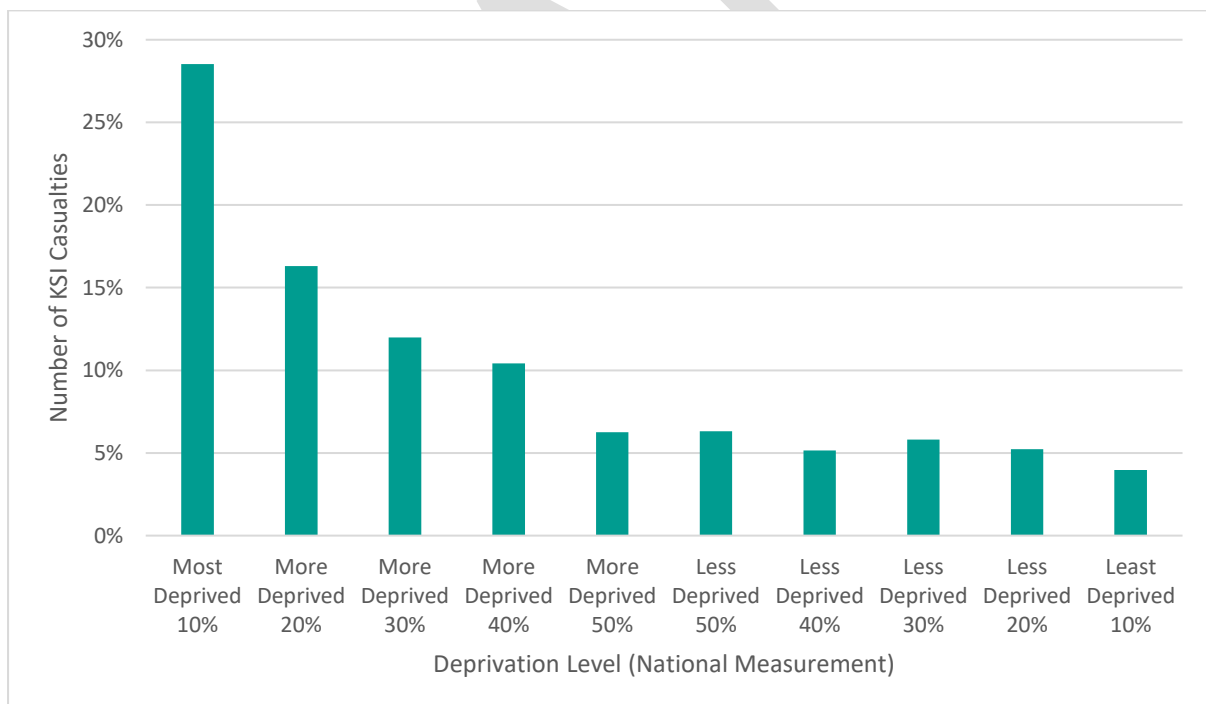
● People from our most deprived communities are more likely to be killed or seriously injured on our roads

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

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

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

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



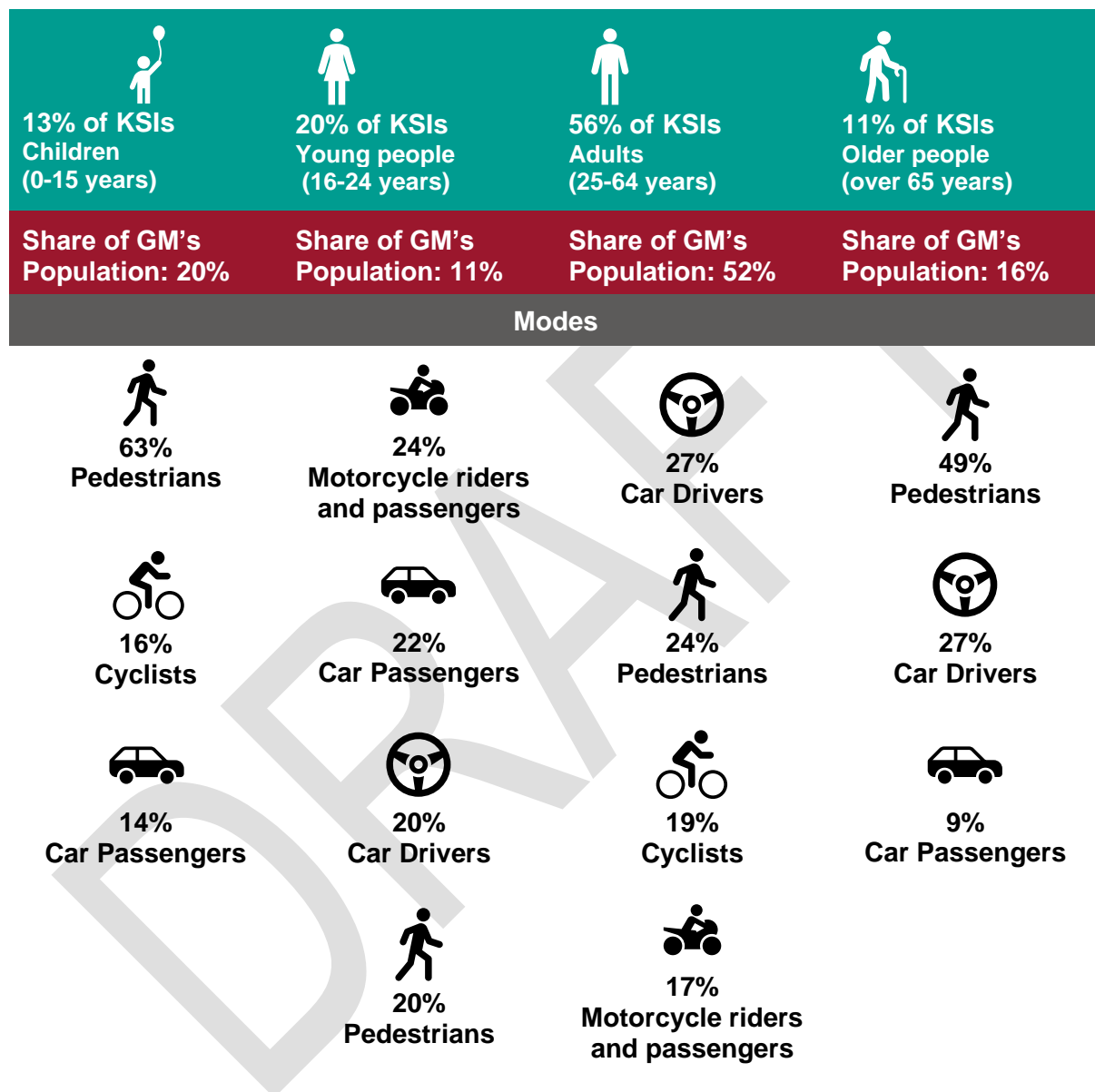
● Younger and older people are more likely to be killed or seriously injured as vulnerable road users

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

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

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

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



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

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

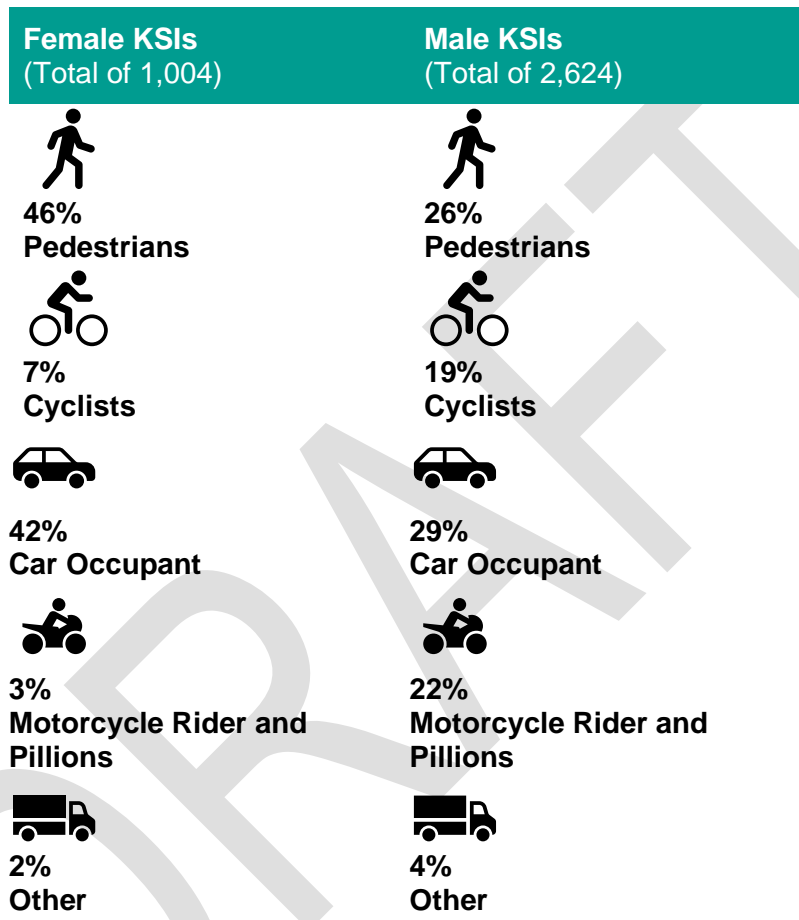
In addition, a greater proportion of male KSIs were vulnerable road users. 67% of male KSIs were vulnerable road users, compared to 55% of female KSIs. Men are

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

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

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

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



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

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

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

IT'S NOT JUST ABOUT SAFETY

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

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



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

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

²⁴ [About Greater Manchester](#)

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

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

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

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

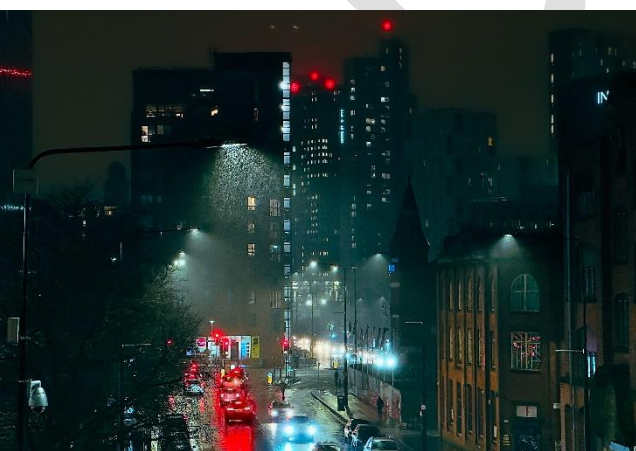


Making our streets safer helps make our communities and neighbourhoods more pleasant and liveable places. Roads are about connecting people and places, but they are also places in their own right, where people live, work and spend time. When they are safer, they bring people and communities closer together.



Support sustainable economic growth

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



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

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

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

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

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

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

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

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

Steve Connor, Founder / Director, Creative Concern



Protect our environment

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

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



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

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

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

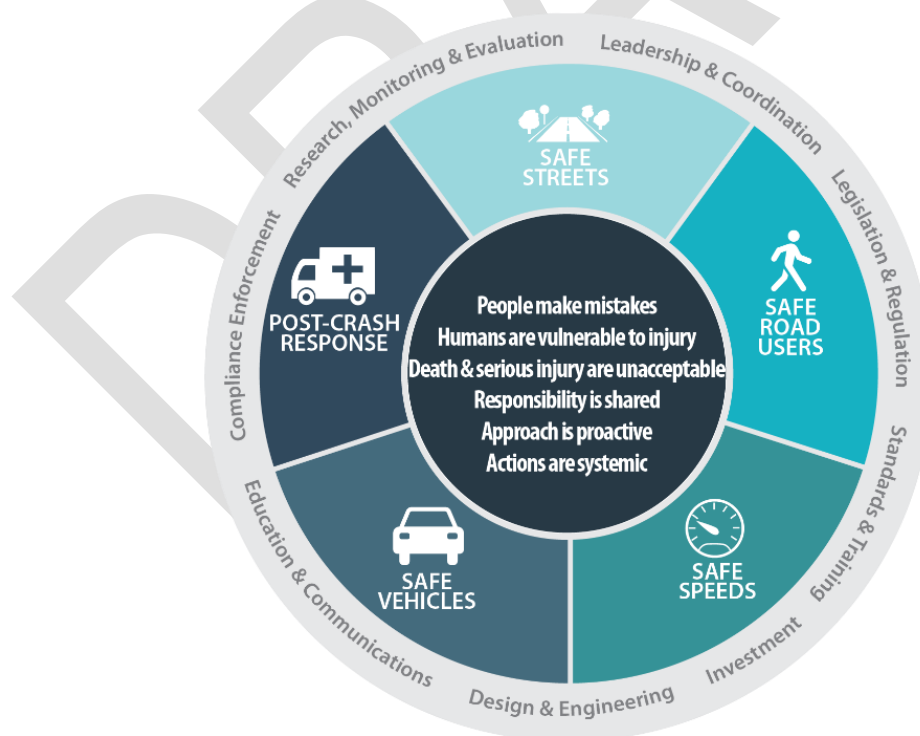
THE SAFE SYSTEM

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

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

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

Figure 7 - The Safe System.³⁶



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

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

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

SAFE SYSTEM PRINCIPLES

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

Figure 8 - Safe System Principles



People make mistakes

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



Humans are vulnerable to injury

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



Death and life changing injuries are unacceptable

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



Responsibility is shared

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



Approach is proactive

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



Actions are systemic

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



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

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

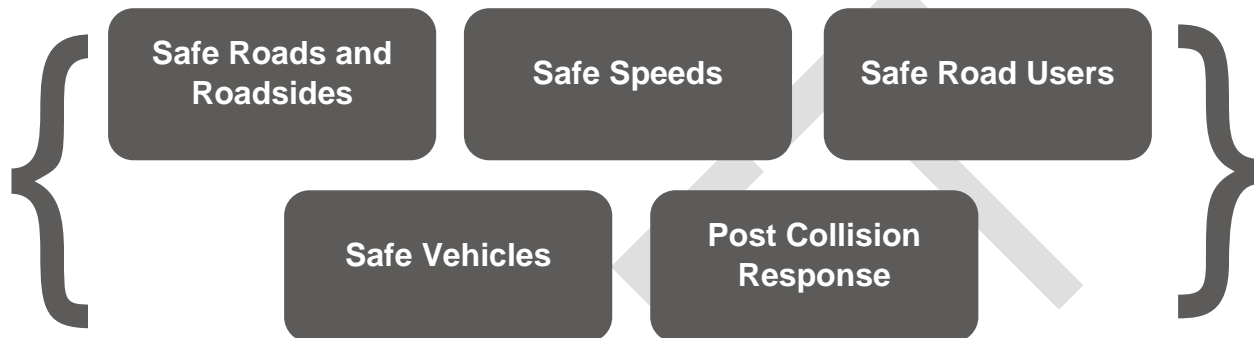
Billy Fenwick, Area Manager, Head of Prevention



SAFE SYSTEM ELEMENTS

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

Figure 9 - Safe System Elements



Safe Roads and Roadsides

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



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

We can create safer roads and roadsides by:

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

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

Safe Speeds

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

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

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

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



We can have safer speeds by:

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

Safe Road Users

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

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

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

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

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

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



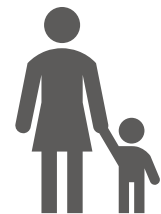
We can have safer road users by:

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

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

Paula Allen, Marcus' mum

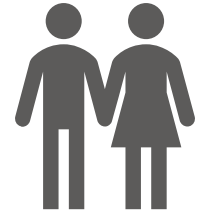
You can read Marcus' story on page 10



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

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

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



Safe Vehicles

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



We can create safer vehicles by:

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

Post-Collision Response

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



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

We can improve the post-collision response by:

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



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

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

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



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

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

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

DRAFT

CREATING THE SAFE SYSTEM

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

Existing Road Danger Reduction Approach

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

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



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

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

⁴⁰

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

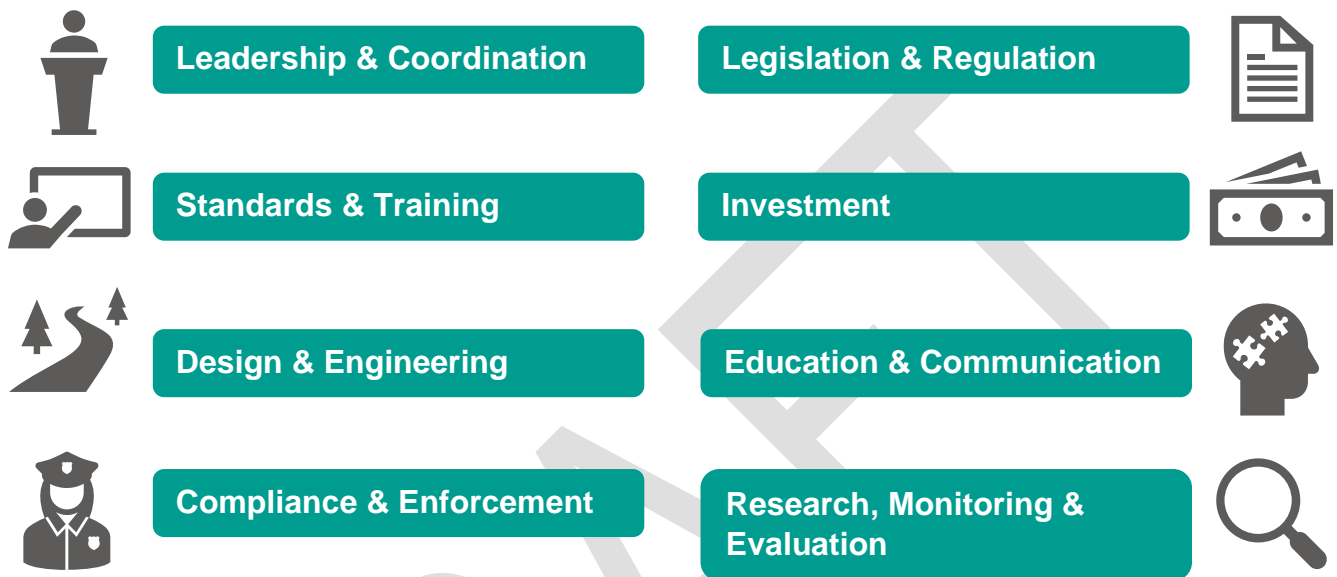
⁴¹ Department for Transport, The Highway Code (January 2022) <https://www.gov.uk/guidance/the-highway-code/updates>

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

Safe System Change Mechanisms

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

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



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

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

Leadership and Coordination

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



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

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

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

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

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

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

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

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

Deputy Mayor Kate Green



Legislation and Regulation

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

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

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

Standards and Training

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

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

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

Investment

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



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

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

Design and Engineering

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

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



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

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

Education and Communication

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

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

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

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



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

Compliance and Enforcement

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

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



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

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

Research, Monitoring and Evaluation

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

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



NEXT STEPS

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

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

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

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

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

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

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

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

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

VISION ZERO ACTION PLANS

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

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

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

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



APPENDIX

GOVERNANCE STRUCTURES FOR VISION ZERO

Mayor of Greater Manchester and the ten local authority leaders

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

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

Greater Manchester Combined Authority and Bee Network Committee

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

Road Danger Reduction Advisory Group

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

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

Safer Roads Partnership Board

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

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

⁴³ [About Greater Manchester](#)

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

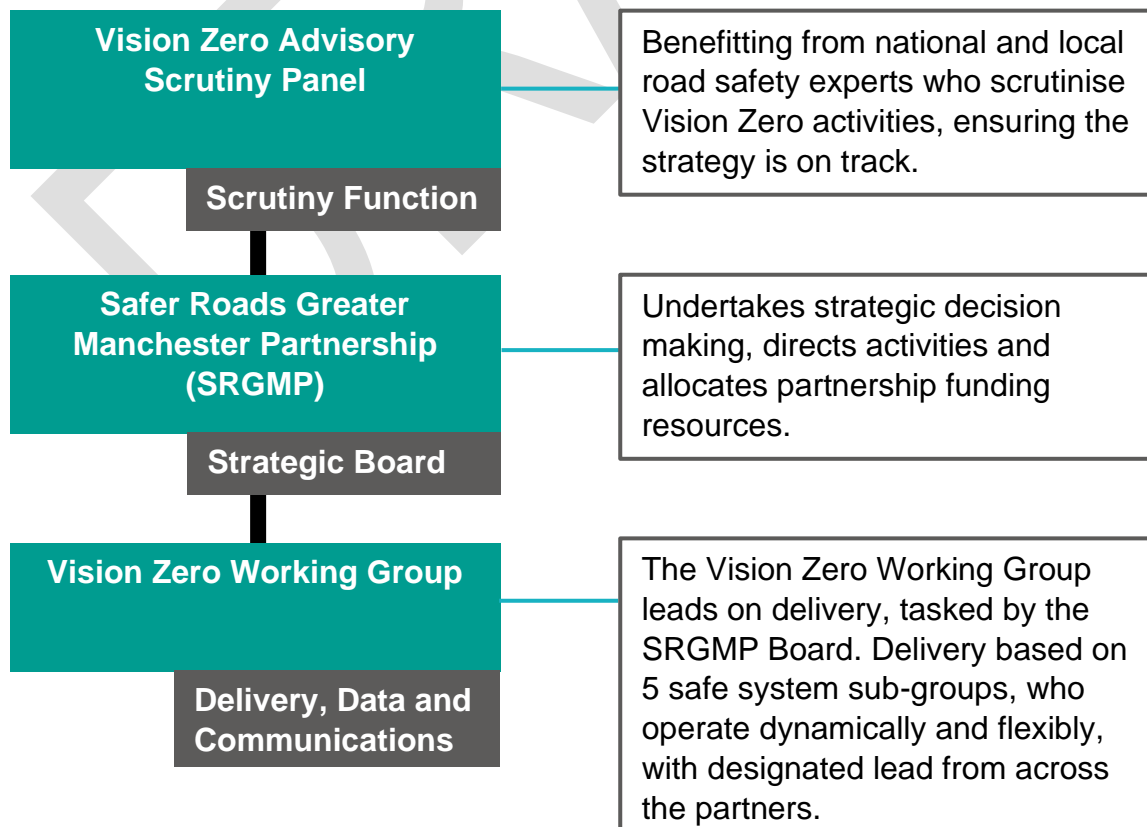
- National Highways
- Oldham Council
- Rochdale Council
- Salford Council
- Stockport Council
- Tameside Council
- Trafford Council
- Transport for Greater Manchester
- Wigan Council

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

Road Danger Reduction Working Group

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

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



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

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

SPEED MANAGEMENT POLICY

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

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

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

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

These include:

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







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
































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

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

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

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

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

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

GMCA Overview & Scrutiny Committee

Date: 24 January 2024

Subject: Overview & Scrutiny Committee Work Programme
and Forward Plan of Key Decisions

Report of: Nicola Ward, Statutory Scrutiny Officer, GMCA

Purpose of Report:

To provide an opportunity for the Committee to review their draft Work Programme for February 2024 – March 2024 (Appendix A) and provide the Committee with the latest Forward Plan of Key Decisions (Appendix B) to ensure that they are informed of the forthcoming decisions to be taken by the GMCA, GM Mayor or any delegated officer or committee.

Recommendations:

The Committee is asked to –

1. Consider the proposed Overview & Scrutiny Work Programme for February 2024 – March 2024.
2. Use the Forward Plan of Key Decisions to identify any potential areas for further scrutiny.

Contact Officer:

Nicola Ward, Statutory Scrutiny Officer, GMCA

nicola.ward@greatermanchester-ca.gov.uk

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GMCA Overview and Scrutiny draft Work Programme February – March 24

31 January – information briefing on carbon emissions – Mark Atherton

15 February – Information briefing on Digital – Phil Swan

7 February (single item agenda)

Item	Lead member / officer	Trajectory of item	Ask of scrutiny
GM Budgets	David Molyneux / Steve Wilson	GMCA February	To consider the GM budget proposals including the GMCA General Budget, GMFRS budget, GM Waste Budget and GM Transport Budget.
Early Years Education	Mark Hunter / Miriam Loxham		To consider the latest DfE data on school readiness and challenged around early years education.

21 February

Item	Lead member / officer	Trajectory of item	Ask of scrutiny
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Bus Franchising Tranche 3	GM Mayor / Anne Marie Purcell	GMCA Feb / March	To consider the preferred bidder for tranche 3 of bus franchising.
Housing Standards / Good Landlord Charter	Ged Cooney / Steve Fyfe		

Mid March – Information briefing tbc

20 March

Item	Lead member / officer	Trajectory of item	Ask of scrutiny
Fair Funding Protocol for the Voluntary and Community Sector	Arooj Shah / Anne Lythgoe	Anticipated to be approved by the GMCA in October	To consider how effectively it has been implemented, hear first-hand experience from community representatives and determine its future direction.
Scrutiny Task and Finish Report	Cllr Lewis Nelson, Chair of the Task and Finish Group		

<p>What is a Forward Plan of Key Decisions?</p> <p>The Register is a published list of the key decisions which are due to be taken by the:</p> <ul style="list-style-type: none"> • Greater Manchester Combined Authority (GMCA) • Greater Manchester Elected Mayor • Joint GMCA & AGMA Executive Board • Transport for Greater Manchester Committee • GMCA Resources Committee • GMCA's Waste & Recycling Committee • Statutory Officers of the GMCA <p>These decisions must be published on the Register at least 28 clear days before the decision is to be taken, whether in public or private. The Register is updated at least once a month.</p>	<p>What is a Key Decision?</p> <p>A key decision defined by 'the Order' is a decision which, in the view of the Greater Manchester Combined Authority's Overview and Scrutiny Committee, would result in any of the decision makers listed:</p> <ul style="list-style-type: none"> (i) incurring expenditure over £500,000, or making significant savings of £500,000 or more relating to the budget for the service area to which the decision relates; or (ii) be significant in terms of its effects on persons living or working in an area of more two or more wards or electoral divisions of Greater Manchester. 	<p>How to find out more on these proposed decisions</p> <p>The report (other than those which contain confidential or exempt information) relating to these decisions will published on the GMCA's website five working days before the decision is to be made see www.greatermanchester-ca.gov.uk.</p> <p>For general information about the decision- making process please contact:</p> <p>Julie Connor - Secretary to the GMCA julie.connor@greatermanchester-ca.gov.uk</p>
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<p>This Register of Key Decisions has been prepared in accordance with Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017 ('the Order').</p> <p>The Register is published on the GMCA's website www.greatermanchester-ca.gov.uk and hard copies are available at the offices of:</p> <p>Greater Manchester Combined Authority & Greater Manchester Mayor Tootal Buildings Oxford Street Manchester M1 6EU</p>	<p>The GMCA's has an Overview & Scrutiny Committee whose role is to contribute to the development of GMCA's strategies and policies, to scrutinise decisions of the decision-makers listed above and to consider any matter affecting those who live, work, study or run businesses in Greater Manchester.</p>	
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Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
Green City Region							
Biowaste management strategy and procurement of treatment capacity	To approve the strategy for management of biowaste and to commence a procurement for future treatment capacity	Greater Manchester Combined Authority	22 Mar 2024	Report with recommendations	Councillor Tom Ross		David Taylor david.taylor@greatermanchester-ca.gov.uk
Transport							
Highways Maintenance	To approve the drawdown of Highways Maintenance funding and allocation of funding.	Bee Network Committee	Between 2 Jan 2024 and 31 Mar 2024	Report with recommendations	GM Mayor Andy Burnham	Chief Executive Officer GMCA & TfGM	Dave Abdy Dave.Abdy@tfgm.com

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
Bus Franchising Page 106	To approve the award of: (i) the franchise contracts relating to bus franchising; (ii) contracts for the provision of various franchise scheme related services and goods (including all contracts for the provision of equipment, hardware, software and background IT infrastructure that are required to support and/or facilitate the	Chief Executive Officer GMCA & TfGM GM Mayor Greater Manchester Combined Authority	Between 1 Jan 2024 and 31 Mar 2024 Between 1 Jan 2024 and 31 Mar 2024 Between 1 Jan 2024 and 31 Mar 2024	Report with recommendations	GM Mayor Andy Burnham GM Mayor Andy Burnham GM Mayor Andy Burnham		Steve Warrener steve.warrener@tfgm.com

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
Page 107	delivery, and ongoing operation, of franchised bus services and the overall franchising scheme); and (iii) contracts for the acquisition and/or lease of land, sites or other assets (comprising real estate or otherwise) in connection with the delivery, and ongoing operation, of franchised bus services and the overall franchising scheme.						
	City Region Sustainable	To approve allocations and	Chief Executive	Between 1 Jan 2024 and	Report and recommendati	GM Mayor	Chief

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
Transport Settlement (CRSTS)	Governance and Assurance arrangements for specific schemes as and when required.	Officer GMCA & TfGM Greater Manchester Combined Authority	31 Mar 2024 Between 1 Jan 2024 and 31 Mar 2024	ons	Andy Burnham	Executive Officer GMCA & TfGM	
Page 108 Bus Depot Acquisitions	To negotiate and approve procedural changes for the acquisition of bus depots to support Tranches 2 and 3 bus franchising, within previously approved capital and revenue budgets for bus franchising.	Chief Executive Officer GMCA & TfGM Greater Manchester Combined Authority	Between 1 Jan 2024 and 31 Mar 2024 Between 1 Jan 2024 and 31 Mar 2024	28 Delivering the Bee Network - Bus Fares Fleet Depots and CRSTS	GM Mayor Andy Burnham GM Mayor Andy Burnham		Steve Warrener steve.warrener@tfgm.com
Bus Depot Leases	To agree the final terms of	Chief Executive	Between 1 Jan 2024 and	12 Delivering the Bee	GM Mayor		Jacqueline Elliott

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
Tranche 2 and 3	leases of bus depots both in respect of interim leaseback arrangements to existing operators and the franchise depot subleases to be granted to the franchise bus operators for Tranches 2 and 3.	Officer GMCA & TfGM	31 Mar 2024	Network	Andy Burnham		Jacqueline.Elliott@tfgm.com
Bus Depot Acquisitions Treasurer Decision Tranches 1, 2 & 3	To agree the terms of any agreement between GMCA and TfGM to bring Tranche 1 leases in line with Tranches 2 and 3.	Treasurer GMCA	Between 1 Jan 2024 and 31 Mar 2024	12 Delivering the Bee Network	GM Mayor Andy Burnham		Jacqueline Elliott Jacqueline.Elliott@tfgm.com
Subsidised Services	To approve forthcoming	Bee Network Committee	Between 1 Jan 2024 and	Report with Recommendation	GM Mayor	Chief	Stephen Rhodes

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
	changes to subsidised bus services.	Chief Executive Officer GMCA & TfGM	31 Mar 2024 Between 1 Jan 2024 and 31 Mar 2024	ons	Andy Burnham GM Mayor Andy Burnham	Executive Officer GMCA & TfGM	stephen.rhodes@tfgm.com
Active Travel Programme	Approval to release funding to progress the development and delivery of cycling and walking schemes and programmes.	Bee Network Committee	Between 1 Jan 2024 and 31 Mar 2024	Report with Recommendations	GM Mayor Andy Burnham	Chief Executive Officer GMCA & TfGM	Steve Warrener steve.warrener@tfgm.com
Local Growth Deal (1, 2 and 3) six monthly progress update	To grant Full or Conditional Approval and/or release funding / approve expenditure and allocate/reallocate funding across the programme for	Greater Manchester Combined Authority	Between 1 Jan 2024 and 31 Mar 2024	Report with Recommendations	GM Mayor Andy Burnham	Chief Executive Officer GMCA & TfGM	Steve Warrener steve.warrener@tfgm.com

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
	schemes within the Growth Deal 1,2,3 and/or the Transforming Cities Fund.						
Zero Emission Bus Regional Areas Fund 2 bid submission	<p>Agree in principle to submit a bid to DfT for the ZEBRA 2 fund and delegate full approval of the full business case to the Chief Executive of GMCA & TfGM.</p> <p>Agree the submission of a full business case bid to the DfT for the ZEBRA 2 Fund.</p>	Bee Network Committee, Chief Executive Officer GMCA & TfGM	Between 1 Jan 2024 and 31 Mar 2024	Report with recommendations			Steve Warrener steve.warrener@tfgm.com

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
Bee Network Advertising Policy	To review the Bee Network Advertising Policy to ensure it aligns with and support the objectives of the Greater Manchester Strategy.	Bee Network Committee	Between 1 Jan 2024 and 31 Mar 2024	Report with recommendations	GM Mayor Andy Burnham		Steve Warrener steve.warrener@tfgm.com
Transport Network Planning and Review Process	To approve the proposed approach to reviewing and developing the franchised bus network through a programme of network reviews. To approve the proposed network planning guidelines.	Bee Network Committee	Between 1 Jan 2024 and 31 Mar 2024	Report with recommendations	GM Mayor Andy Burnham		Stephen Rhodes stephen.rhodes@tfgm.com

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
	To approve the 12-month programme of network reviews.						
Improving Journeys Orbital Routes (Quality Bus Transit)	To approve CRSTS funds to upgrade existing pedestrian crossings on three Quality Bus Transit corridors across the Improving Journeys Orbital Routes corridors.	Bee Network Committee	Between 1 Jan 2024 and 30 Apr 2024	Report with recommendations	GM Mayor Andy Burnham		Anthony Murden Anthony.murden@tfgm.com
Sale West to Altrincham Network Improvements	To approve CRSTS funds to implement signal priority for late running buses and install permit automatic traffic counters	Greater Manchester Combined Authority Bee Network Committee	Between 1 Jan 2024 and 29 Feb 2024 Between 1 Jan 2024 and 29 Feb 2024	Report with recommendations	GM Mayor Andy Burnham GM Mayor Andy Burnham		Anthony Murden Anthony.murden@tfgm.com

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
	on the Sale West to Altrincham corridor.						
Vision Zero Strategy	To approve and formally adopt the Vision Zero Strategy for Greater Manchester.	Greater Manchester Combined Authority	Between 1 Jan 2024 and 31 Mar 2024	Report with recommendations	GM Mayor Andy Burnham		Peter Boulton Peter.Boulton@tfgm.com
Technical Education & Skills							
ESF Skills for Growth Commissioning	To proceed with the procurement and contracting of providers and activity relating to the GM Skills for Growth programme.	Chief Executive Officer GMCA & TfGM	Between 1 Jan 2024 and 31 Mar 2024	Report with recommendations	Councillor Eamonn O'Brien	Treasurer GMCA	Gemma Marsh gemma.marsh@greatermanchester-ca.gov.uk
GM Adult Skills Programme	To approve a cost of delivery exceptional	Chief Executive Officer GMCA	Between 1 Jan 2024 and 31 Mar 2024	Report with recommendations	Councillor Eamonn		Gemma Marsh gemma.marsh@greatermanchester-ca.gov.uk

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
(including devolved Adult Education Budget and Free Courses for Jobs funding) 2022/2023 academic year update and 2023/2024 academic year forward plan 1809 115	payment to AEB Skills Providers for the 2022/2023 academic year. To note progress of the 2023/2024 Adult Education Budget commissioning process and where applicable, the selected skills providers To grant delegated authority to the GMCA Treasurer to take forward the AEB commissioning , including to	& TfGM			O'Brien		hester-ca.gov.uk

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 116</p>	<p>contract award.</p> <p>To approve the proposed indicative allocations and subsequent expenditure for the GM grant-funded further education institutions.</p> <p>To grant delegated authority to the GMCA Treasurer to agree any minor changes that arise during discussions between each institution and GMCA.</p>						
	Skills Bootcamps	To proceed with the	Treasurer GMCA	Between 1 Jan 2024 and	National Skills Funding (CA	Councillor	

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
2023 - 2024: Phase 2 commissioning ; Sector 3 (recommissioning): Adv Manufacturing; Sector 8: Security; Sector 9: Residential Childcare	procurement and contracting of providers and activity relating to the GM Skills Bootcamps programme.		31 Mar 2024	report Feb 2023)	Eamonn O'Brien		hannah.vincen t@greaterman chester-ca.gov.uk
Resources and Investment							
Greater Manchester Business Funds	To conditionally approve business investments to proceed to due diligence and/or note commercial changes to existing investments, including	Greater Manchester Combined Authority	Between 1 Jan 2024 and 31 Mar 2024	Report with Recommendations	Councillor David Molyneux	Chief Executive Officer GMCA & TfGM	Kirsteen Armitage kirsteen.armitage@greatermanchestre-ca.gov.uk

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
	where relevant negotiated settlements.						
Revenue and capital budget updates	Approve revisions to revenue budget and capital programme. July / October and February.	Greater Manchester Combined Authority	22 Mar 2024	Report with recommendations	Councillor David Molyneux		Rachel Rosewell rachel.rosewell@greatermanchester-ca.gov.uk
Mayoral General Budget 2024/25 and Precept Proposals including GMFRS	Consideration of the GM Mayor's proposal for the 2024/25 Mayoral General Precept including the Fire and Rescue Authority precept and whether Members of GMCA would wish to submit	Greater Manchester Combined Authority	26 Jan 2024	Report with recommendations	Councillor David Molyneux		Steve Wilson Steve.Wilson@greatermanchester-ca.gov.uk

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
	any written comments to the Mayor in line with the legal process and timetable.						
GMCA General Revenue Budget 2024/25	To approve the 2024/25 budget relating to the GMCA functions (excluding transport and waste), including local authority contributions and use of reserves.	Greater Manchester Combined Authority	9 Feb 2024	Report with recommendations	Councillor David Molyneux		Steve Wilson Steve.Wilson@greatermanchester-ca.gov.uk
Transport Revenue Budget 2024/25	To approve the 2024/25 GMCA budget relating to transport functions including the levy and statutory	Greater Manchester Combined Authority	9 Feb 2024	Report with recommendations	Councillor David Molyneux		Steve Wilson Steve.Wilson@greatermanchester-ca.gov.uk

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
	charge to GM local authorities and use of reserves.						
Mayoral General Revenue Budget 2024/25 including GMFRS Page 9/20	To approve the 2024/25 Mayor's General budget, including the Fire and Rescue Authority, use of reserves and calculation of the precepts and council tax rates.	Greater Manchester Combined Authority	9 Feb 2024	Report with recommendations	Councillor David Molyneux		Steve Wilson Steve.Wilson@greatermanchester-ca.gov.uk
Waste and Recycling Revenue Budget 2024/25	To approve the 2024/25 waste budget, levy to GM local authorities and use of reserves.	Greater Manchester Combined Authority	9 Feb 2024	Report with recommendations	Councillor David Molyneux		Steve Wilson Steve.Wilson@greatermanchester-ca.gov.uk
GMCA Capital Programme	To approve the capital	Greater Manchester	9 Feb 2024	Report with recommendations	Councillor		Steve Wilson Steve.Wilson

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
2023-2027	programme, including the quarter 3 update to the 2023/23 budget and the 2024/25 budget and forward plan.	Combined Authority		ons	David Molyneux		@greatermanchester-ca.gov.uk
GMCA Revenue Update Quarter 3 - 2023/24	Approve any revisions to the 2023/24 GMCA revenue budgets at the end of quarter 3.	Greater Manchester Combined Authority	9 Feb 2024	Report with recommendations	Councillor David Molyneux		Steve Wilson Steve.Wilson@greatermanchester-ca.gov.uk
Approval of the GMCA Capital Strategy for 2024/25	To approve the 2024/25 GMCA Capital Strategy with sets out the overarching principles and processes by which capital and investment	Greater Manchester Combined Authority	22 Mar 2024	Report with recommendations	Councillor David Molyneux		Lindsey Keech lindsey.keech@greatermanchester-ca.gov.uk

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
	decisions will be made.						
Approval of the Treasury Management Strategy and Annual Investment Strategy 2024/25 Page 122	To approve the Treasury Management Strategy Statement, Borrowing Limits and Prudential Indicators for 2024/25 to 2026/27.	Greater Manchester Combined Authority	22 Mar 2024	Report with recommendations	Councillor David Molyneux		Lindsey Keech lindsey.keech@greatermanchester-ca.gov.uk
Housing							
GM City Deal Receipts - Investment Approval Recommendations	The approval of investments funded with City Deal Receipts received from Homes England.	Greater Manchester Combined Authority	Between 1 Jan 2024 and 31 Mar 2024	Report	Councillor Gerald Cooney		Michael Walmsley Michael.Walmsley@greatermanchester-ca.gov.uk
GM Brownfield Programme	The allocation of funding from GMCA's brownfield	Greater Manchester Combined Authority	Between 1 Jan 2024 and 31 Mar 2024	Report with recommendations	Councillor Gerald Cooney		Michael Walmsley Michael.Walmsley@greater

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
	programme to residential developments in GM.						manchester-ca.gov.uk
Greater Manchester Housing Funds	To conditionally approve housing investments to proceed to due diligence and/or note commercial changes to existing investments	Greater Manchester Combined Authority	Between 1 Jan 2024 and 31 Mar 2024	Report with Recommendations	Councillor Gerald Cooney	Chief Executive Officer GMCA & TfGM	Michael Walmsley Michael.Walmsley@greatermanchester-ca.gov.uk
Agreement to using further Greater Manchester Housing Investment Loan Fund surpluses	To agree the further use of Greater Manchester Housing Investment Loan Fund (GMHILF) surpluses to support the delivery of the GM Housing	Greater Manchester Combined Authority	Between 1 Jan 2024 and 31 Mar 2024	Report with Recommendations	Councillor Gerald Cooney	Chief Executive Officer GMCA & TfGM	Michael Walmsley Michael.Walmsley@greatermanchester-ca.gov.uk

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
	Strategy						
Greater Manchester Property Funds	To conditionally approve property investments to proceed to due diligence and/or note commercial changes to existing investments.	Greater Manchester Combined Authority	Between 1 Jan 2024 and 31 Mar 2024	Report with Recommendations	Councillor Gerald Cooney	Chief Executive Officer GMCA & TfGM	Andrew McIntosh andrew.mcintosh@greatermanchester-ca.gov.uk
GM Brownfield Programme - Year 2 and 3 Methodology and Allocations	1. Approve the methodology for prioritising schemes in Year 2 and 3 of the GM Brownfield programme, as set out in Section 2 and Appendix 1 2. Approve the allocation of up	Greater Manchester Combined Authority	26 Jan 2024	GM Brownfield Fund- Year 2 and 3 Methodology and Spend Allocation	Councillor Gerald Cooney		Andrew McIntosh andrew.mcintosh@greatermanchester-ca.gov.uk

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 125</p>	<p>to £115m of the overall £150m funding devolved to GMCA</p> <p>3.Delegate authority to the GMCA Treasurer, acting in conjunction with the GMCA Monitoring Officer, to effect the necessary legal agreements</p>						
Housing Delivery Plan	Approve the Housing Delivery Plan and the actions with the plan	Greater Manchester Combined Authority	26 Jan 2024	Report with recommendations	Councillor Gerald Cooney		Andrew McIntosh andrew.mcintosh@greatermanchester-ca.gov.uk

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
Economy, Business and Inclusive Growth							
UK Shared Prosperity Fund- Support for the Social Economy Page 126	To agree the contract award for the UKSPF Support for the Social Economy Programme, following an open and competitive procurement process.	Treasurer GMCA	Between 1 Dec 2023 and 31 Dec 2023	Report with recommendations	Councillor Bev Craig		John Wrathmell john.wrathmell@greatermanchester-ca.gov.uk
GM Investment Plan	Approval of the GM Investment Plan, including the accompanying principles and milestones	Greater Manchester Combined Authority	26 Jan 2024	Report with recommendations	Councillor Bev Craig		Andrew McIntosh andrew.mcintosh@greatermanchester-ca.gov.uk
Homelessness							
GM Refugee Homelessness	Award of grant allocations	Greater Manchester	Between 1 Jan 2024 and	Report with recommendations	City Mayor		Joe Donohue joseph.donohue

Decision title	What is the decision?	Decision Maker	Planned Decision Dates	Documents to be considered	Portfolio Lead	Lead Director	Officer Contact
Prevention Service	under the new GM Refugee Homelessness Prevention Service	Combined Authority	31 Mar 2024	ons	Paul Dennett		e@greatermanchester-ca.gov.uk

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