

GREATER MANCHESTER COMBINED AUTHORITY

DATE: Friday, 15th December, 2023

TIME: 10.30am

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

AGENDA

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

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer 48 hours before the start of the meeting.

4. **GMCA Minutes - 24 November 2023** 5 - 20

To consider the approval of the minute of the GMCA meeting held on 24 November 2023.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

5. **GMCA Resources Committee Minutes - 24 November 2023** 21 - 24
- To approve the minutes of the GMCA Resources Committee held on 24 November 2023.
6. **GMCA Overview & Scrutiny Committee - 22 November 2023** 25 - 34
- To approve the minutes of the GMCA Overview & Scrutiny Committee held on 22 November 2023.
7. **Bee Network Committee - 23 November 2023** 35 - 46
- To note the minutes of the Bee Network Committee held on 23 November 2023.
8. **Appointment to the GMCA Overview and Scrutiny Committee**
- To appoint Councillor Ged Carter (Trafford) as a substitute member to the GMCA Overview & Scrutiny Committee.
9. **Cost of Living and Economic Resilience – To Follow**
- Report of Councillor Bev Craig, Portfolio Lead for Economy & Business and Councillor Arooj Shah, Portfolio Lead for Equalities and Communities
10. **Greater Manchester Local Transport Plan Renewing Our Vision** 47 - 90
- Report of Andy Burnham, Mayor of Greater Manchester.
11. **GMCA Statement of Intent for delivery of GMCA Energy Company Obligation (ECO4) and Great British Insulation Schemes** 91 - 102

Report of Councillor Tom Ross, Portfolio Lead for Green City Region.

12. UKSPF Proposal for Local Business Intervention E23 103 - 114

Report of Councillor David Molyneux, Portfolio Lead for Resources & Investment and Councillor Nazia Rehman Assistant Portfolio Lead for Resources & Investment.

13. Greater Manchester Investment Framework Request for Delegation 115 - 118

Report of Councillor David Molyneux, Portfolio Lead for Resources & Investment and Councillor Nazia Rehman Assistant Portfolio Lead for Resources & Investment.

14. Investment in New Mechanical Sorting Infrastructure 119 - 134

Report of Councillor Tom Ross, Portfolio Lead for Green City Region.

15. Provision of Future Waste Disposal Services 135 - 148

Report of Councillor Tom Ross, Portfolio Lead for Green City Region.

16. Exclusion of Press and Public

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

1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

PART B

- 17. Provision of Future Waste Disposal Services** 149 - 228
Report of Councillor Tom Ross, Portfolio Lead for Green City Region.
- 18. Land Acquisition - Manchester - To Follow**
Report of Eamonn Boylan, Chief Executive Officer, GMCA & TfGM.

Name	Organisation	Political Party
Councillor Arooj Shah	Oldham Council	Labour
Councillor Tom Ross	Trafford	Labour
Councillor Mark Hunter	Stockport	Liberal Democrats
Councillor Gerald Cooney	Tameside Council	Labour
Councillor Neil Emmott	Rochdale	Labour
Councillor Eamonn O'Brien	Bury Council	Labour
GM Mayor Andy Burnham	GMCA	Labour
City Mayor Paul Dennett	Salford City Council	Labour
Councillor David Molyneux	Wigan Council	Labour
Councillor Bev Craig	Manchester CC	Labour
Councillor Nicholas Peel	Bolton Council	Labour

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

Governance & Scrutiny Officer: Governance and Scrutiny

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

This agenda was issued on 7 December 2023 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

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Declaration of Councillors' Interests in Items Appearing on the Agenda

Name and Date of Committee.....>

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

Quick Guide to Declaring Interests at GMCA Meetings

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

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

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

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

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

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

Failure to disclose this information is a criminal offence

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

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

Step Two: Determining if your interest is prejudicial

A personal interest becomes a prejudicial interest:

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

For a non-prejudicial interest, you must:

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

To note:

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

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

For prejudicial interests, you must:

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

You must not:

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

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Agenda Item 4

Minutes of the Meeting of the Greater Manchester Combined Authority held on Friday 24th November 2023 at Bolton Town Hall

PRESENT

Mayor of Greater Manchester	Andy Burnham (in the Chair)
Deputy Mayor (Police, Crime & Fire)	Kate Green
Bolton	Councillor Nicholas Peel
Bury	Councillor Eamonn O'Brien
Oldham	Councillor Arooj Shah
Manchester	Councillor Bev Craig
Rochdale	Councillor Neil Emmott
Salford	City Mayor Paul Dennett
Stockport	Councillor Mark Hunter
Tameside	Councillor Ged Cooney
Trafford	Councillor Tom Ross
Wigan	Councillor Nazia Rehman

ALSO IN ATTENDANCE:

Bolton	Councillor Nadim Muslim
Co-Chair of GM Disabled People's Panel	Melvyn Bradley

OFFICERS IN ATTENDANCE:

Chief Executive Officer, GMCA & TfGM	Eamonn Boylan
GMCA Deputy Chief Executive	Andrew Lightfoot
GMCA Monitoring Officer	Gillian Duckworth
GMCA Treasurer	Steve Wilson
GMCA Director of Governance & Scrutiny	Julie Connor
Bolton	Sue Johnson
Bury	Lynne Ridsdale
Manchester	Joanne Roney
Oldham	Harry Catherall

Rochdale	Steve Rumbelow
Salford	John Searle
Stockport	Michael Cullen
Tameside	Sandra Stewart
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
GMCA	Sylvia Welsh
GMCA	Lee Teasdale

GMCA 202/23 APOLOGIES

That apologies be received from Councillor David Molyneux (Wigan), Tom Stannard (Salford) and Caroline Simpson (Stockport).

GMCA 203/23 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Andy Burnham, Mayor of Greater Manchester, advised all present that 24th November marked ‘White Ribbon Day’ and that the region would continue its strong support for the campaign, making it clear that any forms of violence against women and girls would not be tolerated. The Gender Based Violence Board and the ‘#IsThisOK’ campaign would also continue to spread this message throughout the region.

The GMCA was updated on the announcements arising from the Government’s Autumn Statement on Wednesday 22nd November. This had included some good news for the region, including the publication of the draft Memorandum of Understanding for the single settlement, opening the doors to the new funding model for the region. There had also been an announcement on the future expansion of Investment Zones, which provided opportunities for growth in key areas such as advanced materials.

There were however urgent concerns arising from the Autumn Statement as well. Firstly, there had been no mention at all of local authority funding. Many councils were on a ‘knife edge’ in terms of finances and the settlement would arrive even later than usual this year. There had also been no reference to the Household Support Fund

which was relied upon to help alleviate the cost-of-living crisis being faced by many residents across the city region. In Manchester alone this equated to £12m of support – and it was vital to directly voice these pressing concerns to Government.

The meeting was also advised that the Mayor of Greater Manchester would be attending the Government Covid Inquiry on 27 November 2023, alongside the GMCA Solicitor and Monitoring Officer, to give evidence. He would be advising that a devolved approach to Greater Manchester's emergency structure would have delivered a faster response to the pandemic.

An update was provided on the continuing embedding of Tranche 1 of the Bee Network. Overall, the data showed that Bee Network services within this Tranche 1 area were performing better than the previous service. Issues did remain with some particular services and work was underway to ensure that these were brought in line with the standards expected. There had also been an increase in patronage of around 8% since the introduction of the Bee Network and this was now being reflected in the farebox, however, it was important to keep pushing out the message about the need for strong patronage.

RESOLVED /-

1. That White Ribbon Day be acknowledged and that the GMCA reaffirms its continued strong support.
2. That the update on the news arising from the Autumn Statement on the Greater Manchester funding model for devolution be received.
3. That the update on Greater Manchester Investment Zone expansion arising from the Autumn Statement be received.
4. That the concerns arising from the lack of updates within the Autumn Statement on local authority funding and the household support fund be acknowledged and that these concerns be voiced directly to the Government.
5. That it be advised that Andy Burnham, Mayor of Greater Manchester will be attending the Government Covid Inquiry, alongside the GMCA Solicitor and

Monitoring Officer, to give evidence, noting that he would be advising that a devolved approach to Greater Manchester's emergency structure would have delivered a faster response to the pandemic.

6. That the update on the successes arising from Tranche 1 of the Bee Network and the identified areas for improvements be received.

GMCA 204/23 DECLARATIONS OF INTEREST

RESOLVED /-

That there were no declarations of interest made in relation to any item on the agenda.

**GMCA 205/23 MINUTES OF THE GMCA MEETING HELD ON 27 OCTOBER
2023**

RESOLVED /-

That the minutes of the GMCA meeting held on 27 October 2023 be approved as a correct record.

**GMCA 206/23 MINUTES OF THE GREATER MANCHESTER BEE NETWORK
COMMITTEE MEETING HELD ON 26 OCTOBER 2023**

RESOLVED /-

That the minutes of the GMCA Resources Committee meeting held on 26 October 2023 be noted.

**GMCA 207/23 MINUTES OF THE GMCA RESOURCES COMMITTEE
MEETING HELD ON 27 OCTOBER 2023**

RESOLVED /-

That the minutes of the GMCA Resources Committee meeting held on 27 October 2023 be approved.

**GMCA 208/23 MINUTES OF THE GMCA OVERVIEW AND SCRUTINY
COMMITTEE MEETINGS HELD ON 25 OCTOBER 2023**

RESOLVED /-

That the minutes of the GMCA Overview & Scrutiny Committee meetings held on 25 October 2023 be noted.

**GMCA 209/23 MINUTES OF THE GMCA AUDIT COMMITTEE MEETING
HELD ON 15 NOVEMBER 2023**

RESOLVED /-

That the minutes of the GMCA Audit Committee meeting held on 15 November 2023 be noted.

GMCA 210/23 BAIRD REVIEW UPDATE

Kate Green, Deputy Mayor (Police, Crime & Fire) was invited to provide an update on the latest developments in the Baird Review of custody suites.

In addition to the three women who had previously featured in the Sky News investigation in August 2023, Dame Vera had now talked to a further 12 people of which 9 were female and 3 males. As well as considering reports supplied by others who had come forward anonymously. Whilst the Inquiry had retained its focus on the treatment of women and girls, it was felt important to also consider any male complainants that had come forward to the Inquiry with similar experiences. This will also enable assessment of whether there were any differences between the treatment of men and women in police custody.

Dame Vera had also held a focus group with women's organisations in Greater Manchester, met independent custody visitors and visited Pendleton and Ashton Custody suites. The Inquiry had continued to explore the experiences of people who were arrested and taken into police custody, with a focus on women and girls in respect of maximising their rights, safety, and dignity. This had included examining wider practice, standards, and the culture of custody in Greater Manchester.

It was previously stated that the Dame Vera would publish her findings this Autumn but due to the number of people that had come forward and the time needed to thoroughly review their cases, it was now expected to be published in February 2024.

RESOLVED /-

That the statement from the Deputy Mayor updating on the progress of the Baird Review be received.

**GMCA 211/23 GREATER MANCHESTER BUSINESS BOARD MEMBERSHIP
REVIEW**

Councillor Bev Craig, Portfolio Lead for Portfolio Lead for Economy, Business and Inclusive Growth, introduced a report seeking GMCA endorsement of the recommendations regarding the future private sector membership until 2025.

It was advised that the Greater Manchester Business Board terms of reference required that the Business Board's private sector membership was reviewed every two years. This bi-annual review ensured that the board continued to meet its strategic remit and remained fit for purpose going forward.

RESOLVED /-

1. That the renewal of the seven existing private sector members' terms of office for another two-year term (Lou Cordwell, Lorna Fitzsimons, Vimla Appadoo; Marilyn Comrie; Steve Connor; Chris Oglesby and Justin Kelly) be endorsed.

2. That the recommendation that to two existing Board members continue as ex-officio members, representing the Growth Company and Greater Manchester Chamber of Commerce (Mike Blackburn and Clive Memmott), be endorsed.
3. That the appointment of the five new private sector members invited to join the Business Board (Devrim Celal; Laura Percy; Mike Wilton; Steve Rothberg; and James Byrne) be endorsed.

**GMCA 212/23 GREATER MANCHESTER REPONSE TO 2022 BIG
DISABILITY SURVEY**

Councillor Arooj Shah, Portfolio Lead for Equalities & Communities, introduced a report presenting an overview of progress made towards a whole-system response to the Big Disability Survey carried out by the Greater Manchester Disabled People's Panel in the summer of 2022. The update was one year on from the survey publication and described progress made as well as outlining key issues emerging from the work so far.

The survey had highlighted in very stark terms the continuing impact the pandemic and the subsequent cost-of-living crisis continued to have upon the lives of many disabled people in the region. Also noted was the concern that attitudes of the public towards disabled people had also worsened.

The planned reforms announced in the autumn statement that would force many people currently on incapacity benefits to find work had also raised many concerns, particularly in regard to the availability of suitable jobs available locally.

Actions taken since the receipt of the 2022 Big Disability Survey had included improvements to public transport; ensuring that the accessible home standard was written into the Places for Everyone plans; and the addressing of negative language and terminology in mental health services.

The unique nature of the Greater Manchester Disabled People's Panel was highlighted. It was noted that it was the only Panel of its type that currently existed in the country, and within that position had played a key role in influence consultations that directly impacted upon disabled people. Not least the recent consultation on the

proposed closure of rail ticket offices in England – the decision went on to be reversed and it was felt that the GM Disabled People’s Panel’s input into this had played a key role in this.

The Co-Chair of the Greater Manchester Disabled People’s Panel, Melvin Bradley, was invited to comment on the report. The ongoing support of the GMCA was welcomed, and the Panel would be meeting in the following week to fully consider the GMCA response to the survey. Comments were raised regarding the capacity to act, it was recognised that there were many complexities involved in this work and that progress would not always be as expedited as hoped. It was important for the Panel to be involved at the earliest possible stage for their input to be fully incorporated - disabled people needed strong allies in place in every Greater Manchester district. The Panel were pleased that the survey had been referenced on the floor of the House of Commons and this really demonstrated that the work of the Panel was getting politicians to ‘sit up and take notice’. A number of recent successes, including resolving voter ID issues, were then highlighted.

The Chair made reference to the point raised regarding the variability of levels of support for the Panel across the ten Greater Manchester districts – emphasising the importance of clear consistent arrangements throughout the region, suggesting that it might be helpful for each district to have a nominated officer in place for direct liaison with the Panel.

RESOLVED /-

1. That the progress made with the response to the 2022 Big Disability Survey and the issues which have been identified relating to its delivery be noted.
2. That the importance of its constituent organisations achieving a co-ordinated, multi-stakeholder, and effectively resourced Greater Manchester wide response, aimed at improving the lives of disabled people be actively endorsed.
3. That the comments contributed by Melvin Bradley, Co-Chair of the Greater Manchester Disabled People’s Panel, be received.

4. That the ten Greater Manchester Local Authorities be requested to ensure that there were clear consistent arrangements in place to respond to the recommendations of the Greater Manchester Disabled People's Panel.

**GMCA 213/23 GREATER MANCHESTER CHILDREN & YOUNG PEOPLE
PROGRAMME UPDATE**

Councillor Mark Hunter, Portfolio Lead for Children & Young People, presented a report that provided an update on three important pieces of work as part of the Greater Manchester Children & Young People's programme, namely the GM Pledge; Project Skyline and the Greater Manchester Fostering Programme.

The Greater Manchester Pledge was an agreement between the ten Greater Manchester districts to reduce reliance over time on agency workers, and the cost of such agency resources was rising due to competition for limited resources. The GMCA would be advised on updates on progress made.

Project Skyline was a strong example of how critical it was to ensure joint working between partners. This was vital as investment could not be made in a new set of children's homes to support young people with complex mental health issues, without a clear clinical mental health offer for those homes.

The Greater Manchester Fostering Programme was related the priority objective to increase availability of fostering places in the region. Greater Manchester had been selected as a national pathfinder to pilot reforms proposed following an independent review of children's social care.

RESOLVED /-

1. That the commitment of all Greater Manchester Local Authorities to tackle the high costs and reliance on agency social workers, by signing up to the 'Greater Manchester Pledge', be noted.

2. That the progress to date on 'Project Skyline' and the intention to launch the procurement exercise for the proposed children's homes in the final quarter of 2023/24 be noted.
3. That the Greater Manchester level response to the challenge of how to increase the number of foster carers across the city-region be noted.
4. That the lobbying of Government for fair and sustainable funding for children's services continues, including an acceleration of the regulation and statutory guidance required to tackle the rising costs of placements for Looked After Children and the high cost associated with agency social workers, be supported.
5. That Greater Manchester Local Authorities be encouraged to identify areas of particular interest, within the Greater Manchester Children's programme, for the next thematic update from the Greater Manchester Children's Board to GMCA.

**GMCA 214/23 GREATER THAN VIOLENCE: A TEN-YEAR GREATER
MANCHESTER VIOLENCE REDUCTION STRATEGY**

Kate Green, Deputy Mayor, Police, Fire & Crime, presented the final draft of the ten year "Greater Than Violence" strategy, which was the first of its kind for Greater Manchester, and set out clear, long-term ambitions for how GMCA and its partners would tackle violence, through effective prevention and response and by dealing with the root causes of violence.

The report set out how the strategy was developed, including details on the comprehensive consultation process that had informed the work. The purpose of the report was to gauge the views of the GMCA on content and strategic intent of the draft strategy in advance of its intended launch on 12th December 2023.

The Strategy built upon the achievements of the GM Violence Reduction Unit and its partners since its establishment by the Mayor of Greater Manchester in 2019. Progress had been made in the reduction of violence in those four year since, with the last year having seen a 16% reduction in knife crime; a 29% reduction in hospital

admissions related to a knife/sharp instrument; and a 29% reduction in homicide related in knives and other offensive weapons.

The key elements of the Strategy included building upon the learning experiences of the previous four years; work being community led; Greater Manchester Family partnership working including the key role of VCSE sector partners; timely & early interventions; and youth work.

The consultation process had highlighted the need to emphasise equality and equity. Violence was not experienced equally across the city region by different communities and groups and it was vital to be led by the equality act.

The Chair advised that the Prince of Wales had made a recent visit to the youth project 'The Hideaway' in Moss Side. As part of that visit, through the Royal Foundation, an agreement had been made to work on a pilot to ensure that young people who were at risk of, or had been involved with violence, had referral pathways to provide them with the opportunities needed for a more constructive future.

Councillor Nadim Muslim was invited to feedback on comments raised by the Overview & Scrutiny Committee following recent consideration of the Strategy.

The Committee welcomed the move towards considering the Strategy as a public health issue, and that the contributions of young people to the Strategy should be at the forefront. It was vital to support young people who had suffered trauma related to violence and those at high risk of vulnerability.

RESOLVED /-

1. That the contents of the report and the accompanying Violence Reduction Strategy be noted.
2. That approval and commitment be given to a ten-year strategic plan to reduce violence across Greater Manchester.
3. That a commitment be given to work with the Violence Reduction Unit (VRU) and its partners to implement the commitments set out in the strategy.

4. That the update from the Mayor of Greater Manchester, on plans to work to work with the Royal Foundation on pathways for vulnerable young people be received.
5. That the comments made by Councillor Nadim Muslim, on behalf of the Overview & Scrutiny Committee, be received.
6. That it be noted that the Deputy Mayor will lead on the development of a detailed action plan over the coming months.

GMCA 215/23 INNOVATION GREATER MANCHESTER

Councillor Bev Craig, Portfolio Lead for Economy, Business & Inclusive Growth, presented a report which provided an update on the ongoing work of Innovation Greater Manchester (IGM), and to present the recommendations made at the IGM Board meeting of 12th October 2023 that formalised the ongoing functions and form of this triple helix entity at the centre of Greater Manchester's innovation ecosystem.

RESOLVED /-

1. That the update on the work of Innovation Greater Manchester Partnership be noted.
2. That it be noted that the Innovation Greater Manchester Board approved a series of recommendations at its Board meeting of 12 October 2023, approving the creation of a triple helix Partnership arrangement, as set out in the report submitted.
3. That approval be given to the GMCA entering into such a Partnership Agreement and move to appoint a new Chair for Innovation Greater Manchester Partnership, and that authority be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the Economic Portfolio Lead and the GMCA Solicitor and Monitoring Officer, to agree the terms of the Partnership Agreement, in accordance with the terms set out in the report submitted.

4. That approval be given to the use of already committed resources to support the development of Innovation Greater Manchester in its new form in 2023/24 and to consider 2024/25 resources as part of the Retained Business Rates process.

**GMCA 216/23 PUBLIC SECTOR DECARBONISATION SCHEME 3C
OPPORTUNITY**

Councillor Tom Ross, Portfolio Lead for Green City Region, presented a report outlining the funding opportunity to support further Greater Manchester (GM) public building retrofit activity, through the Public Sector Decarbonisation Scheme Phase 3c (PSDS Ph3c via Salix Finance).

To date over £100m of PSDS funding had been awarded and delivered, with local match funding having supported over 230 buildings with retrofit measures. The latest round of national funding would deliver £1.4bn between 2024 and 2026 – this funding would be released in phases in line with how the funding had been delivered to date. The GMCA Low Carbon Team had worked with all ten districts on appetite and readiness – resulting in an initial consortium bid of £9m.

The outcome would be known in January 2024 and if successful GMCA would continue to support the development of a pipeline and the management of the overall programme.

RESOLVED /-

1. That it be noted that the GMCA has proceeded with a consortium bid for circ. £9m from Salix (NPBD) under the Public Sector Decarbonisation Scheme Phase 3c.
2. That that the receipt and defrayment of Public Sector Decarbonisation Scheme Phase 3c funding be advocated, with authority delegated to the GMCA

Treasurer and GMCA Solicitor and Monitoring Officer to sign all necessary legal agreements (subject to successful award).

3. That it be noted that the impact assessment revealed a positive impact for both environment and economy outcomes.
4. That a top slice from any capital grant awarded, to underpin the GMCA's cost of coordinating and project managing the scheme, be approved.
5. That the scale of the top slice will be confirmed on receipt of the grant.

GMCA 217/23 GREATER MANCHESTER BROWNFIELD PROGRAMME

Councillor Ged Cooney, Portfolio Lead for Housing, presented a report seeking approval for the allocation of a further £11.905m from the GM Brownfield programme.

It was advised that a further two sites had been added to the scheme and were detailed within the report.

RESOLVED /-

1. That approval be given to the allocation of up to £11.905m from the GM Brownfield programme funding devolved to GMCA, in line with the details contained at Appendix 1.
2. That authority be delegated to the GMCA Treasurer, acting in consultation with the GMCA Solicitor and Monitoring Officer, to effect the necessary legal agreements for the individual grants between the GMCA and grant recipients.

GMCA 218/23 GREATER MANCHESTER HOUSING DELIVERY PLAN

Councillor Ged Cooney, Portfolio Lead for Housing, presented a report setting out the intentions to develop a Greater Manchester Housing Delivery Plan.

The requirement for a single plan was reflective of the range of different programmes and delivery mechanisms currently being employed to upscale affordable homes in Greater Manchester, including the housing growth elements of the Devolution Deal. A

key element of the plan was that it would underpin the truly affordable net zero target of 30,000 homes by 2028.

RESOLVED /-

That the contents of the paper be noted.

GMCA 219/23 MID-YEAR TREASURY REVIEW

Councillor Nazia Rehman, Deputy Leader of Wigan Council, presented the mid-year treasury review written in accordance with the requirements of CIPFA's Code of Practice on Treasury Management.

The report highlighted the ongoing uncertainties in the current economic landscape and the fluctuation in interest rates. The capital programme and borrowing remained under constant review to achieve optimum value and risk exposure into the medium and long term.

RESOLVED /-

That the Treasury Management Strategy Statement and Annual Investment Strategy Mid-Year Review Report 2023/24 be approved.

**GMCA 220/23 GREATER MANCHESTER INVESTMENT
RECOMMENDATIONS**

Councillor Nazia Rehman, Deputy Leader of Wigan Council, presented a report seeking approval for investments into Wi-Q Limited and SMIDSY Ltd (trading as "Beryl") and novation of a loan from Evergreen 1 to the Core Investment Fund in relation to the Broadway Green development. The investments would be made from recycled funds.

RESOLVED /-

1. That an equity investment of up to £350k to Wi-Q Limited be approved.

2. That an equity investment of up to £1m to SMIDSY Ltd (trading as “Beryl”) be approved.
3. That a loan novation of up to £12.95m to Chancerygate (Erdington) Ltd be approved.
4. That authority be delegated to the GMCA Treasurer and GMCA Solicitor and Monitoring Officer, to review the due diligence information in respect of the above investments, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the investments, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the investments noted above.

GMCA 221/23 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.

GMCA 222/23 GREATER MANCHESTER INVESTMENT RECOMMENDATIONS

Clerk’s Note: This item was considered in support of the report considered in Part A of the agenda (minute 220/23)

RESOLVED /-

That the report be noted.

**Minutes of the Meeting of the GMCA Resources Committee held on
Friday 24 November 2023**

PRESENT:

Andy Burnham	Mayor of Greater Manchester
Councillor Eamonn O'Brien	Bury
Councillor Bev Craig	Manchester
City Mayor Paul Dennett	Salford
Councillor Mark Hunter	Stockport
Councillor Tom Ross	Trafford

IN ATTENDANCE:

Mayor Kate Green	Deputy Mayor, Police, Crime & Fire
Councillor Nazia Rehman	Wigan

ALSO PRESENT:

Andrew Lightfoot	GMCA Deputy Chief Executive
Gill Duckworth	GMCA Solicitor & Monitoring Officer
Steve Wilson	GMCA Treasurer
Julie Connor	GMCA Director, Governance & Scrutiny
Kevin Lee	Mayor of Greater Manchester's Office

RC/23/23/4 Apologies

Apologies were received and noted from Councillor David Molyneaux (Wigan).

RC/24/23/4 Chairs Announcements & Urgent Business

There were no Chairs Announcements or Urgent Business.

RC/25/23/4 Declarations of Interest

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

**RC/26/23/4 Minutes of the GMCA Resources Committee held on 27
October 2023**

RESOLVED/-

That the minutes of the meeting of the Resources Committee held on 27 October 2023 be approved as a correct record.

RC/27/23/4 Recruitment of GMCA & TfGM Chief Executive Officer Update

Andy Burnham, Mayor of Greater Manchester, introduced a report providing the Resources Committee with an update on the work of the Appointment Panel so far, specifically the proposed Role Profile, broad timeline for recruitment and proposed remuneration for a Group Chief Executive Officer role .

He also reiterated the importance of the appointment set within the context of the Autumn Statement announcements including the single settlement, which in his view, will change the nature of the GMCA's conversations with the government, the current system and provide the ability to make decisions in a more flexible environment.

The decision to progress the appointment of a Group Chief Executive, as recommended by the recruitment agency, would enable the opportunity to look at delivering efficiencies and economies of scale across a number of core corporate functions within TfGM, Fire and GMCA and a further report will be provided to the Committee on how this work will be progressed.

It was clarified that the appointment of a Group Chief Executive Officer was not intended to create a hierarchy between the GMCA and Greater Manchester districts, the intention was to better serve the Greater Manchester districts. The Group will be those organisations at a GM level ie, GMCA, TfGM & Fire. It was felt that the role description should emphasise the need for close collaboration with the Greater Manchester districts.

Gillian Duckworth informed the Committee that, if approved, the advert for the post will go live week beginning the 27 November, with the Appointment Panel to undertake the recruitment for recommendation to the GMCA on 22 March 2023.

RESOLVED/-

1. That the Role Profile for the Group Chief Executive Officer role be approved recognizing the need to emphasise collaboration with the GM local authorities.
2. That the remuneration for the role be approved at a range £220k - £250k.
3. That the broad timeframe for the recruitment process be noted.
4. That it be noted that the Appointment Panel will undertake the recruitment and make a final recommendation for appointment directly to the GMCA meeting in March 2024.

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Agenda Item 6

**Minutes of the meeting of the
GMCA Overview & Scrutiny Committee
held on Wednesday 22 November 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 Russell Bernstein	Bury Council
Councillor Imran Rizvi	Bury Council
Councillor John Leech	Manchester City Council
Councillor Basil Curley	Manchester City Council
Councillor Mandie Shilton Godwin	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 Helen Hibbert	Stockport Council
Councillor Naila Sharif	Tameside Council
Councillor Jill Axford	Trafford Council
Councillor Shaun Ennis	Trafford Council
Councillor Nathan Evans	Trafford Council
Councillor Fred Walker	Wigan Council

Also in attendance:

Andy Burnham	GM Mayor
Councillor Bev Craig	GM Portfolio Lead for Economy, Business and Inclusive Growth

Officers in attendance:

Eamonn Boylan	GMCA
Andrew McIntosh	GMCA
John Wrathmell	GMCA
Simon Nokes	GMCA
Nicola Ward	GMCA
Elaine Mottershead	GMCA
Kaja Davies	GMCA
Martin Lax	Transport for Greater Manchester
Nick Fairclough	Transport for Greater Manchester

O&SC 45/23 Welcome and Apologies

Apologies for absence were received from Councillor Joshua Brooks and Councillor Joanne Marshall.

O&SC 46/23 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. The Chair invited all members to stay if they were able to.

O&SC 47/23 Declarations of Interest

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

**O&SC 48/23 Minutes of the GMCA Overview and Scrutiny Committee
held on 25 October 2023**

Resolved/-

That the minutes of the GMCA Overview and Scrutiny Committee held on 25 October 2023 be approved as a correct record.

**O&SC 49/23 Minutes of the Joint Health Scrutiny and the
GMCA Overview & Scrutiny held on 8 November 2023**

Resolved /-

That the minutes of the Joint Health Scrutiny and the GMCA Overview & Scrutiny Committee held on 8 November 2023 be approved as a correct record.

**O&SC 50/23 GM Investment Plan, Frontier Sector Development and
Business Rates update**

O&SC 51/23 Greater Manchester Investment Zone

The Chair invited Councillor Bev Craig, Portfolio Lead for Economy, Business and Inclusive Growth and GMCA officers, Andrew McIntosh, and John Wrathmell to present these linked items together.

Councillor Bev Craig introduced the reports. The GM Investment Plan was a long-term plan to develop sites across Greater Manchester, not to only respond to Government policy, but to be pro-active and have clear milestones. The plan contained six identified growth zones, with links to the 2040 Transport Plan and funding streams such as Brownfield funding and others. The retention of business rates would also provide income and support the delivery of the Investment Plan. The support from local authorities would be welcomed in the development of the zones that were situated across Greater Manchester. Three investment zones had also been identified and would receive £80m capital and revenue funding over five years. Officers continued the presentation and highlighted the following:

- The GM Investment Plan would drive growth within 10-15 years. The latest Devolution Deal set out the decisions that would be made at Greater Manchester level at different times and set out a methodology for appraisal. There would be a clear framework for decision-making. A set of general principles would be adopted for investment and would be agreed at Greater Manchester level.

- A key part of the Investment Plan would be the Frontier Sector Development and this would feed into projects appropriately with links to skills development and interfacing with business investment decisions.
- The final part would be the retention of business rates with the ability to allocate five different zones where business rates could be collected and aggregated over a set period of time.
- It was clarified that the Investment Zones were not physical zones but more packages to develop particular sectors such as manufacturing and materials.
- Existing governance arrangements would be used. Businesses would be engaged through the GAMMA (Graphene, Advanced Materials and Manufacturing Alliance) network. All four GM universities were also involved.
- The Autumn Statement announcement (today) would set out more details.

Comments and questions:

- Members were keen to see the “people” element of this work linked to the more technical aspects, particularly in terms of links with employment. The work could be viewed through the lens of social justice and should consider how to help people who have missed out on opportunities. In response, it was noted that this could be a first for the region and investors were keen to be involved. The targets for the funding were not prescribed and, whilst it did not need to be directed to Education, Skills and Work, it was recognised that this would be an important area and route to progression.
- Members were pleased to see Northern Gateway within the GM Investment Zone as this offered a significant opportunity to re-balance the economy of this area.

- It was questioned whether the outcome of the Places for Everyone consultation would impact the delivery or outcomes of the Investment Plan. Officers confirmed that the Investment Plan would have no bearing on Places for Everyone being able to be implemented at the end of the consultation phase.
- Members suggested that opportunities to link these plans and other elements of the GM Strategy be explored e.g. the Bee Network, Places for Everyone, Atom Valley, Education, Skills and Work, and the Clean Air/Green City agenda.
- Further clarification on the funding was sought including the difference in capital and revenue streams and typically what might be targeted. It was confirmed that 60% of capital funding and 40% of revenue funding was given by the Government. There were five investment policy areas – infrastructure (predominantly capital), facilities (revenue to run the programmes), skills (mix of capital and revenue), local business support (predominantly revenue).
- Members questioned whether the £80m fund would be secure across the forthcoming five years. Officers reflected on the Chancellors commitment through his announcement of further Investment Zones in today's Autumn Statement.
- It was acknowledged that the maps depicting the business rates retention from Growth Zones were too small to decipher and revised copies would be circulated. The zones had been identified to maximise income rather than having geographical significance. It was confirmed that a business which was outside of the zone boundary line would not benefit from relocating. The benefits would be in the additional business rate retention income, which would be invested across Greater Manchester, and individual businesses would not be affected either adversely or favourably for being inside or outside the zones.
- A question about retained business rates was raised and whether any income that was gained would be inconsequential once the administration costs had been added. It was confirmed that the significant benefits from cumulative growth would outweigh any administrative costs and procedures.

- The difference between a growth and a development zone was queried along with the reference to “on menu” and “off menu” interventions for investment zones for which further details would be circulated. Officers explained that Growth Zones allowed for maximum growth in resources but freedom to invest across GM as required, whilst Investment Zones had to be spent in frontier sectors.
- There was discussion about the transport infrastructure and how it was fundamental to deliver these plans for investment and employment. In response, it was noted that the Bee Network had already started to give much more flexibility around responding to need and this would continue to grow as the vision for the network progresses.
- It was acknowledged that future investment into specific geographical areas had not been detailed in the report but this would form the next stages of the Investment Plan which would be shared with the Committee in due course.
- In response to a request for the Investment Plan to consider Greater Manchester’s responsibilities in relation to climate change, members were reminded that it was already delivering on the regeneration of Brownfield Land and incentivising the development of net zero homes.

Resolved/-

1. That officers note the comments from members after reviewing:
 - a. the overall approach to developing Frontier Sector Development Plans that will sit alongside the GM Investment Plan to direct investment in growth of our frontier sectors and growth locations.
 - b. how the Sector Development Plans should be most effectively brought into the Growth Locations.
 - c. The overall approach to developing the Investment Zone and the places and businesses which can benefit from the focus on Advanced Manufacturing & Materials.

2. That a social justice focus be considered as the Investment Plan is developed in order to create opportunities for those who have previously missed out on education, training and employment opportunities.
3. That the investment zone maps be enhanced and circulated to the Committee.
4. That the 'on menu' and 'off menu' interventions for the Investment Zone be circulated to the Committee.
5. That future iterations of the Investment Plan be shared with the Committee in due course.

O&SC 52/23 Local Transport Plan Process and Renewing Our Vision

GM Mayor Andy Burnham introduced this item and explained that the Local Transport Plan launched in 2017 was due to be refreshed and invited the Committee to comment and influence the revised version.

There were large parts of the plan that were still relevant and would remain but there were also significant core parts to debate. The “right mix” ambition for 2040 was to have 50% of journeys completed using public transport and/or active travel and 50% by vehicles. This target was considered to be a more significant priority than it was in 2017, with acknowledgement of changes in the landscape, for example, three out of four young people, under the age of 25, cannot drive nor were they learning to drive.

In 2017, there were 250 million journeys, under 1km, in Greater Manchester that were carried out by car. The latest figure demonstrated that this had now reduced to 150 million. This still meant, however, that there were approximately 410,000 journeys of under 1km being carried out, per day, in a car. There was clearly some behaviour change, but still further work to be done, particularly around the shared use of roads and highways.

It was recognised that there were different emerging themes since the 2017 plan was produced. The de-regulation and franchising of buses had been a significant achievement and there were opportunities now to dictate the pace of change. There were also further opportunities to dictate progression on decarbonisation, zero carbon

emissions and more compliance alongside the Trailblazer devolution deal. The eventual integration of rail would also be an important step.

The Committee agreed that the new Plan's focus should include affordability, accountability, a system that can respond to need and a 'right mix' approach. However, it was suggested that the right mix should be applied differently in each location as determined by current and planned transport infrastructure. It was clear that a 50:50 mix would not work for all areas of Greater Manchester.

Questions and comments:

- Members recognised the need to balance the use of road space for active travel, pedestrian, and vehicle use. They were keen to see different options explored further including the potential effects of displacement and welcomed the ambition of 'integration'.
- A member highlighted particular concerns about a CYCLOPS junction and the GM Mayor agreed to look at this separately to learn from the experiences of Manchester City Council and Trafford Council.
- There was a suggestion that increased patronage could benefit from consideration of the purpose of the journey (e.g. leisure, business/study, exercise) rather than the starting point and destination. Equally, consideration should be given to other factors such as seasonality, demographics, local choice etc.
- Members welcomed the efforts to date on improving safety and security on public transport, highlighting this as a particular issue for women and girls. Initiatives such as the GMP and TfGM live chat services were welcomed, as was the #IsThisOk campaign. They noted that safety on roads, and safety on transport, were two different elements that should be prioritised. The Committee further queried whether there should be an aspiration to also make public transport journeys 'pleasant'.
- The success of Our Pass was recognised and it was suggested that there could be potential for further expansion and promotion of the scheme.

- It was acknowledged that some journeys do still need to be done by car for various reasons and improvements should be sought across all modes, making those car journeys that were genuinely necessary to be more tolerable. This would need to be done in the context, however, of the overall vision to reduce car dependency and aiming for cleaner and greener targets and therefore it should be approached with proportionality. The Committee did reflect on the impact that just a 7% reduction in car usage over the school holidays has across the transport network.
- Members noted the increase in delivery vehicles across the conurbation and reported that their use of pavement parking was proving dangerous and damaging in some areas. It was clear that the Plan should prioritise safe and secure public travel, whether that be on pavements or any other mode.
- Finally, the Committee urged that the Plan should reflect strongly on Greater Manchester's clean air ambitions as a key driver for all the outputs, and that the Plan should be co-produced alongside residents, especially with regards to their neighbourhood right mix.

Resolved /-

1. That the comments of members on the following be noted:
 - a. the preparation of a new Local Transport Plan to date (LTP); including the development of a 'Renewing Our Vision' LTP engagement document; and
 - b. the contents of the report, specifically the vision statement, LTP goals, spatial themes, and network ambitions.
2. That the comments of the Committee will be shared with the GMCA as appropriate.

O&SC 53/23 Work Programme

Resolved /-

1. That the Overview & Scrutiny work programme be noted.

2. That members contact Nicola Ward directly if they had suggestions for topics on future briefing sessions.

O&SC 54/23 Dates of Future Meetings

The schedule for the future meetings was noted:

13 December 2023	1-3pm
24 January 2024	1-3pm
7 February 2024	1-3pm
21 February 2024	1-3pm
20 March 2024	1-3pm

Agenda Item 7

**MINUTES OF THE MEETING OF THE BEE NETWORK COMMITTEE
HELD THURSDAY, 23RD NOVEMBER, 2023 AT GMCA OFFICES, 56 OXFORD STREET,
M1 6EU**

PRESENT:

Councillor Eamonn O'Brien (Chair)	Bury
GM Mayor Andy Burnham	GMCA
Councillor Howard Sykes	Oldham
Councillor David Meller	Stockport
Councillor John Walsh	Bolton
Councillor James Gartside	Rochdale
Councillor Sean Fielding	Bolton
Councillor Alan Quinn	Bury
Councillor Tracey Rawlins	Manchester
Councillor Phil Burke	Rochdale
Councillor Mike McCusker	Salford
Councillor Grace Baynham	Stockport
Councillor Warren Bray	Tameside
Councillor John Vickers	Wigan

OFFICERS IN ATTENDANCE:

Michael Parker	GMP
Vernon Everitt	GMCA
Dame Sarah Storey	GMCA
Eamonn Boylan	GMCA
Gwynne Williams	GMCA
Ninoshka Martins	GMCA
Alex Cropper	TfGM
Steve Warrner	TfGM
Lucy Prince	TfGM
James Baldwin	TfGM
Martin Lax	TfGM
Peter Boulton	TfGM

BOLTON

MANCHESTER

ROCHDALE

STOCKPORT

TRAFFORD

BURY

OLDHAM

SALFORD

TAMESIDE

WIGAN

OFFICERS IN ATTENDANCE:

Alison Chew	TfGM
Jonathan Marsh	TfGM
Rosalind O'Driscoll	TfGM
Chris Barnes	TfGM

BNC/38/23 Apologies

The Chair welcomed Dame Sarah Storey, Active Travel Commissioner, Vernon Everitt, Transport Commissioner and Michael Parker, Chief Inspector for Road Safety to the meeting.

Apologies for absence were received from Councillors Paul Prescott, Dan Costello, Elaine Taylor, Aidan Williams, Paul Dennett and Hamid Khurram.

BNC/39/23 Declarations of Interest

None received.

BNC/40/23 Chair's announcements and Urgent Business

- **Proposed Rail Ticket Office Closures Decision**

At the July meeting of the Bee Network Committee, members unanimously supported the action of the Mayor of Greater Manchester and other Mayors in opposing the proposal to close ticket offices in rail stations. Members were informed that on 31 October, proposals to close or reduce staffed hours of rail station ticket offices across the country had been rejected in full by Transport Focus, following a public consultation which attracted 750,000 responses. Consequently, the transport secretary has asked all train operators to withdraw their proposals to close ticket offices.

- **Avanti West Coast**

It was reported that Avanti continued to have performance issues which have resulted in them removing 1 train per hour from their London-Manchester route from December, at one of the busiest times of the year on the railway.

While Avanti's performance had been impacted by problems with Network Rail's infrastructure, this does not explain the persistence of problems which are within its control to fix, many of which are long-term issues.

This ongoing poor performance calls into question the rationale for Avanti being awarded a new long-term contract in September. A further performance update was therefore requested under the rail programme item that was currently scheduled for January 2024.

- **Tranche 1 Performance Update**

The GM Mayor provided an update on the performance of Tranche 1 services and advised members that the latest information on punctuality would be shared with the Committee following the meeting.

Early days of operation were difficult for passengers and staff as new arrangements bedded in. Considerable amount of work was ongoing to ensure these issues were quickly settled with visible improvements being seen, and in some cases, services have started to outperform pre-franchised services.

It was noted that increasing patronage was essential to maintaining services. Members were therefore urged to continue promoting the network given that success of bus franchising was dependant on patronage levels.

Members were advised that work was underway to improve bus tracking feature and was being prioritised as an important function. Plans were underway to further improve customer experience, and as such further improvements to the Bee Network application including the added functionality of journey planning, apple and google pay functionality had been planned and would soon be available as part of future updates to the Bee Network application.

Through Bus Franchising GM was able to improve the quality of data being captured to allow greater insight into what can be done to improve services and to share learning with Tranche 2 areas. It was also noted that the management of roadworks was essential to reducing delays on the network therefore introduction of the Lane Rental Scheme was welcomed.

Considerable amount of work had been undertaken jointly with Highways England to improve punctuality on the network. Officers were thankful for the support received and were keen to get the same level of engagement in Tranche 2 areas.

To improve timekeeping, it was suggested that GM could explore introducing a tap on feature to the likes of London which doesn't require a ticket purchase and if feasible consider the option of introducing middle doors on buses.

Additional comments were made around the need to establish an overtime contract to prevent any potential issues that might arise due to driver shortages.

Further suggestions were made to introduce a V1 & V2 express service to manage demand during peak hours and to re-instate the 167-bus service. It was felt that there was a need to provide assistance to non-franchised areas to ensure existing concerns were picked up and addressed through franchising. Officers noted the comments raised and assured members that the comments made would be picked up through the network review process whilst alluding to the benefits of having Local Bee Network forums as a channel to directly report such issues and recommend changes. With regards to any specific issues facing non franchised areas, members were requested to contact TfGM directly.

RESOLVED/-

1. That it be noted that following a public consultation which attracted 750,000 responses the Transport Secretary has asked all train operators to withdraw their proposals to close ticket offices.
2. In noting the concerns raised around the decision taken by Avanti West Coast to remove 1 train per hour from their London-Manchester route from December, it was

agreed that a further performance update be provided under the rail programme item that was currently scheduled for January 2024.

3. That the update in relation to the performance of Tranche 1 services be noted and that the relevant data in relation to punctuality of services be circulated to members following the meeting.
4. That it be noted that to improve customer experience further improvements to the Bee Network application including the added functionality of journey planning including apple and google pay functionality would be included within future updates of the Bee Network application.

BNC/41/23 Minutes of the meeting held on 26 October 2023

RESOLVED/-

That the minutes of the meeting held on 26 October 2023 be approved as a correct record.

BNC/42/23 Greater Manchester Transport Strategy 2040: Progress Report

Consideration was given to a report that provided an update on progress made on delivering the Greater Manchester Transport Strategy 2040 and the Five-Year Transport Delivery Plan, from March 2022 and November 2023. Included within the report was an overview of GM's major commitments as well as a measured review of evidence to inform detailed discussions in GM for the refresh of the Local Transport Plan.

In response to the question raised arounds plans to extend Metrolink to Stockport, Wigan and Middleton, officers advised that future Metrolink extensions were currently being explored and would be outlined in more detail in the forthcoming refresh of the GM Transport Strategy 2040. Members were assured that that TfGM were closely working with districts officers to ensure the completion of individual Strategic Outline Cases (SOC).

The Rapid Transit Strategy, that would also include an update on the position around Tram-Train schemes and long-term rapid transit options would be brought to a future meeting of the Committee.

It was highlighted that improving safety was essential to building patronage on the network. Officers advised members that TfGM had launched #IsThisOK? campaign to encourage men travelling on public transport to consider their behaviour towards women and girls.

Further to that TfGM had also received funding following a successful joint bid with the British Transport Police and have since procured the headsets and the VR software needed for the delivery of the VR Headset Scheme. These virtual reality headsets would be used to give youngsters insight into the real impact missile attacks on trains, trams and buses have on passengers and drivers which is anticipated to deter antisocial behaviour on the network.

In discussing the importance of engagement, it was felt that engagement prior and post the launch of the strategy was essential to ensure the success of any scheme. Officers acknowledged the comments and advised that plans were underway to monitor the network with the view to improving punctuality of services. If members had any areas of particular concern, they were urged to flag them directly with officers at TfGM.

It was felt that further engagement with education facilities would also be beneficial to encourage take up and make young people aware of products on offer.

The need to engage with Highways England to deliver in a coordinated manner was seen essential to better managing the road network.

With regards to the question raised around the position of funding to improve step free access, it was clarified that no additional funding had been announced as part of the Autumn budget. Members were assured that should funding be made available TfGM would work to develop a list of prioritised schemes in conjunction with Network Rail.

It was noted that there was a huge opportunity through manufacturing to create further employment opportunities.

In discussing the position around rail, it was noted that further work was needed to be done to move the plan for rail forward within Greater Manchester and to address any capacity issues with government.

With regards to the suggestion to streamline the guided bus way service to reduce journey time, members were thanked for their suggestion and advised that it would be considered as part of the Local Transport Plan refresh.

In terms of the re-allocated funds for road resurfacing, it was explained that allocations for Greater Manchester were to be provided over an 11-year period. However, the issue with providing funding for this year at this late stage in the year making it extremely difficult to commit and spend therefore further sessions had been planned with the Highways Group and Transport Strategy Group to better understand how to take this piece forward.

Further details on the merger of A560 Stockport Road scheme with Tameside - Hattersley Viaduct scheme would be provided to Councillor Bray following the meeting.

RESOLVED/-

1. That the progress on Greater Manchester's committed transport delivery programme be noted.
2. That progress against the existing Right Mix vision and established 2040 Transport Strategy key performance indicators be noted.
3. That it be agreed that the implications of KPI monitoring, and delivery progress should be considered carefully to shape the refresh of the Local Transport Plan.
4. That it be noted that the Rapid Transit Strategy, that would also include an update on the position around Tram-Train schemes and long-term rapid transit options would be brought to a future meeting of the Committee.
5. That the measures that have been deployed to improve safety on the network, including the launch of the #IsThisOK? campaign to encourage men travelling on public transport to consider their behaviour towards women and girls be noted.

6. That it be noted that TfGM had received funding following a successful joint bid with the British Transport Police and have since procured the headsets and the VR software needed for the delivery of VR Headset Scheme. Virtual reality headsets will be used to give youngsters an insight into the real impact missile attacks on trains, trams and buses have on passengers and drivers which will potentially deter antisocial behaviour on the network.
7. That further details on the merger of A560 Stockport Road scheme with Tameside - Hattersley Viaduct scheme be provided to Councillor Bray following the meeting.

BNC/43/23 Greater Manchester Streets for All Design Guide

Consideration was given to a report that provided an overview of the Greater Manchester Streets for All Design Guide (Greater Manchester Transport Strategy 2040 sub strategy). The Guide would be supported by Supplementary Technical Guidance, co-developed by TfGM and local authorities, which would provide additional technical detail. The GM Model of Community Engagement would be embedded within the approach in order to successfully deliver schemes.

With regard to the query raised around the progress of the redevelopment of narrow the railway bridges, officers explained the constraints around funding and highlighted that work with Network Rail and TfGM was underway to plan for the replacement of both Greek Street and Stockholm Road bridges in 2025, ensuring these plans safeguard any future Tram Train / Metrolink schemes.

It was noted that the Streets for All Design Guide brought together existing multidisciplinary national standards and national and local guidance, however it was felt that there was a need for a pragmatic approach through advanced co-design given the conditionality around funding to be able to deliver what is most important for Greater Manchester.

Members sought to understand whether there was any progress made on enforcing pavement parking. Officer acknowledged that tackling pavement parking would be

beneficial for maintaining good pavement condition, however GM were yet to receive powers to enforce pavement parking.

In response to the comments raised around operation Park Safe and whether it was possible for this operation to be replicated in GM. It was reported that GMP had received details of the operation which was currently being reviewed to understand what could be implemented across GM.

To ensure that the guidance remains current core references would be periodically reviewed and updated. Minor updates to the design guide would be agreed by TfGM and local authorities via the GM Transport Strategy Group, GM Highways Group and GM Delivery Group. Any substantive changes would be brought to Committee for consideration.

RESOLVED/-

1. That it be noted that the key role the Greater Manchester Streets for All Design Guide will have in helping the region achieve the ambition set out in the Streets for All Strategy, GMTS 2040, and in building the Bee Network.
2. That the Greater Manchester Streets for All Design Guide V1.1; be adopted.
3. That it be noted that all schemes funded through the GMCA should be developed and designed following the approach and requirements set out in the Streets for All Design Guidance.
4. That it be noted that Supplementary Technical Guidance and any minor updates to the Design Guide be agreed by TfGM and local authorities using the GM Transport Strategy, GM Highways and GM Delivery Groups.
5. That it be noted that the commitment to return to this Committee in the event of substantive revision and update.

BNC/44/23 Road Safety Update

The report provides an annual update on Greater Manchester (GM) road casualty figures for 2022 (published on 28 September 2023), an update on GM wide road safety initiatives and reports on the progress to adopt the ambition of Vision Zero for GM.

In response to the concerns raised around the criteria for the installation of speed camera, officers advised that this criterion was set by the Department for Transport and TfGM had requested that the criteria be reviewed. DfT have since responded to an enquiry from TfGM stating that this refresh was within their pipeline of ongoing work, however no date for completion had been confirmed. It was therefore felt appropriate that on behalf of the Committee, a letter be sent to the Department of Transport outlining the concerns of members alongside recommending that a review of the existing criteria for the installation of speed cameras be undertaken as a matter of urgency. In the meantime, it was felt appropriate that a meeting be arranged with the Chief Constable to explore the options available to Greater Manchester.

It was clarified that through the Safer Roads Greater Manchester Partnership, funding, and coordination of the ongoing day to-day maintenance of 236 roadside safety camera would be provided with no additional costs to Local Authorities.

The need to work with local district policing teams was noted therefore it was agreed that details of neighbourhood policing inspectors would be shared with the Committee to allow members to share road safety concerns directly with GMP.

Concerns were raised around the use e-scooters and bikes involved in accidents and therefore members sought to understand whether there were any measures being put in place. Members were advised of plans to reduce road casualty figures through engagement with business owners to encourage the adoption of accountability standards through operation AVRO be noted.

RESOLVED/-

1. That the contents of the report be noted.

2. That plans to reduce road casualty figures through engagement with business owners to encourage the adoption of accountability standards through operation AVRO be noted.
3. That it be agreed that details of neighbourhood policing inspectors be shared with the Committee to allow members to share road safety issues directly with GMP.
4. That it be agreed that on behalf of the Committee a letter be sent to the Department of Transport outlining the concerns of members alongside recommending that a review of the existing criteria for the installation of speed cameras be undertaken.
5. That be agreed that a meeting be arranged with the Chief Constable to explore the options available to Greater Manchester until a response from Government is received.

BNC/45/23 Transport Capital Programme

Members are requested to note the current position on the Greater Manchester Transport Capital Programme and consider a number of City Region Sustainable Transport Settlement (CRSTS) and Active Travel funding draw-down requests in order to support the continued development and delivery of the programme.

RESOLVED/-

1. That the current position in relation to CRSTS1 and the recent announcement of indicative funding for CRSTS2 be noted.
2. That it be noted that the Strategic Outline Business Case (SOBC) in relation to the £53.6m Active Travel allocation within CRSTS1 has been submitted and approved in line with the previously agreed CRSTS assurance process. The drawdown of specific financial releases in relation to individual schemes within this overall allocation would be progressed through the previously agreed Mayoral Challenge Fund (MCF) governance process, as detailed within this report.

3. That the proposed reallocation of £6.8m CRSTS funding from the A577 Complementary Works scheme to the Golborne Station scheme be noted.
4. That in line with previously adopted practice, the draw-down of Active Travel funding as be approved as follows:
 - £1m of ATF3 funding for delivery of the Salford Irwell Street Phase 1 scheme;
 - £0.25m of ATF4 funding for the development of the Manchester Cycleway, Yellow Brick Road scheme;
 - £0.35m of ATF4 funding for the development of the Manchester Cycleway, CYCLOPS scheme
 - £0.17m of ATF4 funding for the development of the Bury Parkhills Road, Heywood Street Junctions scheme; and
 - £0.12m of ATF4 funding for the development of the Bury Radcliffe Metrolink Active Travel Access Package.
5. That it be agreed that the consideration and approval of the bid to the second round of funding for the DfT's Zero Emission Bus Regional Areas (ZEBRA) Scheme to the Chief Executive, GMCA and TfGM for submission to Government by 15th December.

BNC/46/23 Dates and Times of Future Meetings

- 14 December; 2 – 4 PM
- 25 January; 2 – 4 PM
- 22 February; 2 – 4 PM
- 21 March; 2 – 4 PM

Greater Manchester Combined Authority

Date: Friday 15 December 2023

Subject: Local Transport Plan - Renewing Our Vision

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

Purpose of Report

The Greater Manchester Transport Strategy 2040 (GMTS 2040) is GM's statutory Local Transport Plan. GMTS 2040 is Greater Manchester's strategy to ensure everyone has access to safe, decent and affordable transport. It sets out how transport will help deliver the Greater Manchester Strategy's ambition of a greener, fairer and more prosperous city region.

We have developed a document, 'Renewing Our Vision' which sets out how we are proposing to update our Local Transport Plan vision. It is a high-level document which will be used to engage with stakeholders as we develop the refreshed Local Transport Plan.

Recommendations:

GMCA is asked to:

1. Note the development of a Greater Manchester's transport vision as part of a refreshed Local Transport Plan.
2. Approve the attached 'Renewing Our Vision' stakeholder engagement document.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

Note the importance of the LTP to deliver the wider objectives of the GM Strategy and the intention to undertake an Equalities Impact Assessment (EIA) as part of a wider Integrated Assessment that will also include Strategic Environmental Assessment (SEA), Health Impact Assessment (HIA) and Habitat Regulation Assessment (HRA).

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	A key aim of the LTP will be to support equality of opportunity for all.
Health	G	The LTP will set the strategic framework transport to influence and improve health outcomes
Resilience and Adaptation	G	The LTP will set the framework for the creation of a resilient transport network that is better adapted to climate change impacts in the future.
Housing	G	The LTP will set the framework for improving access to housing, the creation of key transport connections to new-build sites and sustainable release of new development.
Economy	G	The LTP will set the framework for investment in the transport network to improve reliability and efficiency to boost local economies and improve access to employment locations
Mobility and Connectivity	G	The LTP will set the framework for improved mobility and connectivity
Carbon, Nature and Environment	G	The LTP will set the framework for improving local air quality, reducing carbon emission, and environmental protection and improvement, through transport interventions.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The LTP will set out the vision, ambition and policy requirements for the transport network to achieve carbon neutrality by 2038.

Further Assessment(s):

Equalities Impact Assessment and Carbon Assessment

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

Overall Score



Buildings

Result

Justification/Mitigation

New Build residential

#####

LTP will set the framework for consideration at infrastructure design stage

Residential building(s) renovation/maintenance

N/A

New build non-residential (including public) buildings

N/A

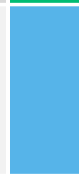
Transport

Active travel and public transport



The LTP will set the framework for active travel and public transport improvements

Roads, Parking and Vehicle Access



The LTP sets the framework for access to development and delivery of electric vehicle charging points. Some road capacity improvements are likely to be required to release development in conjunction with Active Travel and Public Transport improvements, and in some circumstances the provision of infrastructure may lead to a decrease in parking spaces.

Access to amenities



The LTP will set the framework for improved access to shops and services - however, the question relates to "a development" so is not directly applicable.

Vehicle procurement

N/A

Land Use

Land use



The LTP will set the framework for transport infrastructure, net gain and preservation of green space and habitats will be an important tenet.

No associated carbon impacts expected.



High standard in terms of practice and awareness on carbon.



Mostly best practice with a good level of awareness on carbon.



Partially meets best practice/ awareness, significant room to improve.



Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

N/A

Legal Considerations

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

Financial Consequences – Revenue

Staff time and resources are required within both TfGM and each local authority to prepare and consult on the LTP refresh.

The document will inform government transport investment decisions, so failure to deliver in line with DfT requirements is likely to impact on future funding levels for GM.

Funding for public engagement and consultation will be met from existing budgets.

Financial Consequences – Capital

The document will inform government transport investment decisions, so failure to deliver in line with DfT requirements is likely to impact on future funding levels for GM. The refreshed LTP core strategy document will contain high-level priorities and will set out the broad funding ‘ask’ of government. The Delivery Plan (2027-32) will contain more detailed information on capital funding requirements for GM transport schemes. The strategy will also need to reflect recent government announcements regarding Network North.

Number of attachments to the report: 1 – Renewing Our Vision

Background Papers

[Greater Manchester Transport Strategy 2040](#)

[Report to Bee Network Committee, 26 October 2023, Local Transport Plan Process](#)

[Report to GMCA Overview and Scrutiny Committee, 22 November 2023, Local Transport Plan Process and Renewing Our Visions](#)

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?
No. This report seeks approval of a stakeholder engagement document to support the refresh of Greater Manchester’s Local Transport Plan, approval of which will be a major strategic decision taken by GMCA.

Exemption from call in

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

No

Comments/recommendations from Overview & Scrutiny Committee

The Local Transport Plan Refresh was discussed at Overview and Scrutiny Committee on Wednesday 22 November 2022. Any recommendations will be reported at the GMCA meeting.

Comments/recommendations from Bee Network Committee

The Bee Network Committee is due to consider this report on Thursday 14 December. Any recommendations made the Committee will be reported at the GMCA meeting.

1. Introduction

Background – LTP Refresh

- 1.1 At its meeting in October 2023, the Bee Network Committee received a report on the process to update Greater Manchester’s Local Transport Plan (LTP), the Greater Manchester Transport Strategy 2040 (GMTS 2040).
- 1.2 GMTS 2040 was adopted in 2017, with a light refresh undertaken in 2021.
- 1.3 The LTP guides future investment and strategic policy decisions for transport across Greater Manchester (GM) by demonstrating a clear rationale for intervention, high-level government funding and local investment for transport.

Renewing our LTP vision

- 1.4 As part of the process of refreshing the LTP, we are renewing our vision for transport. To support this activity, we have developed a high-level document which will be used to engage with stakeholders as we develop the refreshed LTP and its vision.
- 1.5 This document will support input from across GM and ensure that collective ambitions for transport are reflected in our refreshed LTP.
- 1.6 The draft document is attached for approval at Appendix 1.

2. Our Current Vision for Transport

- 2.1 The current LTP, GMTS 2040, identifies what Greater Manchester needs from its transport system to help create a successful, resilient city region, ready to tackle the challenges and opportunities of the 21st Century.
- 2.2 **Vision Statement:** Our current vision statement is for GM to have “*world class connections that support long-term, sustainable economic growth and access to opportunity for all, supporting the Greater Manchester Strategy’s ambition for a greener, fairer and more prosperous city region*”. This vision is underpinned by four key elements, which represent the goals of the strategy: Supporting sustainable economic growth; Protecting our environment; Improving quality of life for all and; Developing an innovative city region.

2.3 **Seven Network Ambitions:** Our Local Transport Plan identifies seven network ambitions, which we apply consistently as we improve Greater Manchester's transport system to ensure that it meets the needs of all transport users. The ambitions are:

- Integrated
- Inclusive
- Healthy
- Environmentally responsible
- Reliable
- Safe and secure
- Well-maintained and resilient

2.4 **Growth and Right Mix:** Our current vision for transport in GM is also built around our Right Mix target – that by 2040, 50% of all journeys in Greater Manchester will be made by public transport or active travel, with no net-growth in motor vehicle traffic over that period. At the same time, demand for transport in Greater Manchester is expected to grow, as a result of population and economic growth.

2.5 **Spatial Themes:** To support development of the Transport Strategy and delivery of our Right Mix ambition, trips in GM have been grouped into spatial themes. Grouping journeys into spatial themes can help us to identify which trips might be the most effective to target in order to meet our Right Mix ambition. For example, we can target an increase in neighbourhood trips by public transport or active travel by making neighbourhoods more attractive places to walk, wheel or cycle around. The proposed Spatial Themes are:

- Neighbourhood trips
- Regional Centre trips
- Wider City Region trips
- City to City trips
- Town Centre trips

We have set out our ambition for what the transport network should aim to achieve for each of these spatial themes. While town centres have always been a key consideration in transport planning, they have not previously had a dedicated Spatial Theme. The engagement process will seek to define a clear ambition for our town centres.

3. Renewing Our Vision

- 3.1 As we refresh our LTP, the time is now right to renew our vision. Greater Manchester and its transport network are in a different position compared to when the previous LTP was published in 2017. New opportunities have emerged, for instance, the development of the Bee Network, new powers devolved to GM via the Trailblazer Devolution Deal, and the announcement of CRSTS2 funding contributing to an overall pipeline to the end of the financial year 2031/32 of c£3.5bn. At the same time, new challenges have arisen, including the long-lasting impacts of the COVID-19 pandemic; and unprecedented, in recent times, levels of inflation.
- 3.2 Locally, we have also set new strategic ambitions since 2017. Our Places for Everyone Plan and target of carbon neutrality by 2038, alongside other strategies, need to be reflected in our LTP vision.
- 3.3 To respond to these changing circumstances, our stakeholder engagement materials will include an overview and review of our current LTP ambitions and policies.

Review priorities

- 3.4 Renewing the core components of the LTP vision will be based around the following key questions:
- Do the vision statement and four goals capture our long-term strategic ambitions for transport in Greater Manchester?
 - Are the proposed Spatial Themes right?
 - Are the proposed Network Ambitions right?
- 3.5 **Right Mix:** Our Right Mix target is also under review. The efficient movement of people and goods across the network is vital for us to enable economic growth, to become carbon neutral by 2038 and to make Greater Manchester a healthier city region.
- 3.6 As described above, our transport network is operating under a different set of circumstances to when the Right Mix target was originally agreed. It is therefore timely that we review this ambition, to ensure it accounts for new travel behaviours, as well as our long-term commitments for the environment, road safety, congestion and growth.
- 3.7 As part of our Right Mix ambition, we developed a pathway to achieving it, which was last updated in 2021. Further work will be needed to develop a new Right Mix

pathway as part of the refreshed Local Transport Plan, informed by new developments like GM's target of reaching net zero by 2038.

3.8 Through the document, we will ask stakeholders if they agree that now is an appropriate time to revisit our Right Mix ambition.

3.9 **Network Ambitions:** Linked to each of the seven principles is an ambition for how the transport network will have developed by 2040. The review provides a summary of the ambitions, sets out what progress we have made and what future work is planned to help us achieve them.

3.10 On the basis of changes to transport in GM in recent years, the review makes a series of recommended changes to the Network Ambitions that better reflect transport in GM as it is now, and what is coming in the future. For example:

- Our **integrated** ambition should reflect the Bee Network, as this is now central to providing seamless and easy-to-use services.
- Our **inclusive** ambition should also refer to '**affordable**' which represents our commitment to keep fares as low as possible.
- **Environmentally responsible** should become **sustainable** to align with our Bee Network customer commitments.

Who has been engaged so far?

3.11 While TfGM officers are drafting the renewed LTP, members and officers from across Greater Manchester have a key role to play in its development. Their feedback and comments will be key to its direction and evolution.

Next Steps

3.12 With GMCA's approval, the document will be the basis for targeted engagement with key stakeholders in early 2024.

Draft

Greater Manchester Transport Strategy 2040

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Renewing our vision

Introduction

This document sets out how we are renewing our vision for Greater Manchester's next Local Transport Plan (LTP). It is a high-level document which supports engagement as we develop our collective, refreshed LTP.

This document includes:

- A summary of our existing goals and ambitions
- Commentary on progress since the previous LTP was published in 2017
- Consideration of whether our goals and ambitions need to be revised or updated
- Proposed new goals and ambitions for discussion with stakeholders



Background – Our Local Transport Plan

We are refreshing our Local Transport Plan (LTP), known as the Greater Manchester Transport Strategy 2040. The LTP is a statutory document which sets out our long-term objectives for transport.

Transport is crucial in supporting Greater Manchester’s ambitious plans, including those set out in the Greater Manchester Strategy (GMS) with its vision ‘to make Greater Manchester one of the best places in the world to grow up, get on and grow old’.

The Greater Manchester Transport Strategy 2040 was adopted in 2017. The GMTS 2040 also includes sub-strategies such as:

- Streets for All Strategy
- Greater Manchester Bus Strategy

The LTP matters because it sets the strategic direction for transport in GM and provides the foundation for policies that will help get us there.

Preparing a refreshed LTP will be a collaborative exercise. TfGM will be 'holding the pen', but the plan will need to be formally adopted by each Local Authority, and input is required from partners and stakeholders to ensure our next LTP captures our ambitions for transport in Greater Manchester.



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Greater Manchester

Greater Manchester is a thriving city region.

Our population is growing, and our economic output is significant – with a GVA of £75bn, our economy is bigger than that of Wales, Northern Ireland or some European countries like Croatia. Between 2000 and 2021, our economy grew 50% and the number of jobs in the regional centre increased by 49%.

Nevertheless, there are challenges and untapped potential – which sustainable transport can help unlock:

- **Growth and productivity** – GM's productivity should be much greater for a city region of our size, poor public transport is holding us back.
- **Deprivation** – a quarter of our residents live in the most deprived neighborhoods in the country. 27% of households in GM do not have access to a car and therefore likely to rely heavily on public transport. For example, nearly 90% of bus users surveyed do not have access to a car.
- **Health** – Life expectancy in GM is lower than the national average. Two-thirds of adults are overweight or obese and a sedentary lifestyle is a factor in one in six deaths in the region.

Greater Manchester

- **Transport is not yet fulfilling its potential** – Bus patronage has been in decline, Metrolink has grown but not everywhere and rail services have been unreliable. Environmental or safety concerns have prevented some residents from traveling actively and all transport would benefit from a more integrated offer. Across the country, the cost of rail, bus and coach fares have risen faster than the cost of motoring in the last 20 years.
- **Car ownership continues to grow** – Car dependency in Greater Manchester is growing. Many people do not see public transport and active travel as a realistic alternative to the car. We have a task to make the alternative modes an attractive and credible alternative.
- **Our ambition to be carbon neutral by 2038** – Transport makes up around a third of carbon emissions. Decarbonisation of travel and transport needs to happen quickly, and that will involve behaviour change, over and above delivering the Bee Network on a scale we have not previously seen.

Renewing our vision

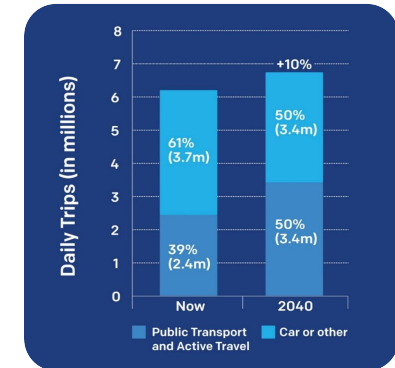
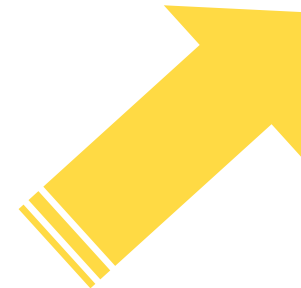
Transport Vision

Network Ambitions

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Growth & Right Mix



Core Local Transport Plan, including modal ambitions and spatial themes

Greater Manchester is on the move. Our city region is undergoing rapid, transformational change. Our population is growing, so is our economy and we have big ambitions for our health and environment. What we need is a transport system that can get us there.

The current vision for transport, set out in the Greater Manchester Transport Strategy 2040 is to have **world class connections that support long-term, sustainable economic growth and access to opportunity for all**, supporting the Greater Manchester Strategy's ambition for a **greener, fairer and more prosperous city region**.

Our ambitions for a high-quality transport system have developed over time – this document highlights the successes that have been achieved in the last few years and sets out the critical next steps in our path to meeting our 2040 objectives. This Vision is about identifying what Greater Manchester needs from its transport system to help create a successful, resilient city-region, ready to tackle the challenges and opportunities of the 21st century.

We aim to achieve this through 7 **Network Ambitions** :

Integrated

Inclusive &
Accountable

Healthy

Environmentally
responsible/
Sustainable

Reliable

Safe and
secure

Well-
maintained and
resilient

Through the Bee Network, Greater Manchester's new integrated transport system, we are putting these ambitions into practice as our commitments to customers.

As a growing city region with big plans for the future, our transport network needs to support more people making more journeys.

To support these additional journeys, as well as better lives and economic growth, we will need to make more efficient use of our existing transport network through effective management of our highways and by reducing our reliance on motor vehicles. We have previously set out this ambition through our Right Mix target, which aims to increase the proportion of journeys by active travel and public transport - and put us on a path to a more sustainable future.

The efficient movement of people and goods across the network is vital for us to enable economic growth, to become carbon neutral by 2038 and to make Greater Manchester a healthier city region. Since our Right Mix target was agreed, new opportunities have emerged, such as the development of the Bee Network. However, there are also new challenges, like the long-lasting impacts of the COVID-19 pandemic. We also need greater local control of our transport network – Greater Manchester should have a bigger role when it comes to shaping local transport.

Our plans need to respond to these changing circumstances, so we are developing a new Right Mix target that will sit at the heart of our vision for transport to 2040.



Our current transport vision

As it stands, the current vision for our Local Transport Plan is for Greater Manchester to have *'World-class connections that support long-term, sustainable economic growth and access to opportunity for all'*.

Page 63 Our vision is underpinned by four key elements, which represent the goals of our Strategy: supporting sustainable economic growth, protecting our environment, improving quality of life for all and developing an innovative city region.



Are these appropriate over-arching goals for the strategy? Should “innovation” be a supporting principle rather than a main goal? Is the vision statement ambitious enough? Do the vision statement or over-arching goals need to be more detailed, or is it OK to keep the detail in our Network Principles (Integrated / Inclusive / Healthy / Environmentally responsible / Reliable / Safe and secure / Well-maintained and resilient)?

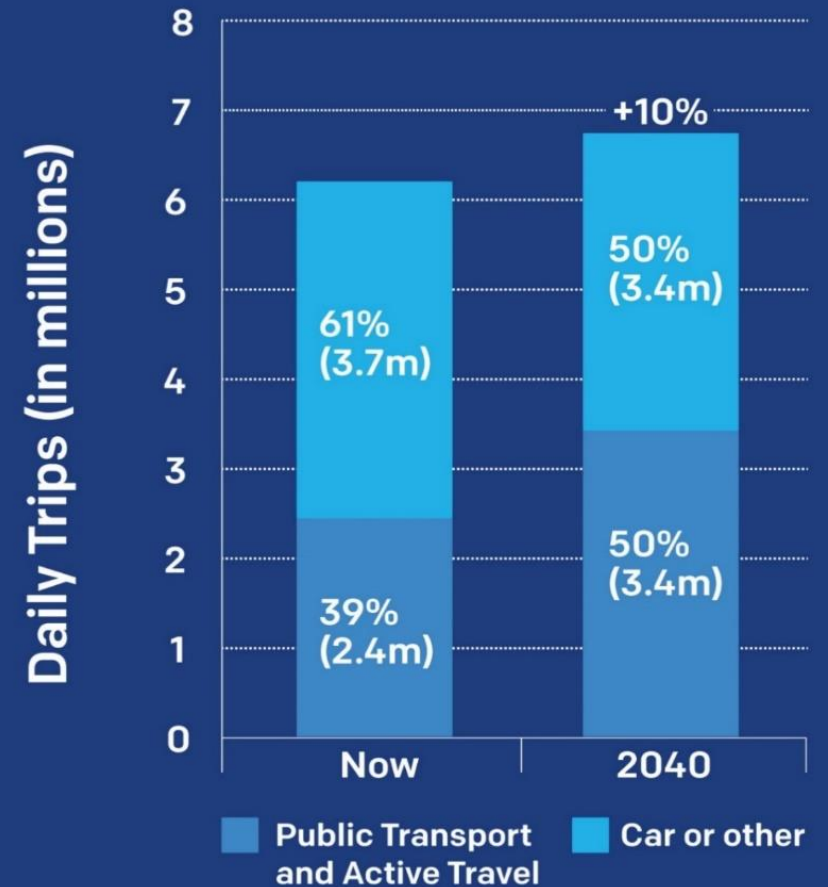
Right Mix

In 2019, we set out our ambition to improve our transport system so that by 2040, 50% of all journeys in Greater Manchester would be made by public transport or active travel, with no net-growth in motor vehicle traffic.

Right Mix supports our vision for a greener, fairer and more prosperous city-region. This would mean reducing car trips from over 60% in 2017 to no more than 50% of trips per day by 2040. These targets are based on achieving zero net growth in motor vehicle traffic in Greater Manchester over the period to 2040.

Since we set our Right Mix target in 2019, the environment in which we are working has changed. There are new opportunities to boost the number of trips by public transport and active travel, for example through the development of the Bee Network. There are challenges too, such as the COVID-19 pandemic and its impact on daily lives and travel behaviour.

In light of these changes, we are reviewing our Right Mix ambition.



Right Mix

Why we might adopt a more ambitious Right Mix target

- **To reduce traffic.** Current Right Mix target has no net growth in motor vehicle traffic, a more ambitious target would reduce traffic on our roads, making public transport (especially buses) run better and improving highways performance for all road users.
- **To reduce road danger.** As a city region we are looking to adopt Vision Zero (a target of no deaths and severe injuries on Greater Manchester's roads), which will require a reduction in traffic.
- **To hit our carbon targets.** As a city region we are aiming to be carbon neutral by 2038, this will require a reduction in traffic (as well as transition to zero emission vehicles).
- **To deliver wider benefits.** Additional mode shift to active or sustainable travel would deliver social, economic, environmental and health benefits, boosting productivity, reducing costs to welfare, GMP and NHS.

Right Mix

We have published a Right Mix pathway, which identifies how we intend to reach our target, for example by increasing the number of neighbourhood trips taken by active travel and by increasing the number of people using rapid transit to travel across the city region.

The pathway was last updated in 2021. As set out in this document, now is an appropriate time to revisit and update it to take account of Greater Manchester's decarbonisation ambitions and the changing environment in which our transport network operates.

Further work will be needed to develop a new Right Mix pathway as part of our refreshed Local Transport Plan, but we anticipate that this could result in a more ambitious target e.g. **for more than 50% of all trips to be made by active travel and public transport, with a net reduction in motor vehicle traffic.**



Do you agree that now is an appropriate time to revisit our Right Mix ambition?

Spatial themes

To support development of the Transport Strategy and delivery of our Right Mix ambition, trips in GM have been grouped into spatial themes, which help us identify the types of trips and how they can best be influenced:

Neighbourhood trips

- Trips less than 2km outside the Regional Centre, with at least one end inside GM.

Regional Centre trips

- Trips that start and/or end in the Regional Centre

Wider City Region trips

The remaining trips within GM that have both ends no more than 10km beyond the GM boundary.

City to City trips

- Trips with one end in GM, and the other more than 10km outside the GM boundary.

Our stated ambitions for each spatial theme are set out in Appendix 1.

Town Centre trips

Whilst town centre trips have always been considered, GM will formally add town centre trips to this list, covering trips made to, from or within principal town centres. This will acknowledge town centres as being the focus of transport networks, their role as major employment, education & retail areas, and the site of regeneration and development across GM.

The Bee Network

Since the last LTP was published, we've developed our vision for the Bee Network, Greater Manchester's future integrated transport network which brings together walking, wheeling & cycling, bus, tram and trains as one consolidated network.

A new, reliable, affordable and sustainable way for our people, businesses and visitors to get around, connecting them to new opportunities, essential services and each other.

Journeys will be marked by one recognisable brand, the bee, which unites the transport network and acts as a mark of quality. **No matter what the journey, the Bee Network should be the natural choice of travel in Greater Manchester.** The Bee Network has been made possible by the devolution of more powers to GM. For example, through bus franchising or powers to integrate local rail services into the network by 2030.

The Bee Network is at the heart of our vision for transport in Greater Manchester. It will propel us towards our ambitions for economic growth, the environment and achieving the seamless nature of connectivity from which we want our customers and businesses to benefit and experience.

Our refreshed LTP will therefore need to reflect this ambition and acknowledge the progress already made in delivering the Bee Network.



Our Network Ambitions

Our Local Transport Plan identified seven network principles, which we apply consistently as we improve Greater Manchester's transport system to ensure that it meets the needs of all customers.

Linked to each of the 7 principles is an ambition for how transport will have developed by 2040.

The following sections provide a summary of the ambitions, set out progress we have made, and what future work is planned to help us achieve them. Each page contains prompts for how the principles might change in our refreshed LTP.

Lastly, based on those prompts, a set of new ambitions are proposed for consideration.



Our current network ambitions – on a page

Integrated

Our Ambition: To enable people to move seamlessly between services on a **single, high quality, easy-to-use network**; providing choice and supporting low-car lifestyles, made possible by integrated land use and transport planning.

Inclusive

Our Ambition: To develop a fully **inclusive and affordable** sustainable transport system for all.

Healthy

Our Ambition: To develop a transport system that supports people in **leading active, healthy lives**.

Environmentally responsible

Our Ambition: For Greater Manchester to be known for the quality of its urban areas and natural environments, with transport **carbon emissions reduced** to near zero by 2038, and new transport schemes delivering **environmental enhancements** whenever possible.

Reliable

Our Ambition: To develop a transport network that offers **reliable information and journey times** and gives people the confidence to use public transport.

Safe and secure

Our Ambition: To **reduce deaths** on our roads as close as possible to zero and ensure that poor perceptions of **personal security** are no longer a significant barrier to people using public transport or walking and cycling.

Well-maintained and resilient

Our Ambition: To bring the transport network into a good state of **repair, maintain** it in that state and ensure that it can withstand unexpected events, exceptional demand and severe weather.

Reviewing our ambitions

- Since our Network Ambitions were established in 2017, much has changed.
- From the arrival of the Bee Network to the long-term impacts of the COVID-19 pandemic, the transport landscape in Greater Manchester has been reshaped significantly. In addition, we need to take into account decisions made outside the GM boundary around HS2 and the Strategic Road Network, which is managed by National Highways.
- To ensure our Network Ambitions are still the right ones, we have reviewed each in turn and considered what has changed and what changes are still to come in each thematic area.
- **The outputs of this review are included at Appendix 2.**
- Using this analysis, we have developed a proposed set of updated Network Ambitions.

Our proposed network ambitions

Integrated

Our Ambition: To enable people to move seamlessly between services on a single, high-quality, easy-to-use network. **The Bee Network** provides choice and supports low-car lifestyles, made possible by integrated land use, digital technology and transport planning.

Inclusive and accountable

Our Ambition: To develop a fully **inclusive and affordable** sustainable transport system for all that is accountable both politically and to customers.

Healthy

Our Ambition: To develop a transport system that supports people to lead healthy lives through active travel and improved air quality.

Environmentally Responsible/Sustainable

Our Ambition: For Greater Manchester to be known for the quality of its urban areas, natural environments with transport **carbon emissions reduced** to near zero by 2038, and new transport schemes delivering **environmental enhancements** whenever possible.

Reliable

Our Ambition: To develop a transport network that offers **reliable information, reliable journey times** and gives people the confidence to use public transport.

Safe and secure

Our Ambition: To **reduce deaths** on our roads ~~as close as possible~~ to zero and ensure that poor perceptions of **personal security** are no longer a significant barrier to people using public transport or walking and cycling.

Well-maintained and Resilient

Our Ambition: To bring the transport network into a good state of **repair, maintain** it in that state and ensure that it can withstand unexpected events, exceptional demand and severe weather.

Funding our vision

To deliver our vision for transport in 2040, we need a funding model to get us there. Recent years have made clear how vulnerable our current funding model is to changes in the world around us. Reduced passenger numbers and higher operating costs are placing pressure on transport authorities around the country.

To deliver the Bee Network, as well as our long-term ambitions for transport in GM, we need a funding model that provides financial sustainability, thereby providing certainty and reliability for customers. Our future funding model needs to support the following

actions:

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Sustain the network: the network must continue to be well-maintained resilient, safe and reliable.

- **Grow the network** to meet growing demand and continue to improve accessibility.
- **Transform the network:** to accommodate and exploit opportunities from improvements to regional and national inter-urban connectivity. We also need to exploit funding opportunities that grow the network locally, for example, integration of rail into the Bee Network or the Tram-Train Pathfinder project.

To deliver against our ambitions for transport, we will need to do all three of the actions outlined above. The refreshed LTP will help us to prioritise how we do this.

Sustain

Grow

Transform

Key areas for feedback

Do the vision statement and four goals capture our long-term ambitions for transport in Greater Manchester?

Do you agree that now is an appropriate time to revisit our Right Mix ambition?

Are the current spatial themes right?

Are the proposed network ambitions right?

Appendix 1 – Spatial themes

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Spatial Themes

In order to understand our Right Mix targets better, we have developed five spatial journey types, or 'Themes' – that can help us identify which types of trips might be most effective to target. Each theme has an associated ambition:

Connected neighbourhoods & town centres	Travel across the wider city region	City-to-city links
<p>Our Ambition: For local neighbourhoods to be safer and more pleasant to walk and cycle around, with the impact of traffic on local roads reduced and a year-on-year reduction in collisions.</p> <p>To achieve our Right Mix vision, we want to make walking and cycling the natural choice for short journeys.</p> <p>Ensuring that our town centres are attractive and well connected - and that interchanges are easier to access - will increase the proportion of journeys made by public transport and encourage people to use local shops and other facilities.</p>	<p>Our Ambition: That our regenerated town centres are easy to get to, particularly by sustainable modes, and pleasant to walk around and spend time in.</p> <p>Journeys across the area, between centres or to other major destinations will be made easier through improved orbital public transport and cycle connections and less congested roads. Road collisions will fall, year on year, moving towards our goal of reducing deaths and serious injuries as close as possible to zero.</p> <p>The significant new development expected in Greater Manchester will be accessible by sustainable modes of transport, so that the impact of the extra trips on the road network is minimised.</p>	<p>Our Ambition: To see an increasingly productive, inclusive and prosperous region, supported by transformed connectivity between the major cities of the North of England, and to the Midlands, London and Scotland.</p> <p>There will be a step-change in quality, speed and reliability of our city-to-city rail links, allowing travel to Liverpool, Leeds and Sheffield in 30 minutes or less and to London in just over an hour.</p> <p>The strategic highway network will offer more reliable journey times. More freight will be moved by rail and water. Transformed infrastructure, smart ticketing and customer information will encourage more trans-northern journeys to be made by public transport.</p>

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Spatial Themes continued

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Travel to and within our regional centre	Global connectivity
<p>Our Ambition: For a well-connected, zero-carbon Regional Centre at the heart of the North (served by HS2 and Northern Powerhouse Rail Services), offering residents, employees and visitors a great place to live, work and visit.</p> <p>To support our Right Mix vision, we are aiming for 90% of morning peak trips into the city centre to be made on foot, by bicycle or public transport before 2040. This means fewer cars in the city centre so we can give more space for people to walk and cycle and to create more liveable, cleaner and greener places.</p> <p>Freight and servicing will also be better managed to minimise the negative impacts of commercial vehicles on the Regional Centre.</p>	<p>Our Ambition: To support growth at the Airport and the adjacent Enterprise Zone by: bringing many more people within one- and two- hour rail journey times to improve the reliability of the highway network near the Airport; and to ensure that public transport services better meet the needs of Airport customers and employees. Fewer people will drive to work at the Airport, with transformed sustainable transport connectivity from across Greater Manchester and beyond.</p> <p>The Atlantic Gateway corridor will be developed to maximise the sustainable movement of goods by water and rail. We support the development of the Port Salford area as a tri-modal (rail, water and road) logistics park and development zone to improve access to global markets via the Port of Liverpool.</p>

Refining our ambitions

Town centre trips did not have their own theme in the 2017 LTP: should they now have a place in spatial themes? Should our Spatial Themes reflect Vision Zero ambitions? Text should be updated to 'walking wheeling & cycling'.

Appendix 2 – Review of Network Ambitions

Integrated

Our Ambition: To enable people to move seamlessly between services on a **single, high quality, easy-to-use network**; providing choice and supporting low-car lifestyles, made possible by integrated land use and transport planning.

Draft

What's changed?

- The Places for Everyone plan sets out the land available for growth, across nine GM authorities, and sets policies for its sustainable development.
- Delivery of the Bee Network has begun:
 - The first franchised bus services in Greater Manchester launched in September 2023.
 - Capped bus fares.
 - AnyBus + Tram tickets
 - Successful launch of GM Cycle Hire, granting access to bicycles for over 400k journeys.
 - Over 100km of high-quality walking, wheeling & cycling routes delivered since 2017.

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What's next?

- On-going coordination of transport and land use planning and policy - especially as local land use plans are developed within each local authority.
- By 2025, all GM buses will operate as part of the Bee Network.
- Rail integrated into the Bee Network by 2030 (stations, integration, co-branding, rail fares simplification and integration)
- Deliver fully integrated fares and ticketing across Bee Network modes, including a GM rail trial of pay-as-you-go by 2025.
- Integrated network planning – developing the transport network in a strategic and efficient manner.
- Continue to develop Travel Hubs – an evolution of our Park and Ride offer to provide multiple active travel, public transport and shared mobility options.
- Align Bee Network delivery with National Highways Seamless travel across Networks (STAN) aspirations – an integrated approach to managing the networks.

Refining our ambitions: Our refreshed LTP will need to take account of the **Bee Network** and its role in providing GM with an integrated transport system, providing a roadmap and milestones towards full integration. Integration is also driven by technological solutions.

Inclusive

Our Ambition: To develop a fully **inclusive and affordable** sustainable transport system for all.

Draft

What's changed?

- Fares: Capped fares on the bus network introduced in September 2023. Launch of AnyBus & AnyTram tickets saving customers 20%
- Launch of GM Cycle Hire gives residents access to cycles at the cheapest cost per mile in the country
- Refresh the Mission: commitment for every part of the Bee Active Network to be universally accessible
- The creation of the Bee Network Committee – a forum whereby locally elected representatives can monitor the performance of the transport network, and can be held to account by the public
- Ongoing rollout of Access for All schemes to make rail stations fully accessible.
- Strengthened engagement approaches in support of delivery of the Bee Network, including a refreshed Disability Design Reference Group and through establishing a Business Transport Advisory Council.

What's next?

- Commitment to keep £2 fare cap under review & carry out a review of concessions to assure they are delivered equitably.
- Call for a new funding model that will keep public transport affordable.
- Rolling programme of bus fleet upgrades to make buses more accessible: two spaces for wheelchair users, audio-visual next stop announcements and hearing induction loops.
- Plans to create a further 500 more accessible bus stops.
- Plans to ensure every traffic signal junction has crossing facilities where appropriate and provide crossing where there are known points of severance in active travel routes.
- CRSTS capital funding allocated to deliver further Access for All schemes to rail stations deemed to be most in need.
- The GM Night-Time Economy Strategy sets out specific actions for transport include creating a safer night-time transport offer & support after hours availability of some modes.

Refining our ambitions

GM could highlight the importance of customer and political **accountability** here e.g. making this ambition '**Inclusive & Accountable**'.
Is inclusive clearly defined?

What's changed?

- Since 2017, we have developed 100km of active travel routes.
- Launched Bee Bikes – with at least 400,000 journeys totalling 1,000,000km ridden in less than 2 years and use is growing.
- GM delivered the UK's first fully protected CYCLOPS junctions in 2020, making it safer for cyclists at busy junctions. 15 CYCLOPS junctions are now in place in GM.
- GM's health outcomes continue to trail the national average.

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What's next?

- Continue programme of integration of active travel with the wider Bee Network to ensure that it is possible to move actively and that residents are supported to take the most appropriate transport option
- A majority of trips in GM include walking, but the environment for walking, wheeling and accessible cycling is poor. We are adopting the latest standards in design to address this.
- Goal for more trips on the public transport network to incorporate more movement into our residents' everyday lives
- Launch home to school travel policy to support young people to travel to school more actively and safely
- Continue to and promoting the use of the transport system and more active lifestyles for improved mental as well as physical health. Work with Greater Manchester NHS bodies on location of services

Refining our ambitions

GM could consider emphasising the importance of improved **air quality** within this ambition. The refreshed LTP will include quantified health benefits and public health input.

Safe and secure

Our Ambition: To **reduce deaths** on our roads as close as possible to zero and ensure that poor perceptions of **personal security** are no longer a significant barrier to people using public transport walking and cycling.

Draft

What's changed?

- TravelSafe Partnership working to ensure customers feel safe on the transport network
- Launch of Operation Avro designating transport as the '11th district' of GM for GMP to focus its efforts to tackle crime and anti-social behaviour.
- Delivery of new or improved pedestrian crossing facilities, making our roads safer for walking and wheeling.
- Renewal of safety cameras – over 90 new and upgraded spot cameras and average speed enforcement on the Bee Network.
- TfGM became an accredited White Ribbon organisation, supporting work to encourage men and boys to bring an end to gender-based violence against women and girls.
- Publication of Annual Road Danger Reduction Action Plans

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What's next?

- Rollout of Greater Manchester's Vision Zero Strategy – to eliminate all fatalities or serious injuries on our roads by 2040.
- Full delivery of Streets for All – protecting our most vulnerable road users travelling actively.
- Intent to implement side road zebra crossings to make it easier and safer for those walking & wheeling to get around safely, subject to appropriate national legislation/DfT approval.
- Bus stop upgrades, rail station improvements and Metrolink stop improvements will all contribute to passenger safety and security while on the network.
- Safety improvement projects for Metrolink.

Refining our ambitions

Following the decision to pursue **Vision Zero**, GM could update this ambition to better reflect the target of zero deaths or serious injuries on the road network.

Our Ambition: For Greater Manchester to be known for the quality of its urban areas, natural environments with transport **carbon emissions reduced** to near zero, and new transport schemes delivering **environmental enhancements** whenever possible.

What's changed?

- Greater Manchester declared a climate emergency and set the target of becoming carbon neutral by 2038.
- Agreed a 5-Year Environment Plan to set out the urgent priorities required to meet 2038 target.
- Significant progress towards a zero-emission bus fleet – 270 ZEBs to enter service by 2025.
- CRSTS Fund – £1.07 billion to help deliver the Bee Network and other measures, such as the move towards a fully electrified bus fleet.
- 2022-2025 GM Integrated Care System (ICS) Green Plan sets out a range of measures that the NHS are undertaking to reduce high-polluting travel to NHS sites. Many of these measures will be delivered in collaboration with TfGM and will have a positive impact on regional air quality.
- A Greater Manchester Electric Vehicle Charging Strategy was published and sets out a plan for the expansion of the EVCI network

What's next?

- Redevelopment of Bury Interchange – when complete, it will be GM's first operationally carbon neutral transport interchange.
- The construction of the first purpose built electric bus depot in the UK in Stockport.
- With government agree and implement a Greater Manchester Clean Air Plan that reduces roadside exceedances of Nitrogen Dioxide.
- Develop and agree the next 5-Year Environment Plan setting out the urgent priorities to progress towards 2038
- Promote decarbonisation of rail stock where appropriate and enhance power supply to support increased used of electric trains.

Refining our ambitions

GM should continue to ensure alignment with the 5-Year Environment Plan and 2038 target. This ambition could be renamed to 'Sustainable' to align with Bee Network commitments.

Reliable

Our Ambition: To develop a transport network that offers **reliable journey times** and gives people confidence to use public transport.

Draft

What's changed?

- Passenger satisfaction with reliability remains high for Metrolink.
- Launch of the Streets for All Design Guide – ensuring our streets are safe, welcoming & efficient for all road users, namely those on public transport and travelling actively
- Page 84 Bus priority measures are being rolled out – which will shorten journeys and make them more reliable
- Stringent performance regime built-in to bus franchising contracts – setting high expectations and assurance for customers that they will get a reliable service
- Agreed a Congestion Deal aimed at alleviating congestion and keep travel on our busiest corridors reliable.
- Agreed GM's Local Cycling & Walking Investment Plan articulates our long-term vision to deliver high quality active travel infrastructure, bringing reliability to those wishing to use it.

What's next?

- Our goal is to increase bus speeds on key corridors through bus priority measures
- New bus priority measures to be delivered in Salford, between Bury and Rochdale, Ashton and Stockport and Wigan-Bolton.
- Enhanced customer information – with live updates, journey planning, timetables and disruption planning to be brought together on Bee Network platforms bringing reliability to customers.
- Creation of a North West Regional Business Unit and GM Rail Board, which will enable local scrutiny of rail performance, disruption planning and help shape rail's integration with the wider Bee Network.
- Further use of data and technology, and coordination of maintenance activities, to deliver a reliable road network.

Refining our ambitions GM could use this ambition to highlight the importance of providing reliable **information** to users and use **digital technology** to make the network more efficient. It has been suggested that the 'Reliable' principle include 'and efficient'?

Well-maintained and resilient

Our Ambition: To bring the transport network into a good state of **repair, maintain** it in that state and ensure that it can withstand unexpected events, exceptional demand and severe weather. **Draft**

What's changed?

- Covid-19 pandemic posed challenge of sustaining the transport network using farebox. Like other cities, GM has been in receipt of emergency Govt support. Local authorities face the task of maintaining the network, bridges, rights of way in light of more challenging budget constraints.
- Page 85 Greater Manchester has established a Key Route Network and works to ensure it is maintained to efficiently meet capacity at a city-regional level. New Government funding for road repairs will support this.
- GM Cycle Hire stations kept under review to maintain availability of bikes in the face of challenges such as anti-social behaviour.
- TfGM has undertaken contract review exercise with KAM and agreed additional resources to be deployed to drive operational performance of Metrolink.

What's next?

- Call for a new funding model acknowledges that we need to sustain the network so that it is well-maintained, attractive and safe to use.
- The Metrolink network has benefitted from a number of extensions in recent years. The focus will now shift to maintaining and renewing the network to ensure that it continues to safely meet demand, whilst we develop the next wave of potential extensions (including tram-train).
- A plan agreed for sustainable urban drainage will bring a series of integrated schemes to support resilience to the transport network.

Refining our ambitions

In the refreshed LTP, GM may wish to reinforce the importance of effective **city-regional network management** within this ambition.

Appendix 3 – Current LTP Policies

Our current network policies on a page

Integrated

Policy 1 - Taxis, Private Hire, DRT: We will work with partners to ensure that modes of transport such as **taxis, private hire vehicles and other demand responsive services** - as well as shared mobility solutions, including car clubs, cycle hire and other forms of shared transport - are available, and fully integrated into the Greater Manchester transport network.

Policy 2 - Integrated Pricing and Payment: Working with partners, we will deliver **integrated pricing and payment** systems across the transport network, including smart ticketing for public transport, to support the delivery of 'Mobility as a Service'.

Policy 3 - Journey Planning and Information: We will maintain a programme of interventions designed to encourage people to make sustainable journeys. We will support this through **journey planning tools and information** to encourage travel behaviour change and mode shift, and in order to make the most efficient use of available capacity (particularly during peak periods).

Policy 4 - New Development: We will work with developers to ensure that **new developments are accessible by sustainable modes**, and to reduce transport emissions and impacts on the highway network.

Inclusive

Policy 5 - An Accessible Network: We will work with public transport operators, Network Rail and other partners to ensure that all transport **infrastructure, vehicles and information** are as **accessible** as possible for all our customers, regardless of their age and mobility.

Policy 6 - Accessible Travel Services: We will work with partners to **better integrate accessible travel services** across Greater Manchester, to increase availability and convenience for customers.

Policy 7 - Tackling Deprivation: As we plan our transport network, we will support the creation of a more inclusive economy for Greater Manchester by considering how best to **improve the prospects of people living in deprived communities** - including by ensuring that more people can access jobs, education, skills training and childcare.

Healthy

Policy 8 - Health: We will work with partners to deliver transport interventions that improve the health of Greater Manchester residents, including: **reducing pollution** from motor vehicles; **increasing levels of physical activity**; improving **access to healthcare**; and **reducing social isolation**.

Environmentally responsible

Policy 9 - Pollution: We will work with partners and key stakeholders to bring **nitrogen dioxide (NO2)** levels on local roads within legal limits, and to reduce levels of **particulate matter, CO2 and noise emissions** from vehicles.

Policy 10 - Climate change: We will work with partners to reduce carbon emissions from transport, to support Greater Manchester's ambition to be **net zero carbon by 2038**; and to implement measures to ensure our transport system is **resilient to the impacts of climate change**.

Policy 11 - Green and Blue Infrastructure: We will work with partners, including the Canals and Rivers Trust, to **enhance green and blue infrastructure** to provide a safe and attractive environment for walking and cycling.

Policy 12 - Built and Natural Environment: We will aim to **minimise the impact of transport on the built and natural environment** - including townscape, the historic environment, cultural heritage, landscape, habitats and biodiversity, geodiversity, water quality, pollution, flood risk and use of resource - and will deliver **environmental enhancements and biodiversity net gain** where possible.

Reliable

Policy 13 - Traffic and Transport Management Systems: We will continue to **deliver measures**, and put in place appropriate **management systems**, to improve the reliability of the transport network.

Safe and secure

Policy 14 - Crime and Safety: We will work with operators and other partners to **improve safety and to tackle crime and anti-social behaviour** on the transport network.

Policy 15 - Safer Roads: Working with partners, including through the Safer Roads Partnership, we will deliver initiatives aimed at **improving safety on the highway network**, with a particular focus on supporting those who are walking and cycling.

Our current modal policies on a page

Streets for All

Policy 16 - Low Emission Vehicles: We will work with partners to support a rapid **transition towards low emissions vehicles** in Greater Manchester, including developing a clear strategy on the Electric Vehicle Charging Infrastructure network required to provide greater confidence to residents and businesses to invest in electric vehicles.

Policy 17 - Innovation: We will trial **transport innovations** to understand their relevance and potential applications for Greater Manchester, and ensure we have robust policies in place.

Key Route Network

Policy 18 - Whole Network Management: We will provide a unified, Greater Manchester approach to **managing the Key Route Network (KRN)** of roads, in line with our Streets for All Strategy principles, and work with National Highways to co-ordinate this with the **management of the Strategic Route Network (SRN)**.

Goods & Servicing

Policy 19 - Freight: We will work, including through the GM logistics forums, to improve **journey times and reliability for deliveries**, and to **reduce the environmental impact of logistics**.

Priorities for Highway Investment

Policy 20 - Streets for All: We will ensure our **streets are welcoming and safe** spaces for all people, enabling more travel on foot, bike and public transport while **creating better places** that support local communities and businesses.

Policy 21 - Bus Priority and Reliability: We will introduce appropriate bus priority measures on the highway network to **improve bus reliability** and will keep existing measures under review to ensure effectiveness. This will include developing proposals for "Quality Bus Transit" corridors on key routes.

Policy 22 - Highway Condition and Resilience: We will work to improve and maintain the **condition and resilience of our road network**, drawing on best practice.

Comprehensive Cycling & Walking Network

Policy 23 - Active Travel: We will work with partners to **improve walking and cycling facilities** across Greater Manchester, including through the development of a strategic walking and cycling network (the 'Bee Network'), **wayfinding and cycle parking**, and supporting 'Streets for All' design guidance to ensure consistently **high quality standards** across the network.

Public Transport Integration

Policy 24 - Public Transport Integration: Working with partners, we will work to establish and promote one **integrated Greater Manchester public transport network** ('Our Network'), making it easy for customers to plan, make and pay for their journeys using different modes and services.

Policy 25 - Transport Hubs: We will seek to ensure a consistent standard of facilities at **transport hubs**, appropriate for their size and function, and will work with partners to improve access to them by all modes.

Vision for Bus

Policy 26 - Bus: We will make best use of powers included in the Bus Services Act, as well as our existing powers, to give effect to our Vision for Bus.

Coaches & Taxis

Policy 27 - Coaches and Taxis: We will ensure that accessible **coach parking** and set down/pick-up points are available at key locations.

Policy 28 - Taxi and Private Hire Standards: We will work with the **taxi and private hire** industry to develop minimum standards for policy/regulation and operation across Greater Manchester, and work with Government to strengthen national legislation.

Rapid Transit Strategy

Policy 29 - Rapid Transit: We will expand the **coverage and capacity of our rapid transit network** (Metrolink, Rail and Bus Rapid Transit), to deliver improved connectivity to employment and other opportunities within the city-region.

National Rail Services

Policy 30 - Rail Services: Working with partners, we will develop a **rail network with the capacity, reliability, speed, resilience and quality** to support growth in the Northern economy and extend the benefits of HS2 and Northern Powerhouse Rail throughout Greater Manchester.

Policy 31 - Rail Stations: We will continue to work with DfT, Network Rail and Transport for the North to secure greater **local control of rail stations**, and to deliver greater local accountability for all rail-based services, within Greater Manchester.

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Greater Manchester Combined Authority

Date: 15 December 2023

Subject: GMCA Statement of Intent for delivery of ECO4 and GB Insulation Schemes

Report of: Councillor Tom Ross, Portfolio Lead for Green City-Region and
Harry Catherall, Portfolio Lead Chief Executive for Green City-Region

Purpose of Report

To provide an update on progress in delivering energy efficiency programmes to residents and seek approval for the latest GMCA Energy Company Obligation (ECO4) and Great British Insulation Scheme (GBIS) Flex Statement of Intent (Sol) Version 5 (V5) which sets the Local Authority Flexible Eligibility criteria for these funding schemes in Greater Manchester.

Recommendations:

The GMCA is requested to:

1. Note the progress made to date in delivering ECO4, the Social Housing Decarbonisation Fund, and the Local Energy Advice Demonstrator Project in Greater Manchester.
2. Approve the centralised management of ECO4 and GBIS Flex by the GMCA for the whole of Greater Manchester.
3. Approve the GMCA ECO4 and GBIS Flex Statement of Intent V5 (Annex 1) and authorise the Chief Executive of the GMCA and TfGM to sign it on behalf of the GMCA.
4. Note the numerous long term significant positive impacts on health and wellbeing, jobs and skills, and carbon reduction through an increase in home energy efficiency and a reduction in fuel poverty identified in the Sustainability Assessment.

Contact Officers

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Equalities Impact, Carbon, and Sustainability Assessment:

Recommendation - Key points for decision-makers

Note the numerous long term significant positive impacts on health and wellbeing, jobs and skills, and carbon reduction through an increase in home energy efficiency and a reduction in fuel poverty.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	<p>Positive impact on the health and wellbeing of younger children, older people, disabled people and pregnant women.</p> <p>Positive impact on the health and wellbeing of socially and economically disadvantaged people, such as those living in fuel poverty.</p> <p>Positive impact on local people's access to grants for improving home energy efficiency.</p>
Health	G	<p>Positive impact on the physical health of Greater Manchester residents by reducing cold homes and fuel poverty through improved home energy efficiency.</p> <p>Positive impact on the mental health and wellbeing of Greater Manchester residents by reducing cold homes and fuel poverty through improved home energy efficiency.</p> <p>Positive impact on the levels of social isolation of Greater Manchester residents by reducing cold homes and fuel poverty through improved home energy efficiency.</p>
Resilience and Adaptation	G	<p>Positive impact on the climate risk in Greater Manchester by reducing carbon emissions through improved home energy efficiency.</p> <p>Positive impact on enabling individuals to better withstand and recover more quickly and effectively from disruption by increasing disposable incomes through reduced fuel poverty.</p> <p>Positive impact on reducing current levels of vulnerability both for people by increasing disposable incomes and improving health and wellbeing through reduced fuel poverty; and the environment by reducing carbon emissions through improved home energy efficiency.</p>
Housing	G	<p>Positive impact on people who are experiencing or at risk of any form of homelessness by increasing disposable incomes through reduced fuel poverty.</p> <p>Positive impact on the accessibility and affordability of homes for Greater Manchester residents by increasing disposable incomes through reduced fuel poverty.</p> <p>Facilitate maintenance and improvement of existing residential buildings through improved home energy efficiency.</p> <p>Assist landlords in complying with regulations on Minimum Energy Efficiency Standards through improved home energy efficiency.</p>
Economy	G	<p>Positive impact on contributing to improving economic development in Greater Manchester by providing work to contractors installing home energy efficiency measures.</p> <p>Positive impact on increasing employment opportunities for local people in installing home energy efficiency measures.</p> <p>Positive impact on creating, retaining, and attracting 'good jobs' with support available for people to progress and develop green skills in installing home energy efficiency measures.</p> <p>Positive impact on innovation, R&D, and the knowledge economy in Greater Manchester by developing new methods to target and install home energy efficiency measures.</p> <p>Positive impact on attracting inward investment in our towns and cities from grant funding for energy efficiency measures.</p> <p>Positive impact on increasing opportunities for formal education, vocational training, and skills development (including lifelong and community learning) in installing energy efficiency measures.</p>

Mobility and Connectivity		
Carbon, Nature and Environment	G	<p>Positive impact on local air quality by reducing public levels of exposure to oxides of nitrogen (NOx), volatile organic compounds (VOCs), and particulate matter (PM10 & PM2.5) by replacing gas, oil, and other fossil fuel heating systems with low carbon alternatives, such as heat pumps.</p> <p>Positive impact on the visual amenity of the environment by installing External Wall Insulation, windows, and doors.</p> <p>Positive impact on efforts to reduce carbon emissions across Greater Manchester through the installation of home energy efficiency measures.</p>
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		This proposal contributes to achieving the Greater Manchester Carbon Neutral 2038 target by reducing carbon emissions through the installation of home energy efficiency measures.
Overall Score	G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider. R Mostly negative, with at least one positive aspect. Trade-offs to consider. RR Negative impacts overall.

Carbon Assessment

Overall Score	G	
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	G	<p>Homes in EPC band D or below will be improved to EPC band C or above.</p> <p>Gas, oil, and other fossil fuel heating systems will be replaced with low carbon alternatives, such as heat pumps.</p> <p>Installers will be encouraged to use building materials with low life cycle (embodied) carbon emissions.</p> <p>The building fabric of homes will be improved through insulation.</p> <p>A fabric first approach will be taken to retrofitting homes.</p> <p>Renewable energy generation, such as Solar Photovoltaics, will be provided to homes.</p>
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land Use	G No associated carbon impacts expected.	A High standard in terms of practice and awareness on carbon. B Mostly best practice with a good level of awareness on carbon. C Partially meets best practice/ awareness, significant room to improve. D Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

The proposal is in line with the government guidance listed in the Background Papers below and will continue to be delivered in accordance with the GMCA's governance and project management principles which include appropriate risk assessment and mitigation.

Legal Considerations

As noted in the report, the Great British Insulation Scheme runs alongside the ECO4 scheme and was introduced by the Electricity and Gas (Energy Company Obligation) Order 2023.

Relevant Authorities' can refer private domestic premises into the schemes if they are considered to be living in fuel poverty or on a low income and vulnerable to the effects of living in a cold home.

'Relevant Authorities' is defined to include a local authority in whose area the domestic premises are situated. The term 'local authority' includes a combined authority.

To participate, a local authority will need to publish a Statement of Intent (Sol) in line with the Ofgem template which outlines their intention to participate in the scheme and follow the scheme rules. Local authorities are responsible for determining whether households are eligible and will also need to produce declarations for all households they identify.

A local authority can provide Sols for households *not* within its administrative area under certain circumstances. For example, this includes where a local authority delegates some functions to another local authority. In such situations all relevant local authorities must co-sign the Sol to confirm which local authorities are operating on behalf of others. This must also be recorded on the local authority declaration. The local authority who delegates functions to another local authority must ensure that this is made clear on their website and publish the relevant Sol as well.

Only one Sol should be used when referring all households in the four years that ECO4 Flex is operating. Local authorities are responsible for ensuring the Sol is accurately numbered and dated to allow for clear distinction from previous versions. The local authorities must ensure all published versions of the Sol remain publicly available for viewing (i.e., published on a local authority's website). All previous versions of the Sol should be marked 'withdrawn / superseded' and dated accordingly.

Financial Consequences – Revenue

There are no financial consequences for the GMCA or GM LAs, as all revenue expenditure is being met through the concession fees paid to the GMCA by the approved installers.

Financial Consequences – Capital

There are no financial consequences for the GMCA or GM LAs, as all capital expenditure is being met through direct grant funding from the energy companies to the approved installers.

Number of attachments to the report:

1

Comments / recommendations from Overview & Scrutiny Committee

N/A

Background Papers

[Great British Insulation Scheme and ECO4 Local Authority Administration Guidance V1](#)

Tracking / Process

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

Yes

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Background

- 1.1 The Energy Company Obligation (ECO) is a government energy efficiency scheme designed to tackle fuel poverty and help reduce carbon emissions. The scheme works by placing an obligation on medium and large energy suppliers to deliver energy efficiency measures to low-income, fuel-poor, and vulnerable households. The current version of the scheme (ECO4) runs until 31 March 2026. ECO4 focuses on whole house retrofits, aiming to encourage installation of insulation and renewables, as well as upgrading inefficient heating systems.
- 1.2 The Great British Insulation Scheme (GBIS) continues ECO4's focus on reducing fuel poverty and energy bills but aims to deliver rapid installation of energy efficiency measures to a wider pool of households in the least efficient homes. GBIS runs until 31 March 2026. GBIS mainly focuses on the delivery of single measures (rather than whole house retrofits).
- 1.3 Through the main scheme eligibility criteria, households may be eligible if they receive specific benefits. The flexible eligibility (Flex) element of the schemes is for use by Local Authorities (LAs) and provides alternative routes to identify eligible households. This allows participating LAs to refer households they consider to be living in fuel poverty or on a low income and vulnerable to the effects of living in a cold home, but who may not qualify for the schemes via the standard eligibility criteria.
- 1.4 LAs can make a joint referral for both ECO4 Flex and GBIS Flex, as the eligibility criteria are similar. If a supplier decides to take the referral forward, a retrofit assessor would determine which of the schemes is suitable and the specific measures that would benefit the property.

2. Introduction and Proposal

2.1 In October 2022, the GMCA agreed to:

- Conduct an application process to produce a list of ECO4 approved installers.
- Centralise the management of ECO4 Flex on behalf of the 10 districts funded by concession fees paid by the approved installers.
- Approve the GMCA ECO4 Flex Statement of Intent (Sol) Version 4.

2.2 In February 2023, the GMCA appointed the following approved installers to deliver ECO4 funded energy efficiency measures in each district:

Districts	Installer
Manchester, Stockport, Trafford	Improveasy Ltd
Bolton, Salford, Wigan	Next Energy Solutions Ltd
Bury, Rochdale, Oldham, Tameside	PHS Home Solutions Ltd T/A 0800 Repair

2.3 In May 2023, the GMCA launched its [Retrofit Portal](#) which provides a single point of access for residents to check eligibility and apply for the main energy efficiency schemes available in Greater Manchester.

2.4 Since then, the approved installers have retrofitted energy efficiency measures to 311 privately owned homes in Greater Manchester funded by £1.6m of ECO4 Flex grants, resulting in an average energy bill saving of £659 per year for those households.

2.5 Given the introduction of the GBIS scheme, GMCA is now requested to approve the centralised management of both ECO4 and GBIS Flex by the GMCA for the whole of Greater Manchester.

2.6 In addition, the changes require that GMCA agree a new Flex Statement of Intent (Sol) (Annex 1), which has been based on the template provided by The Office of Gas and Electricity Markets' (Ofgem), provide approval for the Chief Executive of the GMCA and TfGM to sign the Sol on behalf of the GMCA and publish it on the GMCA's website.

3. Wider Updates

3.1 In addition, the GMCA has completed the delivery of Wave 1 of the Social Housing Decarbonisation Fund (SHDF), which has retrofitted around 3,400 energy efficiency measures to 871 socially rented homes owned by 10 social landlords in Greater Manchester, funded by £8m of grant and £8m of match funding.

3.2 Work is ongoing to deliver Wave 2.1 of SHDF, which is aiming to retrofit 20,987 energy efficiency measures to 5,481 socially rented homes owned by 18 social landlords by September 2025, funded by £37m of grant and £60m of match funding.

3.3 The GMCA has also recently been successful in receiving £1.94m from the Department for Energy Security and Net Zero through the North West Net Zero Hub to

deliver the Local Energy Advice Demonstrator (LEAD) project, which is designed to pilot new innovative approaches to providing local in-person and remote energy advice.

3.4 LEAD is intended to run from October 2023 to March 2025 and aims to help Greater Manchester residents better understand how to make energy efficiency improvements to their home, with a particular focus on harder-to-treat properties and harder-to-reach residents. In Greater Manchester, LEAD will utilise new and existing channels of engagement, outlining a clear pathway for individuals from retrofit advice to installation of measures and what funding may be available.

4. Recommendations

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

Statement of Intent for ECO4 and Great British Insulation Scheme

Greater Manchester Combined Authority

ECO4 and Great British Insulation Scheme Flexible Eligibility Statement of Intent

Local Authority name: Greater Manchester Combined Authority

Publication date: 15/12/2023

Version number: V5

Publication on web site: www.greatermanchester-ca.gov.uk/eco

This statement sets out the Greater Manchester Combined Authority's (GMCA) flexible eligibility criteria for the Energy Company Obligation (ECO4) and Great British Insulation schemes which run until March 2026.

The ECO4 scheme will focus on supporting low income and vulnerable households. The scheme will improve the least energy efficient homes helping to meet the Government's fuel poverty and net zero commitments. The Great British Insulation Scheme will support the ECO4 scheme in the delivery of predominantly single measures targeted at a wider range of households.

The flexible approach for Local Authorities (LAs) to identifying fuel poor and vulnerable households who may benefit from heating and energy saving measures is referred to as "ECO4 Flex" and "Great British Insulation Scheme Flex".

The GMCA is publishing this Statement of Intent (Sol) on 15/12/2023 to confirm that each of the households declared will adhere to at least one of the four available routes outlined below. The tick boxes are used to indicate to households which routes the GMCA is using:

Route 1: Owner-occupied and private rented sector households with a gross annual income less than £31,000. This cap applies irrespective of the property size, composition, or region.

☒ **Route 2:** Owner-occupied and private rented sector households that meet a combination of two of the following proxies:

Proxy 1) Homes in England in Lower-layer Super Output Area 1-3 (LSOA) ^{1*}
Proxy 2) A person living at the premises is entitled to a Council Tax reduction on the grounds of low-income.
Proxy 3) A person living at the premises is considered to be vulnerable to the cold under the National Institute for Health and Care Excellence (NICE) Guidance NG6: Recommendation 2, for a reason other than their low-income ^{2*}
Proxy 4) A child living at the premises is eligible for free school meals, due to low-income ³
<p>Proxy 5) A person living at the premises is supported by a scheme established by the LA that is named and described within their Statement of Intent and established to support people living on a low-income and considered vulnerable to the cold under NICE Guideline NG6.</p> <p>The LA established schemes used are Bolton Care and Repair, Warm Homes Oldham, and AWARM Plus Wigan. They provide a local single-point-of-contact health and housing referral service commissioned to help vulnerable people who live in cold homes. They identify a wide range of people who are vulnerable to the cold because of:</p> <ul style="list-style-type: none"> • a medical condition, such as heart disease; • a disability that, for instance, stops people moving around to keep warm, or makes them more likely to develop chest infections; or • personal circumstances, such as being unable to afford to keep warm enough.
Proxy 6) A household referred to the LA for support by their energy supplier or Citizens Advice, because they have been identified as struggling to pay their electricity and/or gas bills.
<p>Proxy 7) [Please note, proxy 7 is for supplier owned debt data and is listed here for information only]. Households identified through energy supplier debt data. This route enables obligated suppliers to use their own debt data to identify either non pre-payment meter households (non-PPM), or pre-payment meter households (PPM)*.</p> <p>a. Non-PPM customers: These are customers who have been in debt for more than 13 weeks ending with the day on which the declaration is made, and are in a debt repayment plan with their energy supplier or repaying their fuel debt through 3rd party deductions.</p> <p>b. PPM customers: Suppliers may also identify PPM households who:</p> <ul style="list-style-type: none"> • have either self-disconnected or received supplier Discretionary / Friendly credit within the last 13 weeks ending with the day on which the declaration is made; or • are in a debt repayment plan with their energy supplier; or • repaying their fuel debt through 3rd party deductions.*

* Note proxies 1 and 3 cannot be used together.

* Proxy 7 cannot be used in combination with proxy 5 or proxy 6.

¹ Published at <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019>. The deciles are published in "File 7: all ranks, deciles and scores for the indices of deprivation, and population denominators".

² <https://www.nice.org.uk/guidance/ng6/chapter/1-Recommendations#recommendation-2-ensure-there-is-a-singlepointofcontact-health-and-housing-referral-service-for>

³ Under section 512ZB(4) of the Education Act 1996 or section 53 of the Education (Scotland) Act 1980

Route 3: Owner-occupied and private rented sector households that have been identified by either a person registered in the General Practitioner Register, a Scottish Health Board, a Welsh Health Board, an NHS Foundation Trust, or an NHS Trust as vulnerable, with an occupant whose health conditions may be adversely affected by living in a cold home. These health conditions must be cardiovascular, respiratory, immunosuppressed, or limited mobility related.

Route 4 [applicable to ECO4 Flex only]: Owner-occupied and private rented sector households that are referred under Route 4: Bespoke Targeting. Suppliers and LAs can submit an application to the Department for Energy Security and Net Zero where they have identified new methods to identify low-income and vulnerable households. Applications need to demonstrate a number of factors, including that the proposed methodology is more effective at identify households in fuel poverty than the criterion offered under Routes 1 and 2.

Scheme eligibility

All potentially eligible households should apply through the GMCA or one of their following approved ECO4 and Great British Insulation Scheme installers to see if they can either benefit from the scheme or be assessed for eligibility under any other relevant programme:

Districts	Installer	Contact
Manchester, Stockport, Trafford	Improveasy Ltd	improveasy.com 0800 024 8505
Bolton, Salford, Wigan	Next Energy Solutions Ltd	nextenergyuk.co.uk 0800 021 3145
Bury, Rochdale, Oldham, Tameside	PHS Home Solutions Ltd T/A 0800 Repair	www.0800repair.com 0800 737 247

An LA officer (not a 3rd party working on behalf of an LA) will be responsible for checking and verifying evidence and issuing declarations. For any general enquiries relating to this Sol, please contact: eco@greatermanchester-ca.gov.uk

CEO mandatory signature

The GMCA will administer the ECO4 Flex scheme according to the Electricity and Gas (Energy Company Obligation) Order 2022 (ECO4 Order).

The GMCA will administer Great British Insulation Scheme Flex according to the Electricity and Gas (Energy Company Obligation) Order 2023 (ECO4A Order).

The CEO of the GMCA will oversee the process of identifying eligible households under ECO Flex and Great British Insulation Scheme Flex. The GMCA will notify Ofgem of households that declarations have been issued for via the declaration notification template.

All personal data collected or processed by the GMCA for the purposes of ECO4 Flex or Great British Insulation Scheme Flex will be processed and stored in accordance with the GMCA's obligations under UK GDPR and the Data Protection Act 2018, the GMCA's data protection policy, the Information Commissioner's Office Data Sharing Code and other guidance, and Department for Energy Security and Net Zero guidance.

Signature: *Eamonn Boylan*

Name: Eamonn Boylan

Job Title: Chief Executive of the GMCA and TfGM

Date of signature: 15/12/2023

Greater Manchester Combined Authority

Date: 15 December 2023

Subject: UKSPF Proposal for Local Business Intervention E23

Report of: Councillor David Molyneux, Portfolio Lead for Resources and Investment and
Councillor Nazia Rehman, Assistant Portfolio Lead for Resources and
Investment and Steve Wilson, GMCA Treasurer

Purpose of Report

As part of the UK Shared Prosperity Fund programme in Greater Manchester, GMCA is looking to deliver the UKSPF Supporting Local Business investment priority E23, which aims to: ‘Strengthen local entrepreneurial ecosystems, and support businesses at all stages of their development to start, sustain, grow and innovate, including through local networks.

The purpose of this paper is to outline the background and proposal for the ‘£0.5m experimental business support to directly tackle inequalities’ element of E23, including seeking the approval of the GMCA for the strategic fit and deliverability of the proposal.

Recommendations:

The GMCA is requested to:

1. Discuss and comment on the proposal for the £0.5m experimental programme of business support to directly tackle inequalities.
2. Agree the proposal is a strategic fit with the GM UKSPF Investment Plan and is deliverable as set out in this report.
3. Delegate authority to the GMCA Treasurer in consultation with the Portfolio Lead for Economy and Inclusive Growth and Portfolio Lead for Resources and Investment to agree the procurement method and subsequent award of contract(s) worth up to £0.5m.

Contact Officers

John Wrathmell 07432 662040 john.wrathmell@greatermanchester-ca.gov.uk

Richard Waggott 07970 926684 richard.waggott@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health		
Resilience and Adaptation		
Housing		
Economy	G	
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The provision of business support may include support for businesses to become 'Greener' / more carbon neutral.
Further Assessment(s):	Equalities Impact Assessment	
G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.
	RR Negative impacts overall.	

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

Risk Management

There are no risk management considerations.

Legal Considerations

There are no legal considerations.

Financial Consequences – Revenue

There are no revenue consequences for the GMCA.

Financial Consequences – Capital

There are no capital consequences for the GMCA.

Number of attachments to the report:

None

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

None

Tracking/ Process

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

No

Exemption from call in

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

No

UKSPF – Strengthening Local Entrepreneurial Ecosystems (E23)

1. Introduction and purpose

1.1 As part of the UK Shared Prosperity Fund programme in Greater Manchester, GMCA is looking to deliver the UKSPF Supporting Local Business investment priority E23, which aims to: *‘Strengthen local entrepreneurial ecosystems, and support businesses*

at all stages of their development to start, sustain, grow and innovate, including through local networks.'

1.2 The total funding available for E23 is £9.9m from April 2022 to March 2025.

1.3 The following allocations have been agreed by the Local Partnership Board and GMCA and commissioned:

- £0.5m was allocated for April 2022 to March 2023 to provide support for Greater Manchester businesses dealing with the increased cost of doing business over winter 2022-23.
- £7.5m was allocated for a core programme of business support for GM's diverse business base, running from May 2023 to March 2025.
- £1.4m was allocated to fund hyper-local micro-business start-up and development support through the Build a Business programme

1.4 In line with the GMS priorities, tackling inequalities has been embedded into each of these programmes. However, as previously reported to the Board in March 2023, the final allocation of £0.5m of funding will be explicitly focused on funding experimental provision. The purpose of this paper is to outline the background and proposal for this £0.5m of funding.

1.5 The programme of activity for E23 will collectively deliver against the agreed output and outcome targets as agreed in the GM UKSPF Investment Plan as a minimum alongside local additions aligned with the overarching objectives of the Plan.

2. Strategic context for development of experimental business support to directly tackle inequalities

2.1 The Greater Manchester Strategy and current delivery landscape

2.1.1 The Greater Manchester Strategy commits to "to respond to all evidenced inequalities, recognising the individual identities that experience disproportionate discrimination, alongside the role of place and poverty." The commissioning of business support provision needs to reflect this challenge and ensure that support is provided in an equitable way across GM's diverse communities.

2.1.2 There is already evidence that elements of Greater Manchester business support are being more effective at engaging marginalised communities. Both the OPEN SME leadership and management programme and the Build a Business programme of localised business support show positive signs at reaching communities that have historically been

less likely to access business support. The E23 core programme will also employ a targeted approach to ensure engagement with a diverse cohort of users.

2.1.3 There does however remain a significant gap in the evidence base in relation to what works in addressing inequalities in business support. The findings of the evidence review undertaken as part of the development of the E23 core programme highlighted the sparse nature of evidence in relation to the delivery of impactful business support services. This becomes even more pronounced when considering how business support works for people from across Greater Manchester's diverse communities.

2.1.4 In order to address this evidence gap and better target future activity it was agreed to commission provision that maximises the learning about what is impactful in addressing inequalities in people's access to business support, their experience during support and resultant outcomes.

3. Developing the priorities and considerations for experimental business support to directly tackle inequalities

3.1 Call for Evidence

3.1.1 As a first step in addressing this evidence gap, in September 2023 the GMCA issued a call for evidence to representative organisations and via the GMCA website to gather local evidence on the issues face by marginalised groups and potential solutions for delivering more equitable business support.

3.1.2 Sixteen responses were received from a range of public bodies, representative organisations and other organisations with experience of addressing inequalities. A full list of respondents is provided as Annex 1. Key findings from the evidence review can be summarised as follows:

- **Confidence and Trust:** Respondents identified a lack of confidence and trust in formal business support resulting in part from experiences of discrimination. There is a perception that business support organisations only engage inclusively to meet funding requirements. As a result, local communities become the most trusted source of support
- **Language and Skills:** The use of specialist terms in business support can be discouraging. There are also skills barriers for some individuals in their English language skills, digital literacy, and other basic skills

- **Location of Support:** There are issues in travelling to where business support is provided, related to costs or lack of transport links, or personal responsibilities such as employment or caring.
- **Finance:** Direct costs of business support, and indirect costs (travel, digital resources, time) also present a barrier. Racial and gender biases in investment and religious beliefs around paying interest can also acts as barriers to engagement.
- **Personalised Needs and Goals:** The evidence identified the difficulty of targeting provision at marginalised groups as a whole due to intersectionality of needs. Goals are personal to individual business meaning pre-specified outputs of business support programmes can be unhelpful.

Respondents also suggested prospective ideas for models of delivery. These included:

- Co-design of services with marginalised communities or representative organisations
- The use of a long term approach
- Diverse representation (from trainers, mentors, networks etc.)
- Use of simple language and a slower increase in the technicality of support
- Local outreach services and virtual support
- The use of grants to help build trust
- In-built flexibility such as individually bespoke support

3.1.3 To further corroborate the findings of the evidence review, engagement was undertaken with the Growth Hub, the Greater Manchester Business Board (through the Board's equalities lead Vimla Appadoo), the Build a Business programme, and other partners.

3.2 Evaluation Approach

3.2.1 In order for a test and learn approach to be effective it needs to be accompanied by an evaluation method that ensures the most robust evidence possible is gathered. In order to facilitate this, GMCA successfully secured support from a Department for Levelling Up, Housing and Communities (DLUHC) UKSPF evaluation programme to develop a randomised control trial attached to the provision.

3.2.2 Randomised Control Trials (RCTs) are considered to provide the highest standard of evaluation evidence but require careful development to be effective. Most importantly they require a clear articulation of a control and a treatment group to compare and a method of randomising which participants fall into each group. The GMCA Research and Economy teams are working with DLUHC's appointed partners Frontier Economics and BMG to explore the development of an RCT.

3.2.3 RCTs requires careful attention and adherence to implementation protocols so that randomisation is ensured, outcomes are proportionately monitored, and ethical issues are appropriately handled. The support from research and evaluators Frontier Economics and BMG will be instrumental in addressing these issues as well as providing the necessary resources to design and deliver any primary research required to collect data and carry out subsequent analysis.

4. Suggested Approaches to Experimental Provision Through E23

Building on the findings of the call for evidence, additional consultation and early engagement with Frontier Economics and BMG, two policy approaches have been identified. These aim to align with evidence findings and the requirements of the RCT. Each of these is considered in turn below.

4.1 Focussing support on neighbourhoods with higher prevalence of inequality

4.1.1 Responses to the evidence review provided insights that cut across equalities groups to highlight issues that were relevant for a range of communities. Taking this alongside the challenge of intersectionality (i.e. where individuals might have needs identified across a range of groups or communities) makes the development of a proposition focused on a particular set of characteristics challenging.

4.1.2 To address this, it is proposed to develop an intervention focussed intensively on some specific GM neighbourhoods where inequality is likely to be more prevalent. This might include, for example, areas with high levels of deprivation, high representation of racially minoritised communities, or high numbers of older residents. It is likely that the intervention will focus on at least two neighbourhoods, each in a different GM local authority area. However, given the experimental nature of the intervention, the limited pot

of funding available, and to ensure the availability of a robust control group, it will not be deployed across all ten local authority areas.

4.2 Personal budgets for business support

4.2.1 The evidence review suggested the provision of grants was a potential means of addressing the lack of trust in business support services experienced by marginalised communities. The evidence did not identify a particular model of support that was effective for addressing the needs of these groups, instead highlighting the need for the personalisation of support. Building on these findings it is proposed that a model is developed where businesses are allocated with a budget and are empowered to choose how this is deployed to best support them in developing their business. This aims to build trust amongst participant businesses and help them to address their most acute needs.

5. Delivery Mechanisms and Routes to Market

5.1 In order to provide reach into neighbourhoods, it is proposed that the provision will act as an additional element of delivery to existing Build a Business provision. Build a Business helps businesses from diverse backgrounds realise their business potential by combining the expertise of the local public library network and specialist local knowledge to provide a suite of tailored business support to small businesses and early-stage entrepreneurs. Activities include one-to-one support, networking and events delivered on-site at local libraries. The programme is currently running across all 10 local authorities of Greater Manchester with activity focussed in main town centre libraries. Outreach activity is also delivered in a range of community libraries.

5.2 The provision to be trialled would mean that a small number of community-based libraries currently hosting Build a Business services would offer a model of enhanced support whilst the remainder (including the main town centre libraries) would continue with existing delivery. This would provide 'treatment' and 'control' cohorts whose outcomes would be compared in the evaluation. The community-based libraries offering the enhanced support would be selected based on data from the Build a Business programme about the diversity of the communities served by individual libraries.

5.3 Libraries offering the enhanced support would be able to offer businesses/individuals a budget with a defined monetary value and allow them to choose which support services they wanted to buy. This might include more typical business support activity (help with accounting, marketing skills etc) or support that might not typically be thought of as business support – e.g. English for Speakers of Other Languages (ESOL) courses. A catalogue of prospective support will be developed that businesses choose from. This could include options for support provided by districts, libraries or local community groups or potentially allow businesses to identify additional support outside of the catalogue. The evaluation would examine the outcomes of those receiving this approach compared to those receiving the standard Build a Business support.

5.4 It is anticipated that a delivery partner will be required to populate the catalogue of options for businesses and undertake the procurement and administration of businesses chosen options. Work is currently underway to explore routes to market for a provider of this support.

6. Outputs, outcomes and Key Learning

6.1 Whilst overall business engagement volumes will be higher, as a minimum, the project will deliver the following UKSPF outputs:

- Number of enterprises receiving non-financial support: 30
- Number of potential entrepreneurs provided assistance to be business ready: 15

It will also deliver the following UKSPF outcomes:

- Number of new businesses created: 5

6.2 The programme will be designed to learn whether business support delivered locally can enhance the trust and confidence of businesses by providing support using a personalised budget approach. Additionally, it will aim to establish whether the approach is able to better tailor provision to the individual needs and goals of business owners. It would also aim to identify which groups and this method of support was most effective at supporting and the nature of the support they chose. Finally, it will explore whether the approach enhances participant's access to business support and their resultant experience and outcomes compared to the standard provision.

7. Timelines

7.1 If the GMCA agrees to the recommendations in this paper, the current draft timelines for the development of the provisions are as follows (final dates are subject to some flexibility):

- Early January – Commission goes live for applications (pending further work on routes to market)
- End March– Contract awarded
- April – Contract Live

7.2 Delivery will take place from April 2024 to March 2025.

8. Informing Future Delivery

8.1 The results of the evaluation will be used to inform future commissioning of business support programmes including through any successor programme to UKSPF, and/or the Single Settlement agreed in the Devolution Deal. The findings will be used to ensure these services are better designed to increase the likelihood of meaningful and impactful engagement with marginalised communities. This might include scaling up the experimental provision in its current form or applying some of the lessons learned from the trial to create principles on which wider programmes of business support can be based.

Annex 1: Organisations that submitted responses to the E23 Inequalities call for evidence

- The Growth Company & Black United Representation Network
- The GMCVO and GM BAME Network
- Trafford Council
- Manchester City Council
- Bolton Council
- Wigan Council
- Proud 2 B Parents
- An Independent Business Consultant
- Midlife Runners CIC
- Refugees and Mentors CIC
- Know Africa CIO

- Oldham Enterprise Trust CIO
- Manchester Craft and Design Centre
- The Business Group
- A Member of the Race Equality Panel Greater Manchester
- Cooperatives UK

Greater Manchester Combined Authority

Date: 15 December 2023

Subject: Greater Manchester Investment Framework – Request for Delegation

Report of: Councillor David Molyneux, Portfolio Lead for Resources and Investment and
Councillor Nazia Rehman, Assistant Portfolio Lead for Resources and
Investment, Steve Wilson, Portfolio Lead Chief Executive for Investment

Purpose of Report

In view of the prolonged timeframe between the Combined Authority’s meetings in December 2023 and January 2024, this report seeks Greater Manchester Combined Authority (“Combined Authority” and “GMCA”) approval to delegate authority to the Combined Authority Chief Executive and the Combined Authority Treasurer in consultation with the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding previously approved by the Combined Authority, for the period 16th December 2023 to 25th January 2024.

Recommendations

The GMCA is requested to:

1. Delegate authority to the Chief Executive Officer, GMCA & TfGM and the GMCA Treasurer, in consultation with the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding in the period 16th December 2023 to 25th January 2024.
2. Note any recommendations that are approved under the delegation will be reported to the next available meeting of the Combined Authority.

Contact Officers

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

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

Equalities Impact, Carbon and Sustainability Assessment

None.

Risk Management

Any investments amended or commenced during the delegation period will be governed under the existing investment framework which includes several levels of review and ongoing monitoring of performance.

Legal Considerations

Any legal agreements will be based upon the existing templates for the GM Investment Fund, amended for the specific requirements of the individual funding arrangements.

Financial Consequences – Revenue

There are no revenue implications.

Financial Consequences – Capital

Any investments amended or commenced during the delegation period will be made from recycled funds.

Number of attachments to the report

None.

Comments/recommendations from Overview & Scrutiny Committee

None.

Background Papers

None.

Tracking/ Process

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

No

Exemption from call in

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

No.

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

1.1. Background:

1.1.1. The Combined Authority maintains and develops a pipeline of projects submitted by applicants seeking funding from the Combined Authority's Core Investment Fund allocation. These projects are assessed against criteria based on the GM Investment Strategy, developed to underpin the economic growth of Greater Manchester. A condition of investment is that the companies sign up as (at a minimum) a supporter of the Greater Manchester Good Employment Charter.

1.1.2. This assessment incorporated:

- an appraisal by the GM Core Investment Team; and
- a review by a sub-group of GM Chief Executives.

2. Investments Recommended for Approval in Principle

2.1. Delegation

2.1.1. A delegation is sought to allow urgent recommendations for funding to be conditionally approved in the period between the GMCA's December 2023 and January 2024 meetings. It is proposed that authority be delegated to the Chief Executive Officer, GMCA & TfGM and the GMCA Treasurer in consultation with the Portfolio Lead for Investment and Resources to approve projects for funding and agree urgent variations to the terms of funding previously approved by the Combined Authority.

2.1.2. Any recommendations approved under the delegation will be subject to the usual due diligence processes and will be reported to the next available meeting of the GMCA.

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Greater Manchester Combined Authority

Date: 15 December 2023
Subject: Investment in new Waste Mechanical Sorting Infrastructure
Report of: Councillor Tom Ross, Green City Portfolio Leader

Purpose of Report

To set out proposals for investment in recyclate sorting infrastructure to meet the requirements of the national Resources and Waste Strategy for consistency of collections (now referred to as Simpler Recycling) and to enable the collection for recycling of additional materials at the kerbside.

Recommendations:

GMCA is recommended to:

Review the options appraisal and approve the recommended approach for the future investment in recyclate sorting infrastructure.

Contact Officers

David Taylor
Executive Director, GMCA Waste and Resources Team
david.taylor@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

To approve the use of reserves to fund the investment in recycle sorting infrastructure and to delegate to the Chief Executive GMCA and TfGM the conclusion of documentation to initiate a procurement process and the agreement of a Notice of Change for the ongoing operating costs with the contractor.

Impacts Questionnaire

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

Carbon Assessment		
Overall Score	[Blue Box]	
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	[Blue Box]	The proposal is to use an existing building at Salford Road to house the new mechanical sorting machinery
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	
No associated carbon impacts expected.	[Green Box] High standard in terms of practice and awareness on carbon.	[Blue Box] Mostly best practice with a good level of awareness on carbon.
	[Yellow Box] Partially meets best practice/ awareness, significant room to improve.	[Black Box] Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

The English Resources and Waste Strategy and its implementation has been captured in the GMCA’s Strategic Risk Register with the necessary mitigations actions identified.

Legal Considerations

Legal considerations of any consequences of undertaking actions contrary to the English Resources and Waste Strategy are captured within the report and have been more specifically considered in the Review and Options Appraisal processes carried out by external consultants WSP.

Financial Consequences – Revenue

Financial Revenue considerations are captured within the report.

Financial Consequences – Capital

The central purpose of the English Resources and Waste Strategy (RaWS) RaWS is to create a circular economy principally through products being designed for recyclability, improved labelling, fewer plastic polymers being used for packaging and a plastic packaging tax. Facility capital costs to accommodate these changes are outlined at point 3.3 and are subject to detailed inspection of the IVC building, remedial works specification and procurement for a technology provider and construction contractor. Capital implications are set out in section 6.0.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

- Waste Strategy Update – Part A Waste and Recycling Committee 15th March 2023
- [Resources and waste strategy for England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/resources-and-waste-strategy-for-england)
- [Near elimination of biodegradable waste to landfill - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/near-elimination-of-biodegradable-waste-to-landfill)
- [Consistency in Household and Business Recycling in England - Defra - Citizen Space](https://www.gov.uk/government/consultations/consistency-in-household-and-business-recycling-in-england)
- [Extended Producer Responsibility for Packaging - Defra - Citizen Space](https://www.gov.uk/government/consultations/extended-producer-responsibility-for-packaging)
- [Introducing a Deposit Return Scheme in England, Wales and Northern Ireland - Defra - Citizen Space](https://www.gov.uk/government/consultations/introducing-a-deposit-return-scheme-in-england-wales-and-northern-ireland)
- The GMCA's combined and submitted responses to the EPR, DRS and Collection Consistency consultations – available from the Contact Officer

Tracking/ Process

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

Yes

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

Briefing note provided in November 2023

1. Introduction/Background

The existing Materials Recovery Facility (MRF) located at Longley Lane, Sharston has been operational since 2013 and processes c.90ktpa – 100ktpa of kerbside collected dry, mixed recyclable materials (referred to as commingled collections). The input specification for the commingled collections is based on glass, plastic bottles, ferrous and non-ferrous cans, aluminium foil and aerosols. Plastic bottles are sorted using near infrared (NIR) separation equipment into High Density Polyethylene (HDPE), Polyethylene Terephthalate (PET) and a low grade mixed plastic stream.

The facility is the only MRF that GMCA operates so maintaining facility availability is critical to continuity of collection services. The plant is now 10 years old and is showing age related issues due to the abrasive nature of the glass containing feedstock which wears away protective coatings on the steel work resulting in corrosion and metal fatigue. The NIR sensors are also prone to 'blinding' by debris which affects the efficiency of the separation process leading to additional downtime while systems are cleaned.

GMCA has only accepted plastic bottles in the commingled collections due to a lack of sustainable markets for other dense plastics such as pots, tubs and trays (PTTs) despite many other local authorities collecting these materials. Collection is only one part of the waste management chain and the onward marketing and processing of these materials is where the issues arise. In order to separate out the different plastic polymers that make up PTTs, additional processing is required at a Plastics Recovery Facility (PRF). There are currently 7 such facilities in the UK with annual capacity of 350kt as compared to the 572ktpa of plastic packaging collected for recycling by local authorities. This means that a proportion of the PTTs collected for recycling by local authorities are not actually being recycled due to insufficient sorting capacity in the market. Instead these PTTs collected by local authorities will be destined for energy from waste or export and an uncertain fate overseas.

For those PTTs that are processed at a PRF, the individual plastic polymers (HDPE, PET, PP etc) are then sold onto intermediate processors that will wash and flake the plastic. This creates a product that can then be sold onto packaging manufacturers. There are many stages in the recycling chain from the point of collection to actual product manufacture. It is estimated that there is plastic reprocessing capacity in the UK of 900ktpa as compared to 1300ktpa of total plastic packaging collected from local authority and commercial sources. This shortfall needs to be addressed to avoid exports and loss of material from the system and to ensure that the UK can meet minimum recycled content requirements in new packaging.

1.1 National Resources and Waste Strategy (RaWS)

The Department for Environment, Food and Rural Affairs (Defra) has been consulting on the national Resources and Waste Strategy (RaWS) over the last 4 years with a series of prolonged delays in publishing consultation responses. Activity has recently stepped up and details of what is proposed and the potential changes that may be needed for both waste collection and disposal arrangements in GM are now starting to become clearer although cost recovery and other fundamental points are yet to be developed. The central purpose of the RaWS is to create a circular economy principally through products being designed for recyclability, improved labelling, fewer plastic polymers being used for packaging and a plastic packaging tax. All of these measures are intended to make recycling easier, to stimulate demand and create markets for PTTs and to reduce consumption of resources.

1. There are 4 main elements to the RaWS:
 - Deposit Return Scheme (DRS) – reverse vending machines to be rolled out from 2025 at retail premises which will accept in scope drinks containers;
 - Extended Producer Responsibility (EPR) – any organisation placing packaging on the market will be charged a fee according to type and quantity of packaging. The fees will form a fund from which local authorities involved in the management of packaging materials will receive payments. The EPR scheme was timetabled to come into effect from April 2024 but this is now delayed until at least October 25 (see below for further details);
 - Consistency framework for waste collections (now referred to as Simpler Recycling following the Prime Minister's speech on 20th September 23 that removed the requirement for separate collection) which sets out the types of materials to be collected from the household; and
 - Collection of food waste on a separate, weekly basis from 100% of households from April 2026.
2. The latest element of the RaWS which has been published is the consultation response on Simpler Recycling. Under these proposals, it appears that all local authorities will be obligated to collect additional materials at the kerbside from 2026 which will include pots, tubs and trays and (from 2027) plastic films/soft flexible plastics. The consultation response also included 2 further consultations on the guidance and implementation of Simpler Recycling, so the complete picture remains unknown at this stage. There are

currently limited markets for plastic films with some supermarket take back schemes in operation but very little of this material is collected at the kerbside. Mechanical sorting technology is now starting to be introduced that can separate films from commingled collections meaning that with the right infrastructure, collection is becoming a possibility. Chemical recycling of this material whereby it is split back down to the constituent hydrocarbons that can be used as raw materials for new packaging products is the recommended outlet. Other changes will require liquid cartons (Tetrapak) to be collected with plastics whereas these are currently included in the mixed paper and card stream in GM.

3. The DRS is due to be introduced in England by October 2025 and this will target aluminium and PET drinks containers in the 50ml to 3 litre size range. Defra modelling forecasts that 90% of these materials will be recovered via DRS which will remove tonnage from the commingled collections at the kerbside. Overall, these changes are forecast to significantly change the composition of commingled collections which in turn will affect the operation and efficiency of the MRF.
4. In July 2023, Defra announced that it will be delaying the implementation of EPR until at least October 25 and has yet to confirm when any further details on Simpler Recycling will be issued. The ongoing delays and lack of full details are raising significant uncertainty within the waste industry as to whether the RaWS will be implemented in its current proposed form and when it will be necessary to have infrastructure in place to meet the policy requirements.
5. Due to the delays and uncertainty, many local authorities are waiting to see what the final policy will look like before making changes to their collection or sorting infrastructure. This means that once clarity is provided there will be a rush to appoint contractors and for investment in facilities to be made leading to constraints in the technology supply and construction markets. It is therefore essential to move quickly on decisions relating to investment in treatment capacity and to establish links with reprocessors and end markets for these additional materials.
6. Another future policy initiative that will affect waste management is the Emissions Trading Scheme (ETS) that is proposed to come into effect in 2028 and will include energy from waste (EfW) facilities. Combustion of 1 tonne of residual waste in an EfW facility results in c. 1 tonne of carbon being released via the flue stack. Under the ETS, EfW operators will need to pay for fossil fuel-based carbon emissions at the carbon trading price and will seek to pass these additional costs onto their customers. Modelling shows that these costs will add c.£30 - £40 per tonne to an EfW gate fee and this figure

will fluctuate according to the carbon trading price at the time so could go much higher than the modelled figure. One mitigation that can be employed to reduce the cost impact of the ETS is to seek to reduce the amount of fossil-based carbon i.e. plastics, in the residual waste processed at EfW facilities. Recovery of PTTs and soft plastics/flexibles will therefore reduce exposure to the ETS.

7. Given these incoming policies and the impact on changes to waste composition and potential technology supply constraints, it is necessary to review the current MRF process now to determine whether it can be adapted to operate on the changing mix of materials or whether an alternate approach may be required. Consequently, GMCA has commissioned WSP to conduct a technical review of the facility and to develop an options appraisal for future service delivery. This report sets out the considerations and makes a recommendation on how to deliver a flexible service that can accommodate future changes in waste composition and quantity.

2. WSP MRF Review

The WSP review was based on a series of site visits and a modelling exercise which examined the changes in the commingled collections delivered by districts to GMCA based on the planned quantities of various waste types being collected in the commingled collection; the impact that the revised tonnages will have on the existing MRF; and a recommendation on the future design parameters for any new MRF.

The commingled tonnages have been modelled over a 10 year time frame and a number of factors have been considered that would impact the commingled waste stream, including:

- Inclusion of PTTs and soft plastics;
- Impact of DRS;
- Household growth; and
- Impact of educating residents on what can/cannot be recycled.

The modelling exercise generated the following predicted waste flows:

Waste Type	Year 1	Year 2	Year 5	Year 10
Liquid cartons	547	547	708	860
All packaging film	5,556	5,556	8,282	10,871

Carrier bags	1,681	1,681	2,497	3,272
All other non-packaging film & wrap inc. Refuse sacks	2,085	2,085	3,095	4,055
All plastic bottles	15,470	13,150	12,490	12,074
All plastic pots, tubs & trays (PTTs)	8,128	8,128	10,730	13,434
All glass bottles & jars	52,908	52,908	56,957	61,176
All other glass	2,036	2,036	2,192	2,354
Tins & cans, aerosols	11,918	8,939	8,981	8,957
All foil	510	510	549	590
All other metals ferrous	1,318	1,318	1,419	1,524
All other metals non-ferrous	108	108	116	125
Non-targeted materials	18,019	18,019	17,551	17,048
Total Commingled Recyclables collections	120,285	114,985	125,567	136,340

The modelling demonstrates that the commingled collection is expected to collect around 136,000 tonnes per year once fully embedded. This is significantly higher than the design capacity of the existing MRF facility, principally due to adding plastic film and PTTs to the targeted materials. The existing plastic separation systems at the MRF are not designed to capture additional plastic types and film capture requires specialist air classification technology not installed at the facility.

Based on the modelling outcomes, the existing MRF at Longley Lane will not be able to process this quantity of material, will require very significant modifications to process the additional targeted material streams, and would require significant additional third party capacity (c. 45,000 tonnes per year) to be contracted. The options for future MRF processing were then reviewed and considered against the mix of materials and quantities set out in the table previously.

3. Options Appraisal

The WSP options appraisal considered the following MRF options to accommodate the forecast increase in the commingled stream tonnage and changes in composition:

1. Retain Longley Lane MRF with extensive modifications;
2. Refurbish Bredbury IVC building and install MRF processing equipment;
3. Refurbish Salford Road IVC building and install MRF processing equipment; and
4. Develop Nash Road with a purpose built new MRF.

3.1 Option 1 – Retain Longley Lane MRF with extensive modifications

The current Longley Lane MRF would require extensive modifications to process the increased volume and to separate the additional materials. The current MRF has the capacity to process c.90,000 tonnes per year, sorting out 6 materials (glass, ferrous, non-ferrous, HDPE, PET and mixed plastics) and the modelling indicates a required capacity of 136,000 tonnes per year sorting potentially 11 streams (film, glass, ferrous, non-ferrous, cardboard cartons, HDPE bottles, PET bottles, HDPE low-grade (PTTs), Low Density Polyethylene (LDPE) and PolyPropylene (PP) collected as PTTs and mixed plastics).

The existing MRF is located in a space constrained building making it difficult to modify and extend the equipment in its current location. Therefore, to accommodate the additional equipment, building extensions are required for an enlarged material reception hall, polymer collection, and baled material outputs.

Improvements and potential modifications to the Longley Lane MRF include:

- Improve space in the MRF by:
 - Relocating the waste bunkers to the adjacent garden waste building. This will require a long transfer conveyor from the MRF building to the garden waste building and development of bulking capacity elsewhere on site for green waste;
 - Relocating the glass processing equipment to the adjacent garden waste building. This will require a long transfer conveyor from the MRF building to

the garden waste building which will have significant issues for access and maintenance due to the necessary height of the conveyor; and

- Move the Aluminium baler to the garden waste building.
- Add film removal equipment at the front end of the process;
- Re-order the NIR equipment in order to:
 - Remove the HDPE bottles first;
 - Recalibrate (possibly requiring a new unit) the second NIR to target only clear PET bottles;
 - Consider a third NIR unit to target PTT-PET; and
 - Consider a fourth NIR unit to target PTT-PP.
- The residual stream will be the mixed plastics stream.

Capital costs for the above modifications are likely to be in the order of £4m – £8m. There will be an increase in operational costs due to the additional separation equipment and conveyor systems required. The works are forecast to take 24-36 months including planning/permitting process, building modification/extension, removal of current MRF equipment and installation of new MRF equipment.

Taking this facility out of service for c.24 months will result in significant disruption to district collections and would require the use of third party facilities to process the materials. Gate fees at third party sites and haulage vary according to commercial arrangements, however £50 - £60 per tonne is not untypical with the contractor retaining a proportion of income. This option therefore will come with a significant cost for haulage and off site treatment of 100ktpa, estimated at c.£5m pa for the construction period. Manchester, Stockport and Trafford would also require an alternative delivery point to tip materials while the site is redeveloped which would incur tipping away payments from GMCA and cause disruption at the alternate delivery point through increased traffic and waste volumes.

3.2 Option 2 - Refurbish Bredbury IVC building and install MRF processing equipment

Under this option, the redundant In-Vessel Composting (IVC) building at Bredbury would be repurposed through installation of new MRF processing equipment with a throughput of around 136,000 tonnes per year to replace the existing Longley Lane MRF. Half of

the IVC building at Bredbury is currently used for bulking of mixed garden and food waste (biowaste) delivered by Stockport primarily with lower tonnages delivered by Tameside and Manchester. Should a MRF be installed in this building an alternative delivery point would be required for biowaste.

The new MRF would have glass breaking/sorting, metals sorting/baling, and 4 to 5 NIR sorting lines for plastic polymer selection. The capital cost for the process element of this new MRF is estimated at £15m–£18m; and site development and refurbishment of the existing building is estimated at £1m–£2m. Development time is forecast to be 12 months for planning and permitting of the new facility and 24 months construction. This option also avoids the cost (c.£8m–£10m) of constructing a shed to house the MRF as all proposed materials reception, processing and storage activities can be contained in the existing structure. This is subject to structural surveys to confirm the integrity of the steel work given the former use of the building as a composting facility.

This option would not result in any disruption to districts commingled collections as the Longley Lane facility remains operational while the development at Bredbury takes place. However, an alternate delivery point for biowaste would be required. There is not sufficient space at Bredbury to develop another facility for this waste stream meaning that either an existing third party site would be required or a site acquisition would be required followed by development which will add significantly to costs/timescales and would require district collection rounds to be reconfigured to deliver to the alternate location which may bring additional resource/cost implications.

3.3 Option 3 - Refurbish Salford Road IVC building and install MRF processing equipment

Under this option, the IVC building at Salford Road, Overhulton would be refurbished with new MRF processing equipment with a throughput of around 136,000 tonnes per year to replace the existing Longley Lane MRF. The IVC building is currently used for bulking biowaste waste in one half and houses a mattress recycling facility in the other half. These operations would need to be relocated if the building were to be used for a new MRF. The biowaste could be accommodated (subject to Environment Agency approval) in a transfer loading station (TLS) on site with no disruption to district deliveries. The mattress recycling operation could be relocated to either the Bredbury IVC or to the GMCA facility at Arkwright St, Oldham. Both sites have space to accommodate this activity and relocation would not impact on district collections.

The capital cost for the process element of this new MRF is estimated at £15 – 18m and site development and building refurbishment costs are estimated at £2 - 3m. This figure includes an allowance for creation of additional carparking capacity and a new amenity building to house the increased staff numbers at this site. This development would require 12 months for planning and permitting and c.24 months construction. The selection of this site is subject to structural surveys to confirm the integrity of the steel work given the former use of the building as a composting facility.

The significant advantages of this option are the ability to develop the new MRF without disrupting district collections and relocating current activities carried out in the building by repurposing other GMCA assets at alternate locations. This option also avoids the cost (c.£8m-£10m) of constructing a shed to house the MRF as all proposed materials reception, processing and storage activities can be contained in the existing structure.

Another significant advantage of this location is the adjacent GMCA owned ground mounted 2.2MW solar farm that is currently generating electricity for export to the National Grid. The connections are available on site to switch the power generated by the solar array to a direct wire feed for the operation of the MRF. This will make a contribution towards decarbonisation of the GMCA waste estate.

3.4 Option 4 - Develop Nash Road with a purpose built new MRF

Under this option, a new MRF of around 136,000 tonnes per year would be built at the Nash Road, Trafford site on a spare parcel of land in GMCA ownership and would replace the existing Longley Lane MRF. The cost of this new MRF is estimated at £30m based on reported capital costs for recent MRF developments of similar size and processing capacity. The development timetable is forecast to be 12 months for planning and permitting of the new facility and 24 months construction.

The significant advantages of this option are the ability to develop the new MRF without disrupting district collections and continuing to use the Longley Lane facility while construction progresses. This is, however, offset by the increased capital cost required for development of a building to house the processing equipment.

3.5 Preferred Option

The current Longley Lane MRF does not have the capacity or equipment to process the additional tonnage required following the introduction of PTTs, plastic film and liquid cartons. Although the MRF and building can potentially be modified to accommodate a new MRF with the required capability, it will cause significant operational disruption for

an extended period and incur significant additional haulage and treatment costs. Development of a MRF at an alternative facility would avoid these issues.

Based on the options appraisal it is recommended a phased approach is taken. Under phase 1 the replacement MRF is developed at Salford Road, Overhulton in the existing IVC building (subject to structural surveys confirming the suitability of the building structure). The Longley Lane MRF will continue to operate during construction minimising operational impacts. District biowaste currently bulked in the IVC facility will need to be relocated to the TLS on site and the current mattress recycling operations will need to be relocated to alternative GMCA locations. Once the new plant is constructed and commissioned, the existing processing plant at the Longley Lane MRF will then be decommissioned and removed creating an operational space for alternative uses.

Once the new MRF is operational and there is a clearer position in relation to reprocessing capacity in the market and whether additional capacity has been developed in response to the RaWS an assessment can be made as to whether to develop a washing and flaking plant in the vacant Longley Lane MRF building in order to produce plastic flake that can be sold directly to reprocessors. This development would be subject to a future decision and development as phase 2 of the GMCA approach to plastic recycling.

4. MRF Design

The modelling work has been undertaken based on a set of assumptions in order to forecast the potential mix and quantity of materials to be collected in the commingled waste stream. These assumptions have been informed by experience in other countries of DRS schemes, however no one can accurately predict what the impact of the RaWS policy changes will be on our commingled materials. Fundamental questions remain on exactly how the composition of plastic polymers collected will change, what the tonnage of PTTs collected will be and how the DRS will impact the quantities of non-ferrous beverage cans and PET bottles that are presented at the kerbside.

Accommodating flexibility into the design of the MRF through inclusion of additional equipment will therefore be essential to avoid building a facility which then needs modification at a later date. The key ways in which flexibility will be built into the design will be through the inclusion of additional NIR separators over and above the base design

requirements and the use of robotics with artificial intelligence that can be “retrained” to pick additional materials including liquid cartons.

There are 2 options for soft plastics and films:

- They can be collected in a survival bag in the commingled wheeled bin and manually separated via a picking station in the MRF; or
- Separated mechanically via air classification equipment in the MRF.

Suez is currently engaged in a number of collection trials for these materials and the outputs will inform the approach to collection and sorting in GM and will be built into the design of the MRF. Incorporating separation equipment for soft plastics and films into the design now will enable GMCA to access these materials at the forefront of developments in chemical recycling that split low grade plastics back to the constituent hydrocarbons that can be used to produce a range of products from plastic packaging, waxes and liquid fuels. There are several companies in the North West actively developing facilities to process these materials through chemical recycling who will need feedstock materials for these facilities. Incorporation of film separation in the MRF ahead of the 2027 mandatory collection date will therefore put GMCA in a better position to access these markets.

Another aspect that will need to be incorporated into the design is the ability to drain any liquid out of the incoming commingled materials to avoid excess moisture being carried through the plant that will then affect the efficacy of the separation equipment. The wet climate in GM is a contributory factor in this and will need addressing as part of the MRF design.

5. Development Timeline

On the basis that a decision to progress with the development of a MRF at the Salford Rd site is approved, then the following programme will be followed:

- January 24 to December 24 – structural surveys, detailed design, planning application, variation of environmental permit, procurement and appointment of technology provider and construction contractor; and
- January 25 to December 26 – relocation of food and garden waste bulking activity, relocation of mattress recycling activity, IVC building modification, installation and commissioning of MRF equipment; and
- January 27 – commence operation of facility and decommissioning of Longley Lane MRF.

6. Financial Considerations

As stated previously capital costs are estimated to be in the range of £15m to £20m for this facility. The final costs will be subject to detailed inspection of the IVC building, remedial works specification and procurement for a technology provider and construction contractor.

Capital costs of c.£20m will result in a revenue cost of c.£1m plus interest per annum for the anticipated 20 year life span of the facility. Payments would start to flow in the 2025/26 financial year once construction activity commences.

Operating costs for the facility will need to be reviewed and developed once the detailed design stage has been completed. Given the additional separation equipment there will be some increase in utilities consumption (however this will be offset through provision of electricity from the solar array), maintenance and life cycle replacements.

7. Recommendations

To approve the outcome of the options appraisal and the future investment in recycle sorting infrastructure.

Greater Manchester Combined Authority

Date: 15 December 2023

Subject: Provision of Future Waste Disposal Services

Report of: Councillor Tom Ross, Trafford, Green City Portfolio Leader

Purpose of Report

To make recommendations for the future provision of waste disposal services from 2026.

Recommendations:

The GMCA is recommended to:

1. Note the contents of the report.
2. Approve the initiation of discussions with the current contractor to extend the WRMS and HWRCMS contracts in accordance with contract clauses.

Contact Officers

David Taylor

Executive Director, GMCA Waste and Resources Team

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Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

To review and comment on the outcome of an options appraisal and make recommendations for the future provision of waste disposal services from April 2026.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation	G	
Housing		
Economy	G	
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production	G	
Contribution to achieving the GM Carbon Neutral 2038 target		The proposal will address the development of a long term strategy for biodiversity enhancement across the operational sites; a review of potential for installation of solar PV and corresponding utilities requirements and costs with financial savings passed back to GMCA; an assessment of ability to include alternate fuelled vehicles and refuelling facilities in the life cycle plan; a detailed plan on how and when the HWRC recycling performance 60% target will be delivered and maintained; a proposal for acceptance and recycling of PTTS ahead of the commissioning of the replacement MRF; and a strategic review of the renew operation.
Further assessment of...		

G Positive impacts overall, whether long or short term.

A Mix of positive and negative impacts. Trade-offs to consider.

R Mostly negative, with at least one positive aspect. Trade-offs to consider.

RR Negative impacts overall.

Carbon Assessment		
Overall Score	#DIV/0!	
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.
	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

In order to support the decision making process, an options appraisal using external resources from KPMG (financial), DLA Piper (legal advice) has been commissioned to appraise the options.

Legal Considerations

In order to support the decision making process, an options appraisal using external resources from KPMG (financial), DLA Piper (legal advice) has been commissioned to appraise the options.

Financial Consequences – Revenue

In order to support the decision making process, an options appraisal using external resources from KPMG (financial), DLA Piper (legal advice) has been commissioned to appraise the options.

Financial Consequences – Capital

As above.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

19/2/2019 – Procurement of Waste and Resource Management Services, GMCA Meeting

Tracking/ Process

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

Yes

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

GMCA Overview and Scrutiny Committee 13 December 2023

1. Introduction

Following the early termination of the PFI contract with Viridor Laing (Greater Manchester) Ltd, GMCA ran a procurement process for provision of waste services under 2 contracts:

- Waste and Resource Management Services (WRMS); and
- Household Waste Recycling Centre Management Services (HWRCMS).

Both contracts were awarded to Suez Recycling and Recovery UK Ltd (Suez) with contract commencement on 1st June 2019 for an initial 7-year term with 2 optional periods of extension. The procurement process resulted in contractual arrangements that delivered efficiencies compared to the previous PFI contract and significant improvements in performance.

The initial 7 year contract term of both contracts will expire on 31st May 2026. In the event that a decision was to be made to run a procurement for services from 1st June 2026 then at least 2 years would be required for the process to complete and for a service provider to mobilise. It is therefore necessary for GMCA to consider the options for future service delivery and to make a decision by the end of 2023 as to whether to run a procurement.

The WRMS and HWRCMS contracts contain 2 options for extension:

- A period of 3 years running from 2026 to 2029, actionable at the discretion of GMCA and priced at the time of the tender bid; and
- A further period of 5 years running from 2029 to 2034, subject to negotiation and actionable by mutual consent of the parties.

The year 2034 is significant for GMCA as that is also when the initial term of the Residual Value Contract (RVC – see section 3 for further details) for supply of residual waste to the Runcorn energy from waste (EfW) plant also concludes.

In order to support the decision making process, GMCA Waste and Resources team has commissioned an options appraisal using external resources from KPMG (financial), DLA Piper (legal advice) and WSP (technical advice) supported by GMCA and district waste officers. The review has also taken account of market intelligence, market capacity information, the approach to commercial risk and future policy

changes affecting waste management that will flow from the national Resources and Waste Strategy (RaWS).

2. National Resources and Waste Strategy

The Department for Environment, Food and Rural Affairs (Defra) has been consulting on the RaWS over the last 4 years with a series of prolonged delays in publishing consultation responses. Activity has recently stepped up and details of what is proposed and the potential changes that may be needed for both waste collection and disposal arrangements in Greater Manchester (GM) are now starting to become clearer although cost recovery and other fundamental points are yet to be developed.

There are 4 main elements to the RaWS:

- Deposit Return Scheme (DRS) – reverse vending machines to be rolled out from 2025 at retail premises which will accept in scope drinks containers;
- Extended Producer Responsibility (EPR) – any organisation placing packaging on the market will be charged a fee according to type and quantity of packaging. The fees will form a fund from which local authorities involved in the management of packaging materials will receive payments. The EPR scheme was timetabled to come into effect from April 2024 but this is now delayed until October 2025 (see below for further details);
- Consistency framework for waste collections (now referred to as Simpler Recycling following the Prime Minister’s speech on 20th September 23 that removed the requirement for separate collection) which sets out the types of materials to be collected from the household; and
- Collection of food waste on a separate, weekly basis from 100% of households from April 2026.

The latest element of the RaWS which has been published is the consultation response on Simpler Recycling. Under these proposals, it appears that all local authorities will be obligated to collect additional materials at the kerbside which will include pots, tubs and trays from 2026 and plastic films/soft flexible plastics from 2027. The consultation response also included 2 further consultations on the guidance and implementation of Simpler Recycling, so the complete picture remains unknown at this

stage. In July 23, Defra announced that it will be delaying the implementation of EPR until at least October 25. The ongoing delays and lack of full details are raising significant uncertainty within the waste industry as to whether the RaWS will be implemented in its current proposed form and when it will be necessary to have infrastructure in place to meet the policy requirements. For local authorities that are imminently due to procure contracts for services this is also creating uncertainty and resulting in many extending their existing arrangements so as to avoid the potential for risk pricing by the market due to the unknown requirements.

3. Current GMCA Waste Management Contracts

GMCA has a number of waste disposal contracts in place. These are:

- WRMS Contract with Suez for operation of the main waste reception and processing sites, 9 sites with attached Household Waste Recycling Centres (HWRCs), operation of the Raikes Lane energy from waste plant (EfW), supply of fuel to the RVC contract (see below), marketing of materials for recycling and operation and maintenance of a transport fleet of c. 70 heavy goods vehicles;
- HWRCMS Contract with Suez for operation of 11 stand-alone HWRCs;
- Residual Value Contract (RVC) with TPSCo (a joint venture between Viridor and Ineos Inovyn) for thermal treatment of a minimum of 325ktpa rail delivered residual waste at the Runcorn EfW; and
- Biowaste offtake contracts for treatment of c.125ktpa of mixed garden and food waste using in-vessel composting (IVC) technology under a framework that runs until 2026.

Since commencing operation of the WRMS and HWRCMS contracts, Suez has significantly improved the services in comparison to the previous contract. This is particularly so for landfill diversion which has increased from c.90% to over 99% of the c1.1 million tonnes of waste handled each year.

The HWRCs have also benefitted from access control measures being introduced by Suez and GMCA to control the illegal deposit of trade waste. This has been very successful at deterring traders with c.70,000 fewer vehicle visits per month being made to the sites. This has enabled operatives to interact better with site users to

capture more recyclable materials and has also significantly improved working conditions for site staff with far lower incidents of verbal and/or physical abuse of staff being reported.

The Suez contracts have delivered significant social value for Greater Manchester principally through the reuse activity being carried out at the Reuse Hub in Trafford Park and via 3 shops located at HWRCs where items are made available for resale to members of the public. This activity is calculated to generate over £3 of social value return on investment (SROI) for every £1 of contract spend. This is being delivered through charitable donations, skills development, employment and wider community benefits. Suez has also implemented systems that respond to GMCA's requirement for recyclables to be processed as close to GM as possible and avoid export. This has led to c.80ktpa of newspapers and card now being reprocessed at the Saica plant in Trafford (under the previous PFI arrangement, paper and card was exported to Asian markets for reprocessing).

The WRMS contract requires Suez to meet GMCA's obligations under the RVC contract to deliver 325,000 tonnes per annum of processed residual waste by rail to the Runcorn EfW facility. The RVC Contract runs until 2034 following which there is an optional further period of extension of 15 years to 2049. Gate fees for EfW disposal will increase from 2028 when EfW is included in the carbon Emissions Trading Scheme (ETS). Another future factor for consideration with the RVC contract is the plan from Viridor to install carbon capture and storage equipment at the site. This is currently in the final stages of a funding application to Government and if successful, could be operational for 2028. This could make a significant contribution to decarbonising GM's waste management activities.

The biowaste contracts are for the treatment of c.125ktpa of mixed garden and food waste and will expire in 2026. The Waste and Resources team has commissioned a specialist consultancy, WRM, to conduct an options appraisal for future treatment of food and garden waste which will report by the end of 2023. Once this options appraisal is completed, a preferred method of service provision post 2026 will be identified and will be the subject of a separate report to GMCA in the future.

4. Market Intelligence

In recent years the waste management market in the UK has gone through a period of consolidation with several mergers and acquisitions reducing the number of organisations having the capacity/capability to bid for large integrated contracts. A review exercise was held with the advisory team to assess the capacity of the market and potential bidders for a future GMCA procurement exercise. This concluded that there are a very small number of waste operators that have the capacity and experience to do this.

The continued uncertainty over the RaWS requirements and timeframes is also affecting the capacity in the market to bid and also the approach to risk allocation. There are at least 17 local authority waste contracts due to expire between 2025 and 2029. A number of these have indicated that they will extend arrangements for 2 to 3 years due to the ongoing delays with implementation of the RaWS, whereas others amongst them do not have the ability to extend their contracts so will progress to the market. This means that during the period from 2025 to 2029 there will be a significant number of waste procurements being run by local authorities which will impact on the ability of bidders to respond due to capacity constraints. This will be a factor in determining whether they respond to a GMCA procurement opportunity which will entail significant expenditure on bid costs.

5. Strategic Assets

GMCA has 3 strategic assets that will also need to factor into the decision making process. The first is the Raikes Lane EfW facility in Bolton. The plant was originally constructed in 1971 and subsequently upgraded with energy recovery and electricity generation equipment between 1998 and 2000. It is a single line facility with c.100ktpa capacity processing residual waste. Conscious of the age of the facility, GMCA Waste and Resources commissioned WSP to undertake a technical review of the facility to determine options for the future.

The report concluded that:

- The site has a tight footprint and would struggle to accommodate a new build facility with a forecast capital cost in the range of c.£150m to £175m;

- Suez is operating and maintaining the facility well and it should continue to operate into the mid 2030's if maintained to current standards with appropriate investment;
- By the mid 2030's a decision will be required to decommission the plant or install a new boiler at a cost of c.£30m. Given the age of the rest of the plant, installation of a new boiler is unlikely to be economically attractive; and
- As well as the Runcorn facility, there are a number of other new build EfW facilities in the North West due to come on stream in the next 5 years so merchant capacity should be available for the displaced tonnage.

Based on this analysis, the preferred option would be to continue operate the plant until March 2034 to tie in with the end of other GMCA contracts and then consider options including investment in the facility or decommissioning. If this were the selected outcome, then alternate residual waste treatment capacity would be required either through existing arrangements or via a procurement. A procurement process would open up competition from alternate EfW facilities or other forms of residual waste treatment such as gasification technology used to produce Sustainable Aviation Fuel (SAF). In the period up to 2034, a critical factor will be maintaining availability of the Raikes Lane facility and tonnage throughput which will require additional expenditure on life cycle replacement of key elements of the plant due its increasing age. Whichever route is selected for the provision of future services (ie procurement or contract extension), additional expenditure on the Raikes Lane facility will be required.

The Longley Lane Materials Recovery Facility (MRF) has been reviewed as part of the assessment of implications of the RaWS on GMCA waste infrastructure. The requirement to include plastic pots, tubs and trays as well as 'soft' plastics in our dry recyclable collections will mean additional sorting equipment is required. A separate report sets out the conclusions of an options appraisal and the preferred option of development of a new plant inside an existing GMCA facility, a former in-vessel composting facility. This development, if approved, will be initiated by GMCA and would be under construction during a potential procurement process for services from 2026. This increases the potential for bidders risk pricing the operation of this facility

due to uncertainty over implementation timescales, operating costs, quality of outputs and market capacity.

Another key asset is the Higher Swan Lane office and workshops in Bolton. The office facility is a modular building that needs modernising and the workshops date back to the 1950's. Both buildings will need improvements to be undertaken in the short term, however significant expenditure will be needed for long term use. The approach to accommodation of contractor support services and vehicle maintenance could be tied into the provision of services post 2034 so that options can be reviewed.

6. Contract Extensions

The option to extend the WRMS and HWRCMS contracts for a further 3 years from 2026 to 2029 was priced at the time of the procurement and offers GMCA an attractive option from a financial perspective that KPMG has assessed as being well below the likely costs that would result from a procurement process.

Suez has also provided a proposal for the optional 5 year extension which is based on maintaining all current contract terms and conditions, specifications and contract targets.

The inclusion of a priced three-year extension option in the WRMS and HWRCMS contracts was a deliberate action to provide some extended certainty if it appeared that the wider marketplace was not in a position to better that known offer. Including the ability to extend for the further 5 years followed the same ethos but it was recognised that the bidders would put a heavy risk premium on a period some 11 years away at the time of bidding. However, the ability to actively negotiate a 5 year extension was considered likely to generate a lower cost option than that offered as a result of a procurement (because, for example, mobilisation costs would not be incurred, facility performance would be known and not risk priced etc).

The plus 3 years and plus 5 years extensions, outside of the financial certainty provided, also give:

- an extended period of service quality continuity and consistency. Change at any point in the period from 2026 to 2034 has the potential to disrupt the

quality of service (especially if there is a change of contractor entailing the significant transfer of staffing and resources); and

- a settled period for both the GMCA and the contractor to assess emerging technologies, policies and strategies that require innovation to address. An example of this is the use of alternative energy sources for plant, equipment, fleet and processes. In a period crucial to the achievement of net zero and waste strategy targets a steady state service (as much as that is possible) will give time to carefully consider options.

The extension of the contracts give certainty of price, performance and service delivery during a period of uncertainty from the RaWS and also addresses market capacity concerns in the 2025 to 2029 period over running procurement processes.

To recap, the three-year extension (2026-2029) is at GMCA's sole discretion – i.e., GMCA has the right to extend the contract with no further reference to Suez. The following five-year extension (2029-2034) is a mutual option to extend which requires both parties to agree to a further extension.

Consideration has also been given to an option based on exercising the 3 year extension with Suez and then having an “in-house” service provision for the 5 years to 2034. A workshop was held with the advisory team and district officers to scope out this option and to identify the critical risks to determine whether to price the option or rule it out at this stage. In summary the workshop concluded that:

- Establishment of an arm's length operating company would be required, however GMCA would be acting as guarantor so would effectively be underwriting all risks;
- Back office support services would be required for HR, pay roll, IT and health and safety. These would need to be outsourced due to capacity constraints in GMCA support services to take on another 600 staff;
- There would be a significant requirement to buy in expertise for operation and maintenance of technology sites such as Raikes Lane EfW and Longley Lane MRF;

- Significant risk transfer to GMCA would occur for recycle and commodity markets and pricing, industrial relations, compliance with necessary consents (planning permissions, environmental permits, operator licences) pension costs, facility performance, life cycle replacement costs, fleet insurance, health and safety and regulatory compliance;
- GMCA would need to be a significant purchaser of specialist mobile plant and fleet which are on long lead times and lacks the buying power of the large waste management companies; and
- Insurance of facilities is a definitive factor. Willis Towers Watson, insurance advisors to GMCA, were engaged to assess whether GMCA would be able to place insurance at the necessary levels in the market for the network of facilities. This work concluded that insurance would not be available and GMCA would therefore need to self insure. This would require significant reserves to be carried to cover facility loss due to fire for facility reinstatement and business interruption costs.

On the basis of risk transfer and unavailability of insurance, the in-house option has been discounted and not considered further in the modelling of options.

7. Recommended Strategy for Provision of Future Services

Extending the existing contracts has the advantage of:

- Allowing time for the implementation plans for the RaWS to become clearer;
- Allows the potential MRF development to take place with reduced risk transfer for operating costs;
- Allowing time for the market to develop and capacity to respond to future procurement opportunities to be increased;
- Reducing the level of risk transfer to GMCA compared to all other service delivery options;
- Allowing continued operation of Raikes Lane at a guaranteed throughput and secures investment in the facility for operation to 2034;

- Enabling alignment with other GMCA waste contracts with an end date of 2034; and
- Delivering a more competitive modelled financial outcome than running a procurement for services commencing in 2026 or 2029.

The recommended approach to provision of future services is therefore:

1. To rule out undertaking a procurement for services from 2026;
2. To engage with Suez on the contract extension options; and
3. For a report on the outcome of discussions to be presented to a future meeting of GMCA.

8. Legal Advice

Once negotiations have concluded with Suez on extension arrangements, DLA Piper will be able to provide a paper on the legal context and this will be appended to a future report to GMCA.

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