

## GREATER MANCHESTER COMBINED AUTHORITY

**DATE:** Friday, 12th July, 2024

**TIME:** 10.30 am

**VENUE:** Council Chamber, Salford City Council, Salford Civic Centre, Chorley Road, Swinton, Salford, M27 5AW

### 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. **Minutes of the GMCA meeting held on 14 June 2024** 5 - 18

To consider the approval of the minutes of the meeting held on 14 June 2024.

5. **Greater Manchester Appointments**

- i. To appoint Cllr Frankie Singleton (Stockport), as the member, and Cllr Jilly Julian (Stockport), as the substitute member, to the GM Culture and Social Impact Fund Committee.

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

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

- ii. To appoint Cllr Mark Roberts (Stockport) to the Green City Region Board.
- iii. To appoint Cllr Colin MacAlister (Stockport) as the member, and Cllr Frankie Singleton (Stockport), as the substitute member, to the GM Homelessness Board.
- iv. To appoint the following members to the GM Children’s Board  
Cllr Wendy Meikle (Stockport)  
Cllr Lucy Smith (Bury)  
Cllr Julie Reid (Manchester)
- v. To note the appointment of Cllr Mark Roberts (Stockport) as the member, and Cllr Grace Baynham (Stockport), as the substitute member, to the GM Clean Air Charging Authorities Committee
- vi. To note the appointment of Cllr Mark Roberts (Stockport) as the member, and Cllr Grace Baynham (Stockport), as the substitute member, to the GM Air Quality Administration Committee.
- vii. To note the appointment of Cllr Lisa Smart (Stockport), as the member, and Cllr Jeremy Meal (Stockport) as the substitute member to the GM Clean Air Scrutiny Committee.
- viii. To note the appointment of Cllr Mark Hunter (Stockport) as the member, and Cllr Mark Roberts, as the substitute member, to the Integrated Care Partnership Board.

**6. GMCA Annual Constitution Review 19 - 24**

Report of Gillian Duckworth, GMCA Monitoring Officer & Solicitor.

**7. GMCA Overview & Scrutiny Task and Finish Review: Affordable Homes 25 - 84**

Councillor Lewis Nelson, Chair of the Task and Finish Group and Councillor Nadim Muslim, Chair of the GMCA Overview & Scrutiny Committee.

**8. GM Moving MoU Refresh 85 - 106**

Report of Andy Burnham, Mayor of Greater Manchester.

**9. The GM Good Landlord Charter 107 - 250**

Report of Councillor Gerald Cooney, Portfolio Lead for Housing.

<b>10.</b>	<b>Delivering the Bee Network Update</b>	251 - 266
	Report of Andy Burnham, Mayor of Greater Manchester.	
<b>11.</b>	<b>Draft Rapid Transit Strategy</b>	267 - 346
	Report of Andy Burnham, Mayor of Greater Manchester.	
<b>12.</b>	<b>Bee Network Fares and Ticketing - To Follow</b>	
	Report of Andy Burnham, Mayor of Greater Manchester.	
<b>13.</b>	<b>TfGM Executive Board Appointments</b>	347 - 352
	Report of Andy Burnham, Mayor of Greater Manchester.	
<b>14.</b>	<b>Cost of Living and Economic Resilience</b>	353 - 366
	Report of Councillor Bev Craig, Portfolio Lead for Economy & Business and Councillor Arooj Shah Portfolio Lead for Equalities and Communities.	
<b>15.</b>	<b>GMCA Sustainability Strategy: Annual Report</b>	367 - 384
	Report of Councillor Tom Ross, Portfolio Lead for Green City Region.	
<b>16.</b>	<b>Low Carbon Skills Fund Opportunity</b>	385 - 394
	Report of Councillor Tom Ross, Portfolio Lead for Green City Region.	
<b>17.</b>	<b>Greater Manchester Culture Strategy</b>	395 - 428
	Report of Councillor Neil Emmott, Portfolio Lead for Culture.	
<b>18.</b>	<b>GM Armed Forces Covenant Roadmap</b>	429 - 456
	Report of Andy Burnham, Mayor of Greater Manchester.	

- 19. Investment Zone Update** 457 - 470
- Report of Councillor Bev Craig, Portfolio Lead for Economy, Business & Inclusive Growth.
- 20. Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan** 471 - 514
- Report of Andy Burnham, Mayor of Greater Manchester.
- 21. Mayoral Development Corporation for Northern Gateway - In Principle Decision** 515 - 524
- Report of Councillor Bev Craig, Portfolio Lead for Economy, Business & Inclusive Growth.
- 22. Ashton Mayoral Development Zone - Business Plan** 525 - 540
- Report of Andy Burnham, Mayor of Greater Manchester.
- 23. UKSPF Proposal for the Management of Potential Underspend 2024/5** 541 - 546
- Report of Councillor David Molyneux, Portfolio Lead for Finance & Investment.
- 24. Revenue Outturn Report - Quarter 4** 547 - 570
- Report of Councillor David Molyneux, Portfolio Lead for Finance & Investment.
- 25. Capital Outturn Report - Quarter 4** 571 - 592
- Report of Councillor David Molyneux, Portfolio Lead for Finance & Investment.
- 26. GM Housing Investment Loans Fund and Brownfield Housing Fund** 593 - 596

Report of Councillor Gerald Cooney, Portfolio Lead for Housing.

**27. GM Investment Framework, Conditional Project Approval 597 - 606**

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

**28. Independent Remuneration Panel Review of GM Mayoral Remuneration 607 - 628**

Report of Gillian Duckworth, GMCA Monitoring Officer & Solicitor.

**29. EXCLUSION OF THE PRESS AND PUBLIC**

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

**PART B**

**30. Stockport Town Centre West Mayoral Development Corporation's - Action Plan 3 629 - 644**

Report of Andy Burnham, Mayor of Greater Manchester.

**31 GM Investment Framework Approvals 3 645 - 654**

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

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

For copies of papers and further information on this meeting please refer to the website

[www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk). Alternatively, contact the following

Governance & Scrutiny Officer: Governance and Scrutiny

✉ [sylvia.welsh@greatermanchester-ca.gov.uk](mailto:sylvia.welsh@greatermanchester-ca.gov.uk)

This agenda was issued on 4 July 2024 Date Not Specified on behalf of Julie Connor,  
Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford  
Street, Manchester M1 6EU

## Declaration of Councillors' Interests in Items Appearing on the Agenda

Name and Date of Committee.....>

Agenda Item Number	Type of Interest - PERSONAL AND NON PREJUDICIAL Reason for declaration of interest	NON PREJUDICIAL Reason for declaration of interest Type of Interest – PREJUDICIAL Reason for declaration of interest	Type of Interest – DISCLOSABLE PECUNIARY INTEREST Reason for declaration of interest

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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**MINUTES OF THE MEETING OF THE GREATER MANCHESTER COMBINED  
AUTHORITY HELD ON FRIDAY 14<sup>th</sup> JUNE 2024 AT OLDHAM COUNCIL  
CHAMBER**

**PRESENT**

Mayor of Greater Manchester	Andy Burnham (in the Chair)
Deputy Mayor (Police, Crime & Fire)	Kate Green
Bolton	Councillor Nick Peel
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Bev Craig
Oldham	Councillor Arooj Shah
Rochdale	Councillor Daalat Ali
Salford	Mayor Paul Dennett
Stockport	Councillor Mark Hunter
Trafford	Councillor Tom Ross
Wigan	Councillor David Molyneux

**OFFICERS IN ATTENDANCE:**

GMCA Deputy Chief Executive	Andrew Lightfoot
GMCA Monitoring Officer	Gillian Duckworth
GMCA Treasurer	Steve Wilson
Stockport	Caroline Simpson
Tameside	Sandra Stewart
Wigan	James Winterbottom
GMCA	Sylvia Welsh
GMCA	Lee Teasdale

**GMCA 81/24      APOLOGIES**

That apologies be received and noted from Councillor Neil Emmott (Rochdale) & Councillor Gerald Cooney (Tameside).

**GMCA 82/24            APPOINTMENT OF CHAIR 2024/25**

**RESOLVED /-**

That it be noted that Andy Burnham, as the Mayor of Greater Manchester, under Part 5A, section 4 of the Constitution, is the Chair of the GMCA (ex-officio).

**GMCA 83/24            APPOINTMENT OF VICE-CHAIRS 2024/25**

**RESOLVED /-**

1.     That it be noted that City Mayor, Paul Dennett, Deputy Mayor, is automatically appointed as a Vice Chair of the GMCA, under Part 5A, section 4, of the Constitution.
  
2.     That it be noted that that Councillor Mark Hunter is automatically appointed as a Vice Chair of the GMCA, under Part 5A, section 4, of the Constitution.
  
3.     That the appointment of Councillor Bev Craig as a Vice Chair of the GMCA , under Part 5A, section 4, of the Constitution be approved.

**GMCA 84/24            APPOINTMENTS TO GREATER MANCHESTER BODIES**

The Mayor of Greater Manchester, Andy Burnham invited Gillian Duckworth, GMCA Monitoring Officer, to detail the appointments and nominations to various Committees and other bodies within the Greater Manchester system of governance.

Concern was expressed regarding the calculation of some opposition allocations which were incorrect and only amended late within the process resulting in insufficient time for the nominations to be provided for the meeting. Apologies were offered and accepted within the meeting with a request that measures be put in place to ensure that there was no recurrence in future years.

**RESOLVED /-**

1. That appointments by Greater Manchester Local Authorities of members and substitute members to the Greater Manchester Combined Authority for 2024/25 be noted, and that it also be noted that all substitute members will be invited to attend meetings of the GMCA, to be able to speak but not vote (unless acting in the absence of their member) as provided for in the constitution.
2. That the appointment of Julie Connor, Director of Governance & Scrutiny, as the Secretary of the GMCA be approved.
3. That Councillors Nick Peel (Lab) (Bolton), Bev Craig (Lab) (Manchester), Arooj Shah (Lab) (Oldham), Gerald Cooney (Lab) (Tameside), and Mark Hunter (Lib Dem) (Stockport) be appointed to the GMCA Standards Committee for 2024/25.
4. That Members Andy Burnham (Lab), Bev Craig (Lab), (Manchester), Paul Dennett (Lab) (Salford), Eamonn O'Brien (Lab), (Bury), Tom Ross (Labour) (Trafford), David Molyneux (Lab) (Wigan) and Mark Hunter (Lib Dem) (Stockport) be appointed to the GMCA Resources Committee for 2024/25.
5. That Councillors Elliot Moss (Lab) (Bury), Andrew Simcock (Lab) (Manchester), Colin McLaren (Lab) (Oldham) and Dylan Butt (Con) (Trafford) be appointed as the member and Councillors Emily Mort (Lab) (Bolton) and Jack Youd (Lab) (Salford) be appointed as the substitute members to the GMCA Audit Committee for 2024/25.
6. That the following 15 members and substitute members be appointed to the GMCA Waste & Recycling Committee for 2024/25 as follows:

<b>District</b>	<b>Member</b>	<b>Substitute</b>
<b>Bolton</b>	Richard Silvester (Lab)	Robert Morrisey (Lab)
<b>Bury</b>	Alan Quinn (Lab)	To be confirmed (Lab)

	Gareth Staples-Jones (Lab)	To be confirmed (Lab)
<b>Manchester</b>	Lee-Ann Igbon (Lab)	To be confirmed (Lab)
	Shaukat Ali (Lab)	To be confirmed (Lab)
<b>Oldham</b>	Ken Rustidge (Lab)	To be confirmed (Lab)
	Pam Byrne (Con)	David Arnott (Con)
<b>Rochdale</b>	Aasim Rashid (Lab)	To be confirmed (Lab)
<b>Salford</b>	David Lancaster (Lab)	Barbara Bentham (Lab)
		Arnold Saunders (Con)
<b>Stockport</b>	Dena Ryness (Lab)	Davd Meller (Lab)
	Mark Roberts (Lib Dem)	Grace Baynham (Lib Dem)
<b>Tameside</b>	Denise Ward (Lab)	Hugh Roderick (Lab)
<b>Trafford</b>	Stephen Adshead (Lab)	To be confirmed (Lab)
	Dylan Butt (Con)	
	To be confirmed (Lib Dem)	To be confirmed (Lib Dem)
<b>Wigan</b>	NA	

7. That it be noted that the appointment of the Chair of the GMCA Waste & Recycling Committee will be made by the GMCA, on the recommendation of the GMCA Waste & Recycling Committee.
8. That the appointment of the Mayor of Greater Manchester to the Bee Network Committee for 2024/25 be noted.
9. That Tom Ross (Lab) (Trafford) be appointed, to act as the substitute member for the Mayor of Greater Manchester, to the Bee Network Committee for 2024/5.
10. That Eamonn O'Brien (Lab) (Bury) be appointed to act as the GMCA member on the Bee Network Committee member for 2024/25, and that Neil Emmott

(Lab) (Rochdale) be appointed to act as GMCA substitute member on the Bee Network Committee for 2024/25.

11. That the appointments to the Bee Network Committee by the 10 GM Local Authorities for 2024/25, be noted, as follows:

<b>District</b>	<b>Member</b>	<b>Substitute</b>
<b>Bolton</b>	Hamdi Khurram (Lab)	Sean Fielding (Lab)
<b>Bury</b>	Alan Quinn (Lab)	Gareth Staples-Jones (Lab)
<b>Manchester</b>	Tracey Rawlins (Lab)	To be confirmed (Lab)
<b>Oldham</b>	Joshua Charters (Lab)	Chris Goodwin (Lab)
<b>Rochdale</b>	Phil Burke (Lab)	Aasim Rashid (Lab)
<b>Salford</b>	Paul Dennett (Lab)	Mike McCusker (Lab)
<b>Stockport</b>	Grace Baynham (Lib Dem)	Mark Roberts (Lib Dem)
<b>Tameside</b>	Laura Boyle (Lab)	Andrew McClaren (Lab)
<b>Trafford</b>	Aidan Williams (Lab)	Stephen Adshead (Lab)
<b>Wigan</b>	Paul Prescott (Lab)	John Vickers (Lab)

12. That it be noted that the Mayor will appoint up to 4 additional members to the GMCA Bee Network Committee.
13. That the Bee Network Committee be requested to appoint 5 members from the Committee (**4 Labour and 1 Conservative**) to the GMATL Board for 2024/25.

14. That 20 members and 20 substitute members be appointed to the GMCA Overview & Scrutiny Committee for 2024/25 as follows:

<b>District</b>	<b>Member</b>	<b>Substitute</b>
<b>Bolton</b>	Nadim Muslim (Con)	Mohammed Iqbal (Lab)
	Peter Wright (Independent)	Robert Morrisey (Lab)
<b>Bury</b>	Russell Bernstein (Con)	Gavin McGill (Lab)
	Imran Rizvi (Lab)	To be confirmed (Lab)
<b>Manchester</b>	John Leech (Lib Dem)	
	Basil Curley (Lab)	John Hughes (Lab)
	Mandie Shilton Godwin (Lab)	Anthony McCaul (Lab)
<b>Oldham</b>	Colin McLaren (Lab)	Louie Hamblett (Lib Dem)
		Junaid Hussain (Lab)
<b>Rochdale</b>	Dylan Williams (Lab)	Ashley Dearnley (Con)
	Terry Smith (Lab)	Sameena Zaheer (Lab)
<b>Salford</b>	Lewis Nelson (Lab)	Neil Reynolds (Lab)
	Joshua Brooks (Lab)	Maria Brabiner (Lab)
<b>Stockport</b>	Rachel Wise (Lab)	Steve Gribbon (Lib Dem)
		Helen Hibbert (Lab)
<b>Tameside</b>	Nalia Sharif (Lab)	Liam Billington (Con)
	Claire Reid (Lab)	Theresa Smith (Lab)
<b>Trafford</b>	Sean Ennis (Lib Dem)	George Delvin (Lab)
	Ged Carter (Lab)	Keleigh Glenton (Lab)
	Jill Axford (Lab)	
<b>Wigan</b>	Joanne Marshall (Lab)	Mary Callahan (Lab)
	Fred Walker (Lab)	Debra Wailes (Lab)

15. That the appointments made by the GM Local Authorities to the GM Culture & Social Impact Fund Committee for 2024/25 be approved as follows:

<b>District</b>	<b>Member</b>	<b>Substitute Member</b>
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<b>GMCA Portfolio Lead</b>	Neil Emmott	
<b>Bolton</b>	Nadeem Ayub (Lab)	Karen Hon (Lab)
<b>Bury</b>	Charlotte Morris (Lab)	To be confirmed
<b>Manchester</b>	Tim Whiston (Lab)	Leslie Bell (Lab)
<b>Oldham</b>	Peter Dean (Lab)	Aftab Hussain (Lab)
<b>Rochdale</b>	Janet Emsley (Lab)	Kathryn Bromfield (Lab)
<b>Salford</b>	Hannah Robinson-Smith (Lab)	Jack Youd (Lab)
<b>Stockport</b>	To be confirmed	To be confirmed
<b>Tameside</b>	Vimal Choksi (Lab)	Sangita Patel (Lab)
<b>Trafford</b>	Catherine Hynes (Lab)	Rose Thompson (Lab)
<b>Wigan</b>	Chris Ready (Lab)	Keith Cunliffe (Lab)

16. That the appointments to the Green City Region Board as nominated by the 10 GM Local Authorities for 2024/25 be approved as follows:

<b>District</b>	<b>Member</b>
<b>GMCA Portfolio Lead</b>	Tom Ross (Lab)
<b>Bolton</b>	Richard Silvester (Lab)
<b>Bury</b>	Gareth Staple-Jones (Lab)
<b>Manchester</b>	Tracey Rawlins (Lab)
<b>Oldham</b>	Abdul Jabbar (Lab)
<b>Rochdale</b>	Tricia Ayrton (Lab)
<b>Salford</b>	Mike McCusker (Lab)
<b>Stockport</b>	To be confirmed
<b>Tameside</b>	Jack Naylor (Lab)
<b>Trafford</b>	Aidan Williams (Lab)
<b>Wigan</b>	Paul Prescott (Lab)

17. That the GMCA Green-City Region Portfolio Leader be appointed to the Greater Manchester Green City Region Partnership Board for 2024/25.
18. That the appointments to the Greater Manchester Homelessness Programme Board as nominated by the 10 GM Local Authorities for 2024/25 be approved as follows:

<b>District</b>	<b>Member</b>	<b>Substitute</b>
<b>GMCA Portfolio Lead</b>	Paul Dennett (Lab)	
<b>Bolton</b>	Hamid Khurram (Lab)	To be confirmed
<b>Bury</b>	Clare Cummins (Lab)	Elizabeth Fitzgerald (Lab)
<b>Manchester</b>	Joanna Midgely (Lab)	To be confirmed
<b>Oldham</b>	Elaine Taylor (Lab)	Chris Goodwin (Lab)
<b>Rochdale</b>	Daniel Meredith (Lab)	To be confirmed
<b>Salford</b>	Tracy Kelly (Lab)	Wilson Nkurunziza (Lab)
<b>Stockport</b>	To be confirmed	To be confirmed
<b>Tameside</b>	Andrew McLaren (Lab)	To be confirmed
<b>Trafford</b>	James Wright (Lab)	To be confirmed
<b>Wigan</b>	Susan Gambles (Lab)	Paula Wakefield (Lab)

19. That the appointments to the Greater Manchester Children's Board as nominated by the 10 GM Local Authorities for 2024/25 be approved as follows:

<b>District</b>	<b>Member</b>
<b>GMCA Portfolio Lead</b>	Mark Hunter (Lib Dem)
<b>Bolton</b>	Martin Donaghy (Lab)
<b>Bury</b>	Tamoor Tariq (Lab)
<b>Manchester</b>	To be confirmed
<b>Oldham</b>	Shaid Mushtaq (Lab)
<b>Rochdale</b>	Rachel Massey (Lab)
<b>Salford</b>	Jim Cammell (Lab)
<b>Stockport</b>	To be confirmed

<b>Tameside</b>	Bill Fairfoull (Lab)
<b>Trafford</b>	Karina Cater (Lab)
<b>Wigan</b>	Jenny Bullen (Lab)

20. That the appointments from the GM Local Authorities to the Clean Air Charging Authorities Committee for 2024/25 be noted as follows:

<b>District</b>	<b>Member</b>	<b>Substitute</b>
<b>Bolton</b>	Richard Silvester (Lab)	Hamid Khurram (Lab)
<b>Bury</b>	Alan Quinn (Lab)	Gary Staples-Jones (Lab)
<b>Manchester</b>	Tracey Rawlins (Lab)	Linda Foley (Lab)
<b>Oldham</b>	Abdul Jabbar (Lab)	Joshua Charters (Lab)
<b>Rochdale</b>	Trisha Ayrton (Lab)	To be confirmed
<b>Salford</b>	Mike McCusker (Lab)	Jane Hamilton (Lab)
<b>Stockport</b>	To be confirmed	To be confirmed
<b>Tameside</b>	Denise Ward (Lab)	Gerald Cooney (Lab)
<b>Trafford</b>	Aidan Williams (Lab)	Stephen Adshead (Lab)
<b>Wigan</b>	Paul Prescott (Lab)	Joanne Marshall (Lab)

21. That the appointments from the GM Local Authorities to the Air Quality Administration Committee for 2024/25 be noted as follows:

<b>District</b>	<b>Member</b>	<b>Substitute</b>
<b>GMCA</b>	Eamonn O'Brien	
<b>Bolton</b>	Richard Silvester (Lab)	Hamid Khurram (Lab)
<b>Bury</b>	Alan Quinn (Lab)	Gary Staples-Jones (Lab)
<b>Manchester</b>	Tracey Rawlins (Lab)	Linda Foley (Lab)
<b>Oldham</b>	Abdul Jabbar (Lab)	Joshua Charters (Lab)
<b>Rochdale</b>	Tricia Ayrton (Lab)	To be confirmed
<b>Salford</b>	Mike McCusker (Lab)	Jane Hamilton (Lab)
<b>Stockport</b>	To be confirmed	To be confirmed
<b>Tameside</b>	Jacqueline North (Lab)	Andrew McLaren (Lab)
<b>Trafford</b>	Aidan Williams (Lab)	Stephen Adshead (Lab)

<b>Wigan</b>	Paul Prescott (Lab)	Joanne Marshall (Lab)
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22. That the Portfolio Leader for Clean Air be appointed to the Air Quality Administration Committee.
23. That the appointments from the GM Local Authorities to the GM Clean Air Scrutiny Committee for 2024/25 be noted as follows:

<b>District</b>	<b>Member</b>	<b>Substitute</b>
<b>Bolton</b>	Martin Donaghy (Lab)	Shafaqat Shaikh (Lab)
<b>Bury</b>	Elliot Moss (Lab)	To be confirmed
<b>Manchester</b>	Mandie Shilton Godwin (Lab)	To be confirmed
<b>Oldham</b>	Graham Shuttleworth (Lab)	Junaid Hussain (Lab)
<b>Rochdale</b>	Tom Besford (Lab)	To be confirmed
<b>Salford</b>	John Mullen (Lab)	Stuart Dickman (Lab)
<b>Stockport</b>	To be confirmed	To be confirmed
<b>Tameside</b>	Claire Reid (Lab)	To be confirmed
<b>Trafford</b>	Jill Axford (Lab)	To be confirmed
<b>Wigan</b>	Christine Roberts (Lab)	Samantha Brown (Lab)

24. That the appointments from the GM Local Authorities to the Police Fire and Crime Panel for 2024/25 be noted as follows:

<b>District</b>	<b>Member</b>	<b>Substitute</b>
<b>Bolton</b>	Rabiya Jiva (Lab)	David Chadwick (Lab)
<b>Bury</b>	Sandra Walmsley (Lab)	Richard Gold (Lab)
<b>Manchester</b>	Garry Bridges (Lab)	To be confirmed
<b>Oldham</b>	Peter Dean (Lab)	To be confirmed
<b>Rochdale</b>	Janet Emsley (Lab)	To be confirmed
<b>Salford</b>	David Lancaster (Lab)	Barbara Bentham (Lab)

<b>Stockport</b>	Councillor Tom Morrison (Lib Dem)	Steve Gribbon (Lib Dem)
<b>Tameside</b>	Vimal Choksi (Lab)	Barrie Holland (Lab)
<b>Trafford</b>	Rose Thompson (Lab)	Simon Thomas (Lab)
<b>Wigan</b>	Dane Anderton (Lab)	Paula Wakefield (Lab)

25. That the appointments from the GM Local Authorities to the Police Fire and Crime Steering Group for 2024/25 as follows:

<b>District</b>	<b>Member</b>	<b>Substitute</b>
<b>Bolton</b>	Rabiya Jiva (Lab)	To be confirmed
<b>Bury</b>	Sandra Walmsley (Lab)	To be confirmed
<b>Manchester</b>	Garry Bridges (Lab)	To be confirmed
<b>Oldham</b>	Peter Dean (Lab)	Aftab Hussain (Lab)
<b>Rochdale</b>	Janet Emsley (Lab)	To be confirmed
<b>Salford</b>	David Lancaster (Lab)	Barbara Bentham (Lab)
<b>Stockport</b>	Councillor Tom Morrison (Lib Dem)	To be confirmed
<b>Tameside</b>	Vimal Choksi (Lab)	To be confirmed
<b>Trafford</b>	Rose Thompson (Lab)	Simon Thomas (Lab)
<b>Wigan</b>	Dane Anderton (Lab)	Paula Wakefield (Lab)

26. That the appointments from GM Local Authorities to the GM Integrated Care Partnership Board be noted as follows:

<b>District</b>	<b>Member</b>	<b>Substitute</b>
<b>Bolton</b>	Sean Fielding (Lab)	Jackie Schofield (Lab)
<b>Bury</b>	Tamoor Tariq (Lab)	Eamonn O'Brien (Lab)
<b>Manchester</b>	Bev Craig (Lab)	Thomas Robinson (Lab)
<b>Oldham</b>	Barbara Brownridge (Lab)	Marie Bashforth (Lab)

<b>Rochdale</b>	Daalat Ali (Lab)	Faisal Rana (Lab)
<b>Salford</b>	John Merry (Lab)	Mishal Saeed (Lab)
<b>Stockport</b>	To be confirmed	To be confirmed
<b>Tameside</b>	Gerald Cooney (Lab)	Eleanor Wills (Lab)
<b>Trafford</b>	Jane Slater (Lab)	Tom Ross (Lab)
<b>Wigan</b>	Keith Cunliffe (Lab)	David Molyneux (Lab)

27. That the Mayor of Greater Manchester be appointed to the GM Integrated Care Partnership Board.
28. That Andy Burnham (Lab), Arooj Shah (Lab) (Oldham), Bev Craig (Lab) (Manchester) and Eamonn O'Brien (Lab) (Bury) be appointed to the Greater Manchester Business Board (formerly Local Enterprise Partnership) for 2024/25.
29. That the Mayor of Greater Manchester be appointed to the Transport for the North Board and Rail North Committee.
30. That Eamonn O'Brien (Lab) (Bury) be appointed as the substitute member to the Transport for the North Board and as the substitute member to the Rail North Committee.
31. That Colin McLaren (Lab) (Oldham) be appointed, and Steve Adshead (Lab) (Trafford) be appointed as the substitute member to act as the GMCA's appointment to the Transport for the North Audit & Governance Committee.
32. That Mike McCusker (Lab) (Salford) be appointed, and Josh Charters (Lab) (Oldham) be appointed as the substitute member to act as the GMCA's appointment to the Transport for the North General Purposes Committee.

33. That Paul Prescott (Lab) (Wigan) be appointed, and Bev Place (Lab) (Rochdale) be appointed as the substitute member to act as the GMCA's appointment to the Transport for the North Scrutiny Committee.
34. That the Portfolio Leaders for Technical Education & Skills, Resource & Investment, Economy, Business & Inclusive Growth, Green City Region and Equalities & Communities be appointed to the UK Shared Prosperity Fund Board for 2024/25.
35. That Gerald Cooney (GMCA), Bev Craig (GMCA), Nazia Rehman (Wigan), Arooj Shah (GMCA) and Liz Patel (Trafford) be appointed to the Growth Company Board for 2024/25.
36. That subject to any further changes the GMCA may wish to make, all appointments are made up to the GMCA Annual Meeting in June 2025.

**GMCA 85/24            REVIEW OF GMCA CONSTITUTION**

**RESOLVED /-**

That the GMCA Constitution be noted.

**GMCA 86/24            SCHEDULE OF MEETING DATES AND VENUES – 2024/25**

**RESOLVED /-**

That the schedule of meeting dates and venues for 2024/25 be noted as follows:

2024

12 July 2024

27 September 2024

25 October 2024

29 November 2024

13 December 2024

2025

31 January 2025

7 February 2025

28 February 2025

28 March 2025

30 May 2025

27 June 2025



## Greater Manchester Combined Authority

Date: 12 July 2024  
Subject: Review of GMCA Constitution  
Report of: Gillian Duckworth, GMCA Solicitor & Monitoring Officer

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### Purpose of Report

To report the Monitoring Officer's review of the GMCA's Constitution and recommend amendments.

### Recommendations:

The GMCA is requested to:

1. Adopt the revised constitution accompanying this report as the Constitution of the GMCA.

### Contact Officers

Gillian Duckworth, GMCA Solicitor & Monitoring Officer

[Gillian.Duckworth@greatermanchester-ca.gov.uk](mailto:Gillian.Duckworth@greatermanchester-ca.gov.uk)

Sarah Bennett, Deputy Monitoring Officer – GMCA

[Sarah.Bennett@greatermanchester-ca.gov.uk](mailto:Sarah.Bennett@greatermanchester-ca.gov.uk)

## **Equalities Impact, Carbon and Sustainability Assessment:**

No implications arising directly from this report.

## **Risk Management**

No implications arising directly from this report.

## **Legal Considerations**

The GMCA must monitor and evaluate the operation of the Constitution as set out in Article 13. This Report is presented in accordance with that Article.

## **Financial Consequences – Revenue**

No implications arising directly from this report.

## **Financial Consequences – Capital**

No implications arising directly from this report.

## **Number of attachments to the report: 1**

## **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

## **Bee Network Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

## **1. Introduction/Background**

- 1.1. The Monitoring Officer is required to monitor and review the operation of the GMCA's Constitution and, where appropriate, to propose changes to the Constitution to the GMCA for approval.
- 1.2. The Monitoring Officer has carried out such a review and recommends a revised version of the GMCA Constitution for approval. New wording appears in tracked changes in the revised version: [GMCA Draft Constitution 2024.pdf \(greatermanchester-ca.gov.uk\)](#)

## **2. Part 1 – Introduction and Articles**

- 2.1. Provision has been made for the policy brief lead for Economy, Business and Inclusive Growth to be known as the Deputy Mayor for Economy, Business and Inclusive Growth.
- 2.2. Additional wording has been added to clarify the role of the Data Protection Officer and to add a description of the Senior Information Risk Owner.

### **2.3. Revisions to the Constitution**

- 2.3.1. The GMCA has previously granted authority to the Monitoring Officer to make changes of a typographical nature to the Constitution. For clarity and transparency, it is now proposed that this is, along with the right to make other minor changes and changes required by Law, added to the Constitution itself.

## **3. Part 2 – Functions of the GMCA**

### **3.1. Greater Manchester Business Board**

- 3.1.1. In March 2022, the Greater Manchester Local Enterprise Partnership (LEP) received a letter from Government stating that LEPs would be integrated into local democratic institutions following the policy announcement made in the Levelling Up White Paper.
- 3.1.2. GMCA subsequently agreed the principles by which the LEP would be integrated and a proposed model for the existing LEP to evolve into the GM business board. This model has been approved by Government.

3.1.3. At present the GMCA constitution simply notes the existence of the LEP and it should therefore be updated to reflect the newly integrated Business Board as part of the functions of the GMCA.

## **4. Part 3 – Responsibility for Functions**

### **4.1. Bee Network Committee and Transport for Greater Manchester (TfGM)**

4.1.1. At its meeting on 30<sup>th</sup> June 2023 the GMCA agreed to incorporate the Terms of Reference for the Bee Network Committee into the Constitution. It is now proposed that, for clarity and transparency those details be updated to include the procedures for appointments.

4.1.2. To reflect the fact that Bus Franchising is now moving into a business as usual phase it is recommended that the delegations to TfGM relating to on-bus equipment, other equipment, any systems and associated services necessary for the implementation and operation of the bus franchising scheme and to the management of the bus franchising scheme as a whole are included as standing delegations.

### **4.2. Officer Delegations**

#### **4.2.1. Brownfield Funding**

4.2.1.1. At its meeting on 29<sup>th</sup> September 2023 the GMCA received a Report entitled GM Brownfield Programme and subsequently agreed to grant a delegation to the GMCA Chief Executive acting in conjunction with the Portfolio Lead for Housing and the Lead Member of the relevant district to approve increases of up to 10% on brownfield funding allocations previously approved by the Combined Authority and other variations to funding conditions in the period up to 31 March 2024.

4.2.1.2. The Report proposed that this delegation be granted pending consideration of a standing delegation in the Constitution, which is now proposed for inclusion.

#### **4.2.2. Deputy Treasurer**

4.2.2.1. References to the Deputy Treasurer within the Officer Delegations have been amended to Deputy s73 Officer. This is an administrative change reflecting that the new Deputy Section 73 Officer will no longer have the job title Deputy Treasurer.

4.2.2.2. It is also proposed that this amendment is made throughout the Constitution wherever Deputy Treasurer was previously used.

## **5. Part 4 – Committees**

### **5.1. Audit Committee**

5.1.1. Some minor amendments have been proposed to strengthen the relationship between the Audit Committee and the Joint Audit Panel.

5.1.2. Wording is proposed to make it clear that the Audit Committee cannot appoint sub-committees. This has always been the case but it was not previously stated in the Constitution.

### **5.2. Waste and Recycling Committee**

5.2.1. A number of changes have been proposed to the arrangements for the Waste and Recycling Committee to improve representation of all of the relevant Constituent Councils and the smooth running of the Committee.

5.2.2. It is now recommended that substitutes be sought and appointed and that the GMCA be able to appoint a standing Vice-Chair.

5.2.3. A change has also been made to make it clear that the political balance requirements should not take into account political balance in Wigan.

## **6. Part 5 – Rules of Procedure**

6.1. Minor amendments are proposed in relation to political balance on the Waste and Recycling Committee and in relation to the publication of decisions to reflect the legal position.

## **7. Part 6 – Financial Procedures**

- 7.1. As part of preparations for the requirements of the Procurement Act 2023 and in furtherance of best practice new contract management and monitoring arrangements are being put in place and it is proposed that the Contract Procurement Rules should be updated to reflect these arrangements.
- 7.2. A number of minor amendments are proposed to reflect current processes and procedures and to update references to guidance and codes of practice.

## **8. Part 8 – Members’ Allowances**

- 8.1. The agreement to pay allowances to Overview and Scrutiny Committee Members has been incorporated along with minor amendments to make this Part easier to follow and the current year’s allowances clearer.
- 8.2. Other than the payments to Overview and Scrutiny Members, the proposed amendments are purely structural. No changes are being proposed to the substantive content.

## **9. Part 9 – Police and Crime Commissioner Functions**

- 9.1. Minor updates are proposed to clarify that the Monitoring Officer is able to sign legal documentation as well as apply the seal and to update a number of Terms of Reference to reflect those agreed by those bodies.

## **10. Consequential and General Amendments**

- 10.1. Amendments required as a consequence of the above substantive revisions have been made throughout the document.
- 10.2. Other minor amendments typographical/formatting amendments are proposed throughout the Constitution to aid accessibility.

## **11. Recommendations**

Recommendations are set out at the beginning of this report.

## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: GMCA Overview & Scrutiny Committee Task and Finish Report on Affordable Living

Report of: Councillor Lewis Nelson, Chair of the Task and Finish Group and Councillor Nadim Muslim, Chair of the GMCA Overview & Scrutiny Committee

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### Purpose of Report

To inform the Combined Authority of the recent task and finish exercise undertaken by the GMCA Overview & Scrutiny Committee in relation to Affordable Living, its key recommendations and next steps.

### Recommendations:

The GMCA is requested to:

1. Endorse the full list of recommendations within the report.
2. Seek opportunities where the GMCA can support the delivery of the recommendations, specifically -
  - to influence the development of the next Affordable Homes Programme through strengthened partnership arrangements within the latest devolution deal to ensure it is flexible enough to meet the needs of our residents (Recommendation 1).
  - to continue to support Local Authorities to seek out potential schemes through innovative approaches and bold actions (Recommendation 1).
  - to support Local Authorities and Housing Providers to ensure tenants have full access to welfare and other hardship funds through every interaction (Recommendation 2).

- to co-design the next GM Housing Strategy with other key stakeholders that builds on what is already being done, but also confidently pushes the boundaries as to what can potentially be done, setting the standard as zero carbon (Recommendation 3).
  - to ensure that advice on cost-of-living support (e.g. food and fuel bill support) provided through registered providers is also available via private landlords (Recommendation 7).
  - to ensure that being an accredited member of the Good Landlord Charter is universally recognised, with its unique benefits clearly identified (Recommendation 8).
  - As a first step, GMCA to organise an event to discuss the findings of this review and actions which can be taken to remove barriers for the delivery of viable schemes (Recommendation 10).
3. Note that this report will now be shared with GM Local Authority Councillors, Cabinet Members for Housing and Scrutiny Committees for their information and appropriate action.

## Contact Officers

Nicola Ward, Statutory Scrutiny Officer, GMCA [Nicola.ward@greatermanchester-ca.gov.uk](mailto:Nicola.ward@greatermanchester-ca.gov.uk)

Number of attachments to the report: 1

## 1. Background

Everybody in Greater Manchester deserves a place to call home but fundamentally, there is not enough housing stock for all people in Greater Manchester

The task and finish group began their review by exploring the factors that make-up an 'affordable home'. They concluded that system defined 'affordable housing' does not always translate to what is truly affordable for residents.

They acknowledged that the monthly rent/mortgage payment figure cannot alone define 'affordable housing'. Housing costs are usually the biggest outgoing for residents, followed



by energy and food; all of which have risen considerably in recent years. Therefore, the review widened its scope to address how we can collectively enable our residents to achieve affordable living.

Throughout the process, the group investigated case studies and approaches that have already unlocked development and are delivering impressive results across Greater Manchester. There are examples of local best practice that provide replicable blueprints however in order to replicate them in multiple areas, we need an effective partnership approach supported by national government to ensure we have the resources and tools to deliver.

This review is not a conclusive assessment of the housing landscape across Greater Manchester but sets out the findings of the task and finish group which are hoped to foremost further highlight the issues relating to affordable living and offer some helpful recommendations to address these.

## 2. Recommendations

1. **Bold, national action for the creation of more affordable homes with greater flexibility as a region to ensure that the housing market can line up with affordability of residents in GM. Recognising that the formula for affordable living is multi-faceted and should include rent, energy, and essential food costs.**
  - GMCA to influence the development of the next Affordable Homes Programme through strengthened partnership arrangements within the latest devolution deal to ensure it is flexible enough to meet the needs of our residents.
  - Homes England to use their role as an enabler to provide additional funding to complex but viable schemes.
  - GMCA to continue to support Local Authorities to seek out potential schemes through innovative approaches and bold actions.
  
2. **Move towards supporting people out of debt at every point of contact, ensuring a minimum standard of welfare advisors to support residents to access unclaimed welfare support and begin their tenancies with no deficit.**

- Government to recognise the impact of debt on access to housing and successful tenancies and ensure that there is a minimum level of welfare support provided to all residents and the appropriate training to ensure this resource is sustainable.
- Local Authorities and Housing Providers to ensure tenants have full access to welfare and other hardship funds through every interaction.

**3. A GM Housing Strategy that is ambitious enough to deliver what is needed to meet the housing needs of residents in Greater Manchester, including the ambition for all new homes to be zero carbon, enabled by long term partnerships that have the ability to deliver more collaboratively.**

- All Housing Providers to engage with the Housing Provider Partnership and Strategic Place Partnership so that they can challenge one another to unlock more potential sites through a strong partnership approach.
- GMCA to co-design the next GM Housing Strategy with other key stakeholders that builds on what is already being done, but also confidently pushes the boundaries as to what can potentially be done, setting the standard as zero carbon.

**4. Clear narrative about what we are trying to achieve collectively, whilst recognising the individual needs of each GM Local Authority, potentially through a GM shared housing allocations framework that sets a standard but allows for local interpretation that supports Local Authorities to manage their available housing stock.**

- GM Local Authorities alongside the GM Housing Providers Group to consider the development of a shared housing allocations framework, recognising the need for local interpretation but valuing the shared standard.

**5. Flexibility of funding and more ability to joint commission across partner agencies to ensure that supported housing is adaptable and built for future needs.**

- Homes England and commissioners in localities to ensure that funding streams are flexible enough to allow for joint commissioning, especially of supported and

specialist housing.

- Local Authority Planning Teams to consider how new developments can most effectively be built for future population changes.

**6. Levers of Places for Everyone should ensure that social and affordable rented homes are included in every new development.**

- Local Authorities to follow the Places for Everyone lead and ensure that their Local Plans specify the percentage of social and affordable rented homes required within each new development.

**7. Effective promotion of the support available to local residents to assist with energy bills, insulation, food provision etc in recognition of the need to see housing as just one element of affordable living.**

- GMCA to ensure that advice on cost-of-living support (e.g. food and fuel bill support) provided through registered providers is also available via private landlords.
- Local Authorities to ensure that this advice is provided to residents at all points of contact i.e. benefit support, council tax enquiries etc.

**8. Creation of a national housing minimum standard for all private rental properties in order to remove any detrimental health outcomes of poor living conditions, driven by the recognised benefits of being an accredited member of the Good Landlord Charter.**

- GMCA to ensure that being an accredited member of the Good Landlord Charter is universally recognised, with its unique benefits clearly identified.
- Government to use the learning from Greater Manchester's Good Landlord Charter as a starting point for ensuring a minimum standard for private rented properties.

**9. An increase in revenue funding in line with the increasing support needs of residents to reduce demand on the wider care system, but allocated to organisations who are meeting people where they are.**

- Government to recognise the growth in additional support required by tenants that is

often best met through the voluntary sector or housing providers, and that this needs to be effectively resourced to minimise the cost to acute services.

**10. An annual GM Strategic Place Partnership event with key planning influencers (elected members and officers) to begin to break down any planning barriers to viable schemes and to hold further conversations regarding capacity and required expertise.**

- As a first step, GMCA to organise an event to discuss the findings of this review and actions which can be taken to remove barriers for the delivery of viable schemes.

# Affordable living

An investigation into how the affordable homes offer could better meet the needs of people in Greater Manchester

March 2024

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## Chair's Foreword

Everybody in Greater Manchester deserves a place to call home but fundamentally, there is not enough housing stock for all people in Greater Manchester

We know that the cost-of-living crisis coupled with a chronic shortage of housing is causing financial hardship and distress for many. The task and finish group began our review by exploring the factors that make-up an 'affordable home'. We concluded that system defined 'affordable housing' does not always translate to what is truly affordable for residents.

We acknowledge that the monthly rent/mortgage payment figure cannot alone define 'affordable housing'. Housing costs are usually the biggest outgoing for residents, followed by energy and food; all have risen considerably in recent years. All three main outgoings determine the affordability of running a home. Therefore, our goal needs to be to enable our residents to achieve affordable living.

**“We need to think differently about housing”**

That means that housing built now, needs to be of a standard that guarantees comparatively low heating costs and overall energy efficiency. It means residents need to be able access community infrastructure easily and access quality food in their community without having to pay a poverty premium for convenient access. Residents also need to be supported in accessing unclaimed welfare entitlements.

The task and finish group investigated case studies and approaches that have unlocked development that is delivering impressive results across Greater Manchester. There are examples of local best practice that give us replicable blueprints and a successful approach. Reasons to be hopeful for a horizon that will see the end of the housing crisis, however, to realise that horizon, we need national government to give us the resources and tools to deliver.



**Councillor Lewis Eric Nelson**

**Salford**

This review is not a conclusive assessment of the housing landscape across Greater Manchester but sets out the findings of our task and finish group which we hope will foremost further highlight the issues relating to affordable housing and offer some helpful recommendations to address these. I want to thank all those who supported this review and the process that enabled this report to be aspirational and thoughtful about the challenges and opportunities we face. It would not have been possible without the candour and willingness of partners to participate.

### **Comments from Chair of the GMCA Overview & Scrutiny Committee**



Councillor Nadim Muslim

**Bolton**

I am really pleased to see the findings of the task and finish group come together in this review. Providing affordable homes for all people in Greater Manchester is an ambition that I'm sure we all share, but I think what this review does well, is highlight the wider issue of 'affordable living' for which we all have a responsibility to promote.

My thanks go to all those who contributed to this review, and especially to those elected members who have driven this piece of work. I hope that it provides a real foundation for moving forward on improving the lives of residents across GM.



## Thanks and Acknowledgements

The Group would like to extend thanks to those who directly helped support and shape this review:

- Steve Fyfe – Head of Housing Strategy, GMCA
- Helen Simpson – GM Tripartite Agreement Director
- Dave Kelly – Assistant Director of Reform, GMCA
- Elaine Morgan – Strategy Principal, Reform, GMCA
- Mary Gogarty – Principle, Housing Strategy, GMCA
- Joseph Donaghue – Strategic Lead on Homelessness, GMCA
- Lucy Woodbine – Principal Researcher, Housing & Planning, GMCA
- Helen Spencer – Executive Director of Growth, Great Places / Chair of Growth Group GM Housing Providers
- Sarah Dillon – Director of Adult Social Care, Stockport MBC
- Gemma Parlby – Group Director of Customer & Communities, Bolton at Home
- Rachel O'Connor – Development Director, Mosscafe St Vincents
- Andy Green – Senior Manager, Partnerships and Business Development, Homes England
- Tom Hawley – Head of Affordable Housing Growth – North, Homes England
- Mark Robinson – Director of Economy and Place, Rochdale Council
- Kurt Partington – Head of Development, Salford Council
- Andrew Leigh – Head of Housing Strategy, Salford Council
- Councillor Ged Cooney – GM Portfolio Lead for Housing

## Calendar of Meetings

- 21 September 2023: Resolution to form a Task and Finish Group at the Greater Manchester Combined Authority Overview & Scrutiny Committee
- 20 October 2023: Initial scoping session
- 3 November 2023: Further scoping session
- 17 November 2023: Wider cost of living challenges
- 1 December 2023: Picture of housing need
- 15 December 2023: Data on affordable homes
- 5 January 2024: Supported and specialist homes
- 19 January 2024: Opportunities within the GM devolution deal
- 2 February 2024: Affordable housing case studies
- 16 February 2024: Progress session
- 4 March 2024: Consideration of draft review and discussion with GM Portfolio Lead for Housing
- 20 March 2024: Consideration by Scrutiny Committee

## 1. Introduction, Purpose and Scope

- 1.1. The GMCA Overview & Scrutiny Committee is made up of twenty elected councillors from across Greater Manchester. At the beginning of this municipal year, they were asked to consider what issues they felt were of the most significance to residents and which issues would benefit most from a task and finish approach, where a small number of committee members could consider the issue over a number of sessions.
- 1.2. The issue of ensuring that people could afford a good quality home was voted as the most significant and so this review was agreed.
- 1.3. All members and substitutes of the GMCA Overview & Scrutiny Committee were invited to participate in the review, and the following ten members put themselves forward, bringing with them a mix of geographic, politics and experience from their individual backgrounds.



- 
- 1.4 To begin their investigations, members met with lead officers from the Combined Authority to understand the issue in its widest sense before looking

to scope the review. From the beginning it was apparent that affordable housing was a small element of the wider context of affordable living and therefore the title of the review was amended to reflect this.

- 1.5 The group were also aware that both Stockport and Rochdale Council's Scrutiny Committees were undertaking their own reviews within this sphere, and so were keen to ensure that this review kept a strategic focus and remained within the remit of the GMCA.
- 1.6 Although the title had been widened to reflect the context of affordable living, members wanted the review to specifically look at the following areas -
- Current housing picture in Greater Manchester
  - Local and national challenges
  - The impact of the cost of living
  - Current provision and forecasted demand of supported and specialist housing
  - Opportunities to improve the affordable homes offer

## **Recommendations**

1. Bold, national action for the creation of more affordable homes with greater flexibility as a region to ensure that the housing market can line up with affordability of residents in GM. Recognising that the formula for affordable living is multi-faceted and should include rent, energy, and essential food costs.
2. Move towards supporting people out of debt at every point of contact, ensuring a minimum standard of welfare advisors to support residents to access unclaimed welfare support and begin their tenancies with no deficit.
3. A GM Housing Strategy that is ambitious enough to deliver what is needed to meet the housing needs of residents in Greater Manchester, including the ambition for all new homes to be zero carbon, enabled by long term partnerships that have the ability to deliver more collaboratively.
4. Clear narrative about what we are trying to achieve collectively, whilst recognising the individual needs of each GM Local Authority, potentially through a GM shared housing allocations framework that sets a standard and consistent approach but allows for local interpretation that supports Local Authorities to manage their available housing stock.
5. Flexibility of funding and more ability to joint commission across partner agencies to ensure that supported housing is adaptable and built for future needs.
6. Levers of Places for Everyone should ensure that social and affordable homes are included in every new development.
7. Effective promotion of the support available to local residents to assist with energy bills, insulation, food provision etc in recognition of the need to see housing as just one element of affordable living.
8. Creation of a national housing minimum standard for all private rental properties in order to remove any detrimental health outcomes of poor living conditions, driven by the recognised benefits of being an accredited member

of the Good Landlord Charter.

9. An increase in revenue funding in line with the increasing support needs of residents to reduce demand on the wider care system, but allocated to organisations who are meeting people where they are.
10. An annual GM Strategic Place Partnership event with key planning influencers (elected members and officers) to begin to break down any planning barriers to viable schemes and to hold further conversations regarding capacity and required expertise.

## 2. What is an affordable home?

2.1 There is no all-encompassing statutory definition of affordable housing in England which brings about some ambiguity in the way 'affordable' is using in relation to housing. The most commonly referred to definition is set out in Annex 2 to the National Planning Policy Framework (NPPF)<sup>1</sup>. This is the definition used by local planning authorities when making provision within their areas and includes social rent as well as a range of intermediate rent and for sale products.

2.2 There is some criticism that the inclusion of build to rent within the NPPF definition does not help those with the greatest housing need and might reduce social and affordable rented housing delivery<sup>2</sup>.

- Social rent – Social rents are submarket rents set through the national rent regime in England. Social rent properties may be owned by Local Authorities or Housing Associations. The definition refers to properties with rents at around 50-60% of market rents defined by Sections 68-71 of the Housing and Regeneration Act 2008.
- Affordable rent – During the October 2010 Spending Review, the coalition Government announced a new 'intermediate rent' tenure. Under this model known as 'affordable rent', social landlords offer tenancies at rents of up to 80% of market levels within the local area. The additional finance raised is available for reinvestment to develop new social housing.
- Affordable home ownership – Affordable home ownership is a product which involves buyers purchasing a share of a property (traditionally between 25% to 75%) and paying rent on the remaining share. It is intended as an intermediate option for households who would not otherwise be able to afford home ownership.

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<sup>1</sup> [National Planning Policy Framework - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

<sup>2</sup> [Government response to the housing White Paper consultation: Fixing our broken housing market \(publishing.service.gov.uk\)](http://publishing.service.gov.uk)

- 2.3 The Affordable Housing Commission (2020) concluded that many of these products were “clearly unaffordable to those on mid to low incomes”.
- 2.4 A range of affordable homes is helpful in providing options for residents, however if social housing is the most affordable model, then there needs to be further opportunities to increase this provision first and foremost.
- 2.5 The NPPF says that where major development includes the provision of housing, at least 10% of the housing provided should be for affordable home ownership. There is no minimum level of provision of affordable rented housing, this is for the determination of local planning authorities.
- 2.6 Affordable homes, however, should not just be in relation to the rental elements as this is just one cost to the resident, instead it should be seen within the wider scope of ‘affordable living’ which enables people to afford their rent, utilities, and other associated costs. The issue of security within a home should also not be overlooked, as this is a significant contributor to wellbeing and the feeling of belonging to a community.

**“Housing is safety”**

**Cllr Jill Axford**

- 2.7 Food poverty is another review in itself, but the link between housing and good quality food should not be overlooked. Creating communities where people have access to fresh food sources rather than just high-priced convenience food is a significant determinant of affordable living. The GM Community Fridges programme is a space that brings people together to eat, connect, learn new skills, and reduce food waste. It is a site where local people can share food, including surplus from supermarkets, local food businesses, producers, households, and gardens. Fridges are run by community groups in shared spaces such as schools, community centres and shops, their main purpose being saving fresh food from going to waste.



- 2.8 Ward Councillors report anecdotally that rental charges are not affordable for the majority of residents who rent their properties. It is clear from their experiences that rents have risen in line with the housing market and not with household income, and therefore some of the hardest hit are those who are working in lower paid jobs but with no access to welfare support. This is further evidenced through Greater Manchester's latest resident survey<sup>3</sup> which showed that 37% of mortgage holders and 44% of renters say that they find it difficult to afford their rent or mortgage payments.
- 2.9 The resident survey also showed that while the proportion of mortgage holders who are behind on their payments has fallen overall (4%, was 7% in July 2023), this has increased among renters (17%, was previously 13%).
- 2.10 Moreover, 30% of all residents are financially vulnerable with over 50% concerned about the cost of heating their homes this winter.
- 2.11 Greater Manchester's Big Disability survey (2022) showed how this is playing out in the lives of our residents *"I skip meals, I half every portion, I live very minimally, I never go shopping for anything other than bits of food, I pay minimum amounts off debts as I need to keep them happy so that I can order a new vacuum or washing machine in the future as I have no other means of affording/replacing needed items I am currently in rent arrears of £535 as I could not afford to pay the rent last month and got so sick of having empty cupboards and freezer. I am hungry"*.
- 2.12 Demand for social rented housing is high as it is the most affordable option on the current market and likely to increase as the cost-of-living crisis continues. However, it is important to consider this in the scope of all the other housing options as people are struggling across all housing types, not just those who are in social housing.

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<sup>3</sup> [Microsoft PowerPoint - gm-resident-survey-report-10-dec2023.pptx \(greatermanchester-ca.gov.uk\)](#)

2.13 Benchmarked against the ONS data<sup>4</sup>, residents of Greater Manchester are increasingly feeling the impact of the cost of living more significantly than other areas in the UK.

2.14 In 2018/19 there was a piece of work undertaken which looked at the potential for defining a GM position on an 'affordable home' however, its conclusion was that there were too many determining factors in each individual situation contributing to a rent to be affordable, i.e. income, welfare support, dependants, tax, health needs and therefore a 'one size fits all' definition was ultimately thought to be unhelpful at that time. However, this review has highlighted that without a clear definition there is a lot of ambiguity as to what is meant by an 'affordable home' and how it is applied across GM Local Authorities.

2.15 The TANZ (truly affordable net zero) task force define 'affordable' as properties that are operationally net zero with social rent which ensures that all those engaged are clear about what type of property is being referenced. GM should ensure that when defining a housing option as 'affordable' that the cost of energy and food essentials are also considered, recognising that affordable living is multi-faceted.

### **Greater Manchester ambitions**

**“2024 is the year to get serious about housing”**

**GM Mayor, Overview & Scrutiny Committee**

2.16 The current Greater Manchester Housing Strategy<sup>5</sup> sets out the ambition for 50,000 affordable homes in Greater Manchester by 2038.

2.17 It further aspires for 30,000 net zero homes whose delivery is being overseen by the TANZ (Truly Affordable Net Zero) Task Force which has brought key stakeholders together across the wider system to think collaboratively and

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<sup>4</sup> [Public opinions and social trends, Great Britain 1 to 12 November 2023.pdf](#)

<sup>5</sup> <https://www.greatermanchester-ca.gov.uk/media/2257/gm-housing-strategy-2019-2024.pdf>

address the issue in the broadest sense in order to also be prepared for the Future Homes Standard in 2025 which will provide properties with an energy use intensity target of 35kw/m2/year to meet [LETI guidance](#).

2.18 The other priorities for the TANZ Task Force are –

- Put forward a pipeline of land supply
- Deliver on flagship schemes
- Increase planning capacity
- Develop opportunities to increase the required skill set
- Provide economic advantages through a shared supply chain
- Support the accurate valuation of net zero properties

2.19 As part of the Devolution Trailblazer, the Government and GMCA have agreed a £150m further package for brownfield land, to support the delivery of at least 7000 homes by 2025/26. This, along with further detail in the devolution deal, provides certainty around the capital the GMCA is likely to have to support housing growth over the next 5-7 years.

2.20 It is important to have a clear understanding of the brownfield sites available for future brownfield land funding programmes, consideration should also be given to where developers can contribute to the cost of remediation of a site for their benefit.

2.21 Year one funding, announced last year, allocated £51.1m to the building of 3,900 new homes. The GMCA have engaged with Districts to identify brownfield sites that are able to start works in 2023/24. 58 schemes were ranked as the most deliverable and offering the greatest outcomes.

Headlines from the proposed Year 1 allocations include:

- Over 4,300 homes will be unlocked and supported.
- 83% of schemes include affordable housing, of which 30 schemes will deliver over 50% affordable homes.
- 67% of schemes include low carbon measures (with some still to be confirmed).
- 40 will be delivered by Registered Providers, 14 by the Private Sector,

with the remainder directly delivered by Districts.

2.22 Of the 7,800 homes planned for the second and third phases of this scheme, half of almost 4,000 homes will be affordable. Seventy-nine per cent of schemes will be built to Future Homes Standard and five of the proposed schemes will aim to build homes which operate with zero or negative carbon emissions, in line with the GM Truly Affordable Net Zero Homes (TANZ) Task Force definitions. A variety of approaches to reduce carbon and energy impacts are being proposed, including using Passivhaus build techniques.

2.23 This work is all in support of the ambitions set out in the Greater Manchester Strategy (2021)<sup>6</sup> “We will ensure the delivery of safe, decent and affordable housing, with no one sleeping rough in Greater Manchester.”

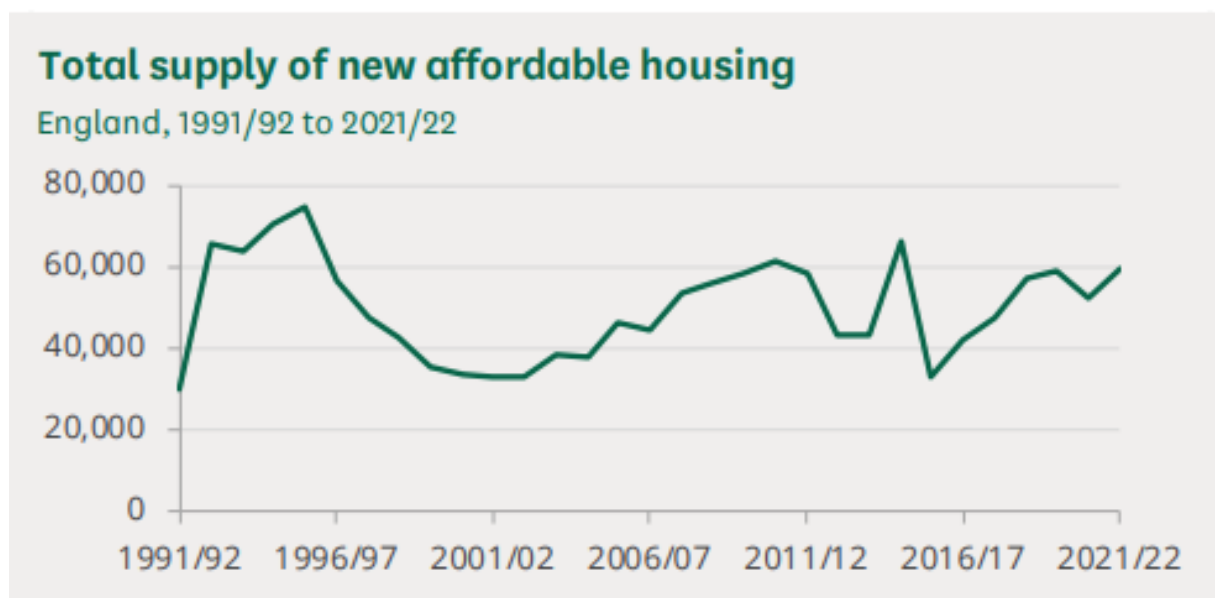
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<sup>6</sup> <https://aboutgreatermanchester.com/media/jlslgbys/greater-manchester-strategy-our-plan.pdf>

### 3. Housing Crisis in Greater Manchester

4.1 Nationally, the new supply of affordable homes peaked in 1995/96 at around 74,500 homes before declining to a low of around 32,900 in 2002/03. Since 2015, delivery has increased year on year, reaching around 59,000 homes in 2019/20. The number of homes was slightly lower in 2020/21 potentially reflecting the overall reduction in new builds due to the covid pandemic<sup>7</sup>.

**Fig 1 – Total supply of new affordable housing in England 1991 - 2021**



#### **Social rented housing supply declining**

4.2 Since the 1990's there have been 91,000 social homes lost in Greater Manchester through the Government's 'right to buy' scheme and transfers to Housing Providers who have since altered the tenancy agreements to affordable rental homes. There is widespread agreement that the discounts offered through the 'right to buy' scheme has been the single biggest contributor to the housing crisis.

4.3 The Levelling Up White Paper (February 2022) refers to a "significant unmet need for social housing" and contains a commitment to increase supply: *The*

<sup>7</sup> [Tackling the under-supply of housing in England - House of Commons Library \(parliament.uk\)](https://www.parliament.uk/libraries/commons/publications/2022/02/22/tackling-the-under-supply-of-housing-in-england)

*UK Government will also increase the amount of social housing available over time to provide the most affordable housing to those who need it. This will include reviewing how to support councils to deliver greater numbers of council homes, alongside Housing Associations.<sup>8</sup>*

- 4.4 In line with this, Greater Manchester are pursuing the creation of more social homes and continuing to lobby for the removal of right to buy as this predominately results in properties being purchased by private landlords.
- 4.5 There are also no restrictions on any private landlord to keep the rents at a particular level, the property at its current size/layout or the property to a required standard.
- 4.6 There are currently 68,947 households in GM on the waiting list for social housing. A half of which are in the reasonable preference category (as defined by the Housing Act 1996) which applies to certain categories of applicants –
- a) people who are homeless (within the meaning of Part 7 of the 1996 Act).
  - b) people who are owed a duty by any local housing authority under section 190(2), 193(2) or 195(2) (or under section 65(2) or 68(2) of the Housing Act 1985) or who are occupying accommodation secured by any such authority under section 192(3).
  - c) people occupying insanitary or overcrowded housing or otherwise living in unsatisfactory housing conditions.
  - d) people who need to move on medical or welfare grounds (including any grounds relating to a disability).
  - e) people who need to move to a particular locality in the district of the authority, where failure to meet that need would cause hardship (to themselves or to others)
- 4.7 There is also the provision for Local Authorities to provide ‘additional

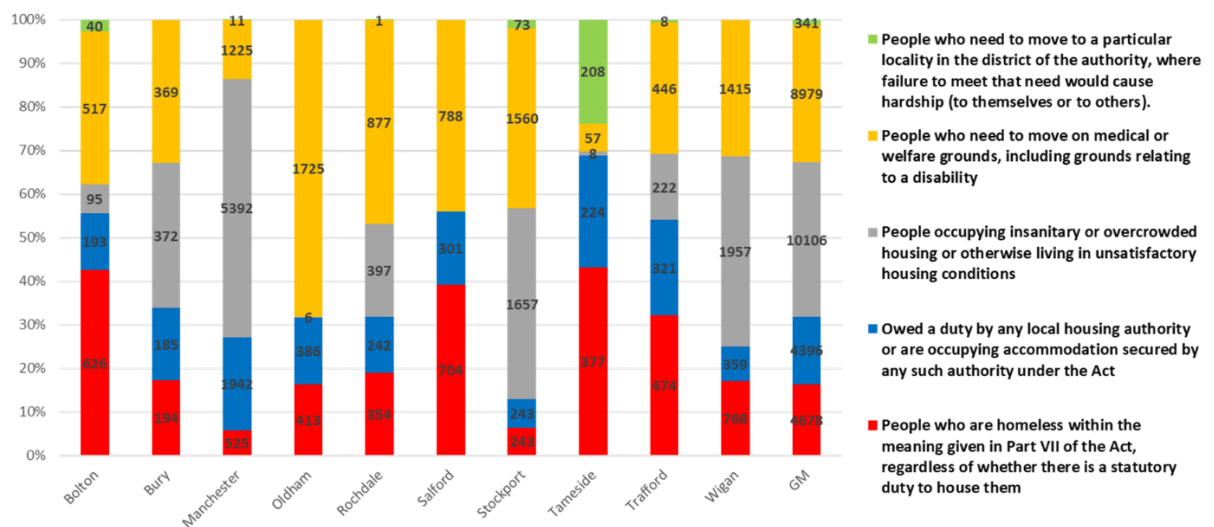
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<sup>8</sup> [crisis\\_housing\\_supply\\_requirements\\_across\\_great\\_britain\\_2018.pdf](#)

preference' for certain groups e.g. armed forces.

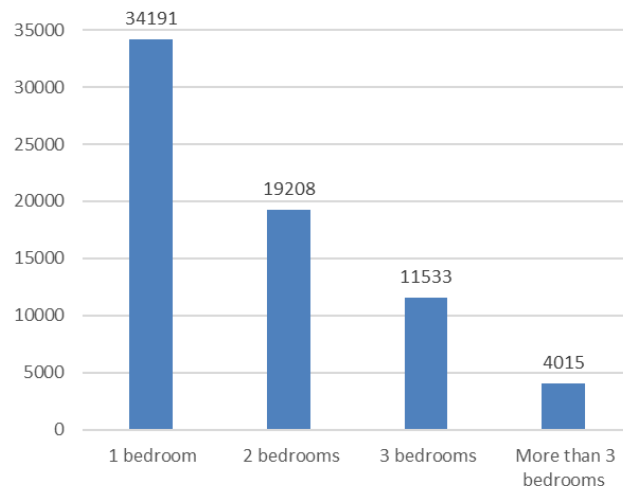
4.8 The graph below breaks down reasonable preference need in each GM authority by category, which is indicative of different communities, different demographic groups, different available properties and different needs.

**Fig 2 - 2021/22 data on breakdown of housing preference category**



4.9 There is a greater demand for one-bedroom homes across GM as the graph below demonstrates, highlighting further societal demands from an ageing population. However, there are households on the waiting list of all sizes, with some larger families being told its 'unlikely' they will ever be offered a 4–5-bedroom home, as there simply are not any available.

**Fig 3 – housing demand by bedroom size**



4.10 Members of the GMCA Overview & Scrutiny Committee were concerned with this statistic when reviewing this report as they reported numerous households within their communities who were experiencing overcrowding. As more families are choosing to live together to share communal costs and resources in response to the increased cost of living or due to caring responsibilities, it is important to recognise the increasing need for larger homes with multiple bedrooms and furthermore, a future possible trend of house sharing as a response to the climate crisis.

4.11 Government switched grant support from Homes England to Affordable Rent and Affordable Home Ownership products, leading to supply of new social rented homes declining to negligible levels in GM from 2013 onwards. This was reversed to some degree for the 2021-2026 Affordable Homes Programme, though until 2023, there was a restriction preventing a full grant from Homes England to build social rent properties in five of the ten GM districts.

4.12 Since then, there has been a visible increase in the development of social housing, but with each scheme taking circa 3 years to complete, there is a gap between planning approval and the final completion date. This is particularly evident in some specific property types, for example the delivery of 1–2-bedroom apartments is visibly slower than other developments. Planning delays can be seriously detrimental to the delivery of a scheme and



therefore all partners should be upfront about timescales as soon as this process begins to ensure timescales can be aligned to minimise further delays.

4.13 The Commons Library publishes an interactive dashboard [Local Authority Data: Housing Supply](#) which includes data on affordable housing supply for individual local authorities, including social housing stock. This was helpful to the review when determining the current housing picture.

### **Greater reliance on private rented accommodation as the default option**

4.14 Home ownership has been challenging to access over recent years, particularly for first time buyers, alongside the constraints on social housing due to limited supply. As a result, the private sector has benefited from an increased reliance on their stock, with more residents now housed than within the social rented sector. The 2021 census<sup>9</sup> recorded 20% of households in England and Wales were private renters, this was up from around 17% in 2011.

4.15 The ONS Index of Private Housing Rental Prices highlighted that private rent grew in England by 5.1% over the year to June 2023, the largest recorded increase since the series began in 2006. Overall private rents have increased by 20% since January 2015<sup>10</sup>.

4.16 Inflation has also had a significant impact on the private rented sector as landlords who have borrowed to acquire their rental properties have increased rents in the face of increased mortgage and other costs. However, rents have also increased as a result of increased demand in high pressure areas.

4.17 The unavailability of welfare benefits to include a housing allowance for anything but rental properties further increases the demand on this sector

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<sup>9</sup> [Housing, England and Wales - Office for National Statistics \(ons.gov.uk\)](#)

<sup>10</sup> [Index of Private Housing Rental Prices, UK - Office for National Statistics \(ons.gov.uk\)](#)

and due to lack of availability, can often lead to households being forced to accept tenancies in poor quality homes. Further work should be done to encourage private landlords to accept tenants who are in receipt of benefits to widen the housing offer to all. The requirement for an upfront deposit is also a real barrier for those on housing benefits as such a lump sum can be unobtainable. Being in arrears before a contract even commences is not a positive start for a resident and can result in them curating a defensive relationship with their housing provider. A whole sector debt recovery first approach is needed to ensure the best possible start for a resident as often being in debt becomes a barrier in itself to accessing a property.

4.18 The GM Resident Survey showed that as in May 2023, 1 in 3 renters and mortgage holders (31%) saw their payments increase.

4.19 Rising rents and the end of Section 21 resulting in an increase in no fault evictions have seen an even greater level of uncertainty across the private rented sector.

4.20 This was a specific concern for members of the GMCA Overview & Scrutiny Committee who raised concerns about the inability for young people to find affordable housing, let alone be able to secure a mortgage offer in the current climate.

### **Health and safety issues in current stock condition**

4.21 Modelling undertaken through Parity work for the GMCA suggests that around 23% of homes in GM (more than 280,000) are likely to contain a Category 1 health and safety hazard, compared to 15% nationally. The new consumer standards have been designed to ensure there is more regulation around the duty of care on landlords for their residents and that there are consequences for not meeting those standards.

4.22 An affordable home should be one which is warm, insulated and energy efficient. The GM Local Energy Advice Demonstrator is a scheme which

informs the public through warm hub provision about advice and support provided by their Local Authority, however, this information should be made as accessible as possible to all.

4.23 Advice and support on energy and wider green issues is also being provided to residents across housing providers and ALMOs, especially tools which could assess heating loss areas and access to grants to improve insulation. It is imperative that this advice is also available via private landlords and that it is also available in non-digital forms for those who cannot access online services.

**“The more we can help reduce the cost of housing, the more people have for the wider costs of living”.**

**Ged Cooney, GM Portfolio Lead for Housing**

4.24 Empty properties may be seen as a potential solution to the housing crisis, but with many in disrepair there are complex and significant levels of investment needed in order to get them to a suitable living standard. A level that without any funding available, would most likely require a property to go back to the standard rental market to see a return to the developer on their investment.

4.25 Many housing developments have seen their asset improvement programmes delayed and as a result investment is now at a critical stage to retrofit, replace buildings or build brand new stock. However, it was recognised that an increase in capital costs to deliver these improvements would impact the available revenue for housing providers, resulting in less resources to support residents.

# “We want to deliver the best housing for everyone in GM and we want to do it right the first time”

Cllr Fred Walker

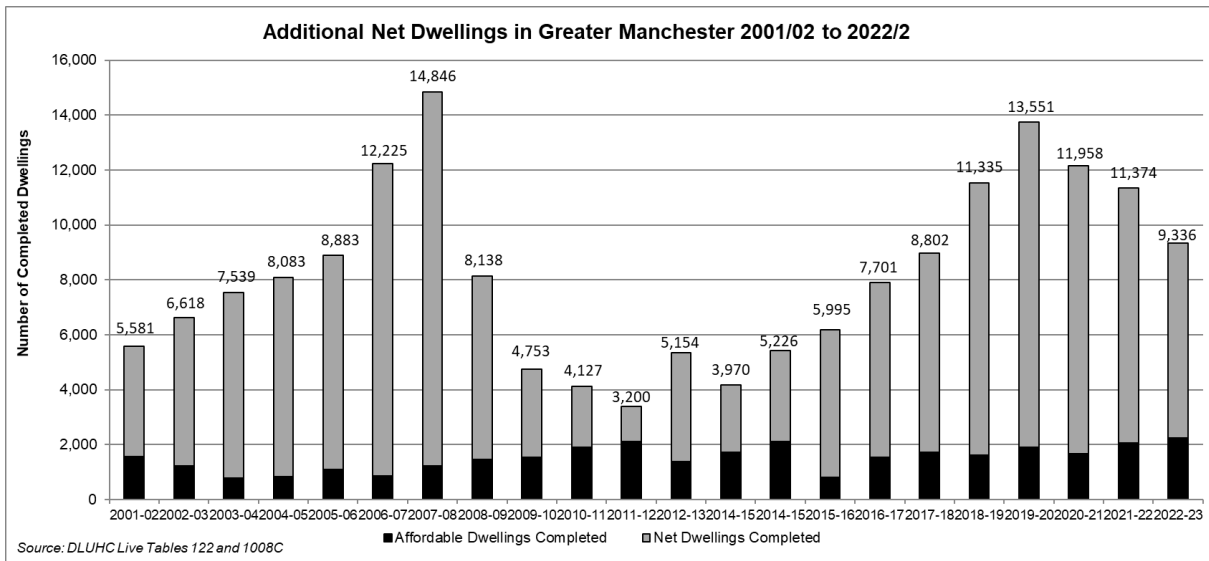
## **Lack of investment into new homes**

- 5.1 The Affordable Homes Programme provided by Homes England is the main source of Government grant for new affordable housing delivery and currently offers a £11.5b funding programme to Housing Providers, Local Authorities and ALMOs (Arm's Length Management Organisations). This is expected to support the delivery of 180,000 new homes over five years, split between 50% homes at a discounted rent and 50% for affordable home ownership products. In February 2023, Homes England announced social rent was a “priority for the fund”<sup>11</sup> meaning that social rent specific grant rates could be accessed in all parts of England.
- 5.2 Construction costs have also significantly increased over recent years, resulting in fewer developers being financially able to invest in building affordable housing, let alone specialised housing that requires additional adaptations. The economic challenges to this sector also include capacity limitations within the supply chain.
- 5.3 The diagram below shows the net number of affordable dwellings completed in comparison to the net number of dwelling completions across the last 22 years.

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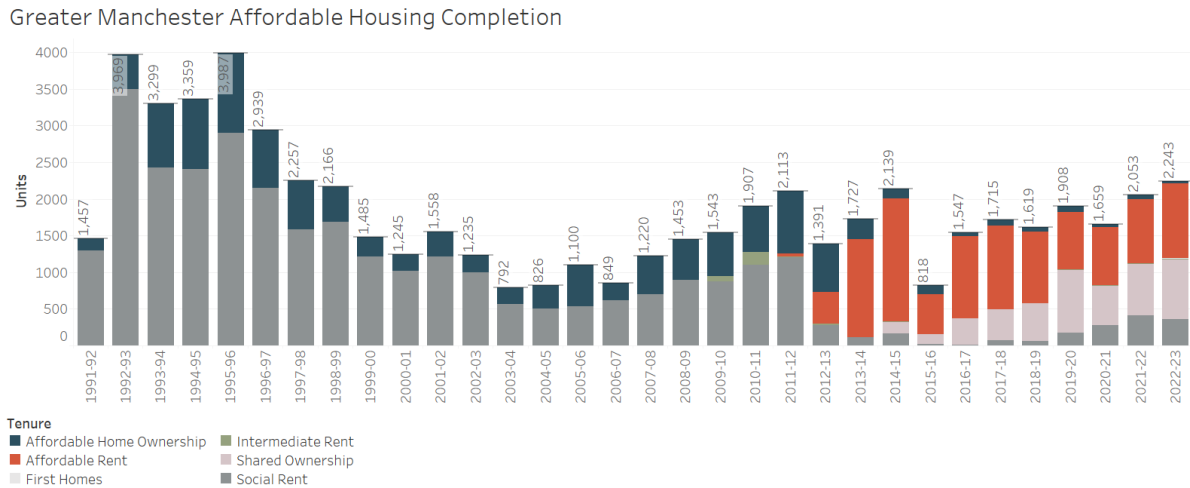
<sup>11</sup> <https://www.gov.uk/guidance/apply-for-affordable-housing-funding>

**Fig 4 – Number of dwellings completed in GM since 2001**



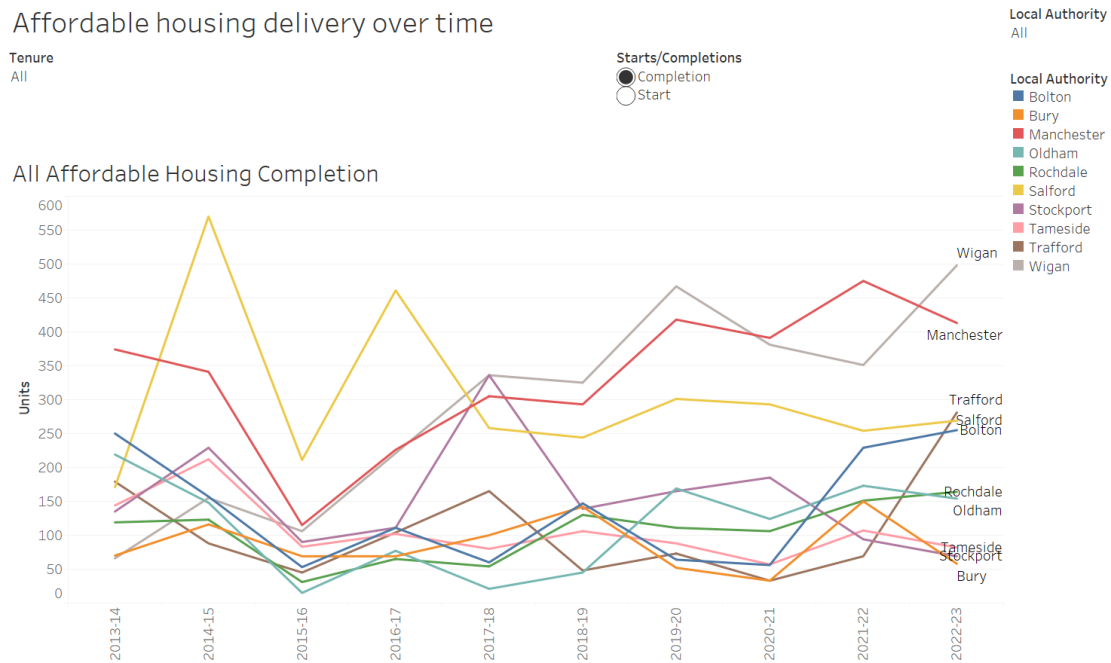
5.4 Data is actually available from 1991 (as shown in the graph below), which shows that there has been a significant decline in social housing completion predominantly from 2012.

**Fig 5 – Number of affordable dwellings completed since 1991**



5.5 Recent data can also be broken down by Local Authority, evidencing local patterns that have been influenced by national and other local contributing factors.

**Fig 6 – Number of completed affordable dwellings by Local Authority area**



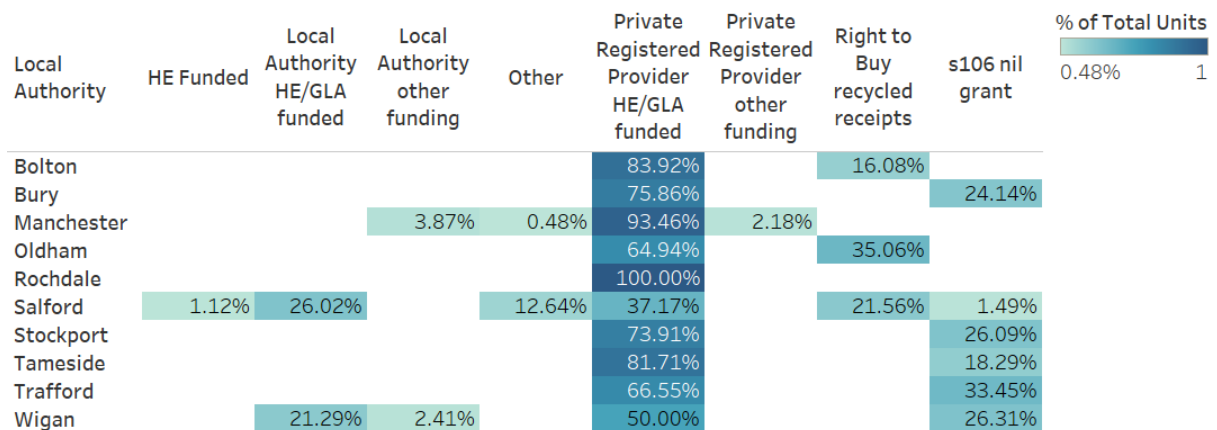
5.6 For context, in Manchester the previous priority was regarding the delivery of a housing mix, whereas more recently there has been a shift towards prioritising affordable homes. In Salford there has been a long-standing commitment to affordable housing but there are less delivery partners to meet the level of need. Stockport has a different market as there are a limited number of registered providers, but this is expected to increase as the town centre redevelopment continues. In Wigan there are larger strategic sites from which Section 106 monies can be sourced and a focus on the development of brownfield sites. The impact of the number of developers, land ownership and deindustrialised legacy is a clear contributor to the peaks and troughs in affordable housing completions across each of the GM Local Authority areas.

5.7 The majority of affordable housing is provided through a combination of borrowings and funding, circa 25% of which is from Homes England grants, but the remainder is from other funds accessed by the housing providers. The table below provides detail of the funding sources by which schemes were completed in 2022-23. Section 106 funds are more successfully sought on larger scale strategic sites but can require a complex process to

obtain.

**Fig 7 – Affordable housing completions in 2022-23 by funding type**

Greater Manchester Affordable Housing Completion funding  
2022-23



% of Total Units broken down by Funding vs. Local Authority. Colour shows % of Total Units. The marks are labelled by % of Total Units. The data is filtered on Greater Manchester, Starts/Completions, Year and Tenure. The Greater Manchester filter keeps 10 members. The Starts/Completions filter keeps Completion. The Year filter keeps 2022-23. The Tenure filter excludes London Affordable Rent.

5.8 Moving forward, housing markets should be seen as an investment model rather than simply the development of homes as the funding gap will remain if the investment model does not evolve. This will take significant strategic maturity and a progressive national conversation in which Greater Manchester can have some influence. However, fundamentally, investment decisions about the use of public funds should be taken in the context of the long-term benefits of having an increased supply of high quality, secure, affordable homes for those who are unable to access those through market provision.

**Land supply**

5.9 Available land in Greater Manchester is reducing, which is often proving a barrier even when schemes are completely viable.

5.10 Without future opportunities for increasing the land supply potential, progress

on the delivery of affordable homes is unlikely to be sustainable. There are only a few 'easy sites' remaining that are not controlled by significant landowners across GM, therefore the GMCA are prioritising grant allocations to brownfield sites that were potentially previously determined as unsuitable for development.

5.11 The potential use of compulsory purchase orders through clear Regeneration Strategies should also be considered, especially in relation to small 'grot spot' areas of land which could be brought together for regeneration.

5.12 The GM Brownfield Land fund has enabled GM Local Authorities to have easier access to a flexible fund with significantly less 'red tape' than a national funding scheme. The application process is simpler and less resource exhaustive and the chance of success is greater due to a smaller geographical area. With less bureaucracy, there is also a greater confidence in the programme to enable Local Authorities to be bolder in their ambitions, like Oldham Council for example, who recently announced<sup>12</sup> that they would deliver 500 new social homes over the next five years at a roundtable with key partners.

### **Access to housing is unequal across Greater Manchester**

5.13 There are variations on the housing registers held by each Local Authority across GM due to demand, localised policies on access to the register and the way that each Local Authority records its data. For example, some LAs allow all residents to go onto the register, others only allow those who are in the reasonable preference category. Therefore, it is somewhat unhelpful to compare data at a GM level between local authorities as there is no standardisation. Where the data is most useful is locally as it can evidence where needs are greater and in relation to which demographic groups.

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<sup>12</sup> [Tackling the housing crisis: 500 new social homes coming to Oldham announced at Oldham Housing Roundtable event | Oldham Council](#)

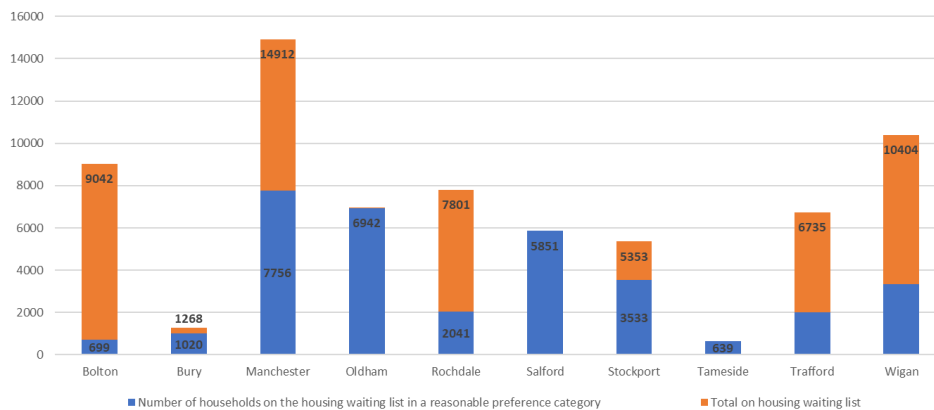


5.14 At present there are ten housing allocation policies (and specific policies for specific demographic groups) across Greater Manchester. A shared allocations framework may be helpful, although local application of their housing allocation policies is necessary to support local arrangements.

5.15 In 2018, the GMCA undertook some desktop research into housing allocation policies, including interviews with housing providers and local authorities which clarified nuances between areas. As a result, the GM steering group began to look closer at those pressures in the system which were consistent across LAs, recognising that the numbers alone do not provide the full picture regarding how the policies are applied locally.

5.16 Variation is also evident in relation to the required property size as in some Local Authorities there is a larger demand for 4–5-bedroom properties, whereas in others there is a larger demand for 1-bedroom properties.

**Fig 8 – The split of reasonable preference category and non-reasonable preference category households on housing registers by Local Authority**



5.17 There is currently no data available on a GM level regarding the length of waiting time on a housing register. A combination of waiting list demand and length of waiting time would be useful in evidencing the true housing needs across GM.

**Welfare of tenants reducing – requiring supported living and/or assistance**

5.18 There are many determinants that impact the welfare of tenants, including general health conditions, long term health conditions, alcohol & substance abuse, mental health and learning disabilities.

5.19 In recognition of this, housing is beginning to be considered in a health context and stronger links are being made between housing providers and the health system as evidenced by the recent tri-partite agreement<sup>13</sup>.

5.20 Supported housing is a broad description of accommodation where people can receive services such as personal care, supervision, support, and advice to live there independently. Examples of supporting housing include hostels, sheltered housing, extra care, and supported living schemes. Currently there are over 32,600 supported housing units across 3,500 schemes in Greater Manchester.

5.21 Based on current understanding this is the required level of delivery of supported and specialist homes to meet needs in 2031.

SHOP@ Predictive Modelling Sheltered / Retirement Housing								
Area	Current provision	2015	2016	2020	2025	2030	2035	Shortfall 2035
Greater Manchester	31,397	24,013	24,288	26,925	32,200	35,375	39,200	7,803
Bolton	5,961	2,575	2,613	2,975	3,638	4,013	4,425	-1,536
Bury	1,425	1,813	1,850	2,088	2,550	2,775	3,063	1,638
Manchester	5,140	2,875	2,875	2,988	3,363	3,750	4,238	-903
Oldham	2,943	2,000	2,038	2,263	2,713	2,988	3,288	345
Rochdale	3,530	1,888	1,913	2,113	2,550	2,850	3,163	-368
Salford	2,595	2,025	2,038	2,175	2,538	2,738	3,050	455
Stockport	3,163	3,338	3,375	3,713	4,400	4,800	5,275	2,112
Tameside	1,939	2,075	2,113	2,400	2,950	3,250	3,650	1,711
Trafford	2,657	2,400	2,400	2,575	3,000	3,300	3,700	1,043
Wigan	2,044	3,025	3,075	3,638	4,500	4,913	5,350	3,306

<sup>13</sup> <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/better-homes-better-neighbourhoods-better-health/>

## Older People

- Requirement for a total of additional 8,500 Housing with Care units split between 4,800 social/affordable units and 3,700 leasehold units.
- Requirement for 7,800 Retirement Housing leasehold units. Overall, 1,172 less units needed for rent, therefore a total of 9,000 units for lease.

SHOP@ Predictive Modelling Housing with Care Need								
Area	Current provision	2015	2016	2020	2025	2030	2035	Shortfall 2035
Greater Manchester	2,415	6,717	6,808	7,532	9,013	9,912	10,976	8,561
Bolton	324	721	732	833	1,019	1,124	1,239	915
Bury	202	508	518	585	714	777	858	656
Manchester	537	805	805	837	942	1,050	1,187	650
Oldham	106	560	571	634	760	837	921	815
Rochdale	43	529	536	592	714	798	886	843
Salford	311	567	571	609	711	767	854	543
Stockport	386	935	945	1,040	1,232	1,344	1,477	1,091
Tameside	156	581	592	672	826	910	1,022	866
Trafford	200	672	672	721	840	924	1,036	836
Wigan	150	847	861	1,019	1,260	1,376	1,498	1,348

## Learning Disability and Autism

- Requirement for a net additional 1,296 units of supported accommodation for people with a Learning Disability.
- 100 new tenancies for people being discharged from hospital settings with complex Learning Disabilities or Autism.

## Mental Health Needs

- Requirement for a net additional 2,535 units of supported accommodation for people with a mental health need.

## Physical Disabilities

- Approximately 8,900 wheelchair user households with unmet needs, of which approximately 2,300 will need fully wheelchair adapted properties.

- 5.22 50-70% of all new social housing tenancies require support, for a range of complex issues including those relating to mental health and drug and alcohol misuse. Many housing providers are required to employ support workers to address the rise in people experiencing such issues, and the increasingly common shortfalls in support provision from the broader public sector.
- 5.23 Developing future schemes which include supported housing should be considered as business as usual, co-produced with people with lived experience to ensure they are built to enable the potential for greater independence.
- 5.24 Local Authorities have a duty regarding sufficiency of care in a person's home as long as possible, resulting in a need for flexible levels of support. One of the value-for-money models is the use of care on site i.e. warden in supported housing provision, where the care can be taken directly to where it is needed.
- 5.25 The cost of housing people with mental health needs or learning difficulties indefinitely in hospital provision is significantly high, therefore NHS GM are working with partners on a programme that increases the opportunity for independent living. Adaptability and the ability to future proof the current housing stock is key so that Greater Manchester can be ready for changing populations and their changing needs. Members of the GMCA Overview & Scrutiny Committee further echoed this requirement, referencing a range of property type in each neighbourhood to enable people to down-size or up-size their homes whilst remaining within their communities. Ensuring that people are in the most appropriate setting for their needs is crucial.
- 5.26 These supported living schemes are funded through a variety of models, including government subsidy, Homes England funding and support from the welfare system. Most registered providers prefer to offer a social rent model with a flexible service charge rate as this can fluctuate. The care package

can be provided by the registered provider or Local Authority and are either funded via their local authority or individually. Although the funding landscape can appear complicated, it is significantly more affordable than acute care.

5.27 This complex revenue picture can sometimes be seen as more challenging by Housing Providers and developers in comparison to standard properties. However, there have been some excellent recent case studies that should be shared more widely in order to mitigate some of the apprehension about the risks of building supported housing within schemes.

5.28 The Depot in Moss Side, Manchester, is a strong example of the benefits of maximising services in one place. Across the 204 apartments within this mixed tenure site, there is a neighbourhood discharge unit, HAPPI scheme (housing our ageing population panel for innovation) and extra care provision.



5.29 Dalbeattie Court and Constable Street are also examples of schemes which have been designed right for future need that provide 30 1 bed apartments and 5 2 bed bungalows for people with learning disabilities. Their flexibility of design has allowed Dalbeattie Court to be used for some time as a hospital discharge facility.



**Risk of homelessness and rough sleeping remains as treating symptoms rather than cause**

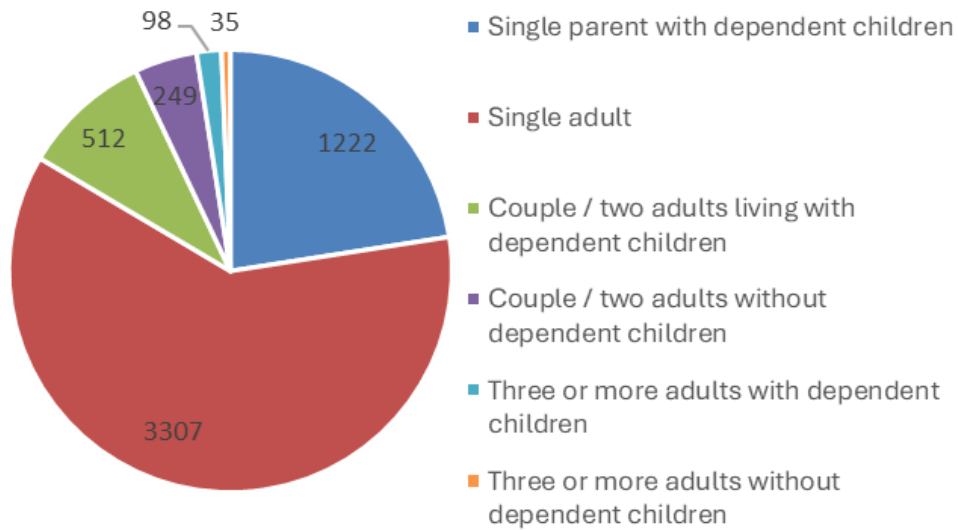
5.30 At the extremes, the housing crisis manifests in homelessness and rough sleeping.

The Homelessness Reduction Act (2017) introduces a range of prevention duties for Local Authorities alongside the original rehousing duty under the Housing Act 1996 –

- A duty to **prevent** homelessness; taking “reasonable steps to help the applicant to secure that accommodation does not cease to be available” under section 4. This requires a personalised housing plan to be put in place for people at risk, with the Local Authority being under an obligation to help for 56 days unless the applicant deliberately and unreasonably refuses to cooperate.
- A duty to provide **relief**: taking “reasonable steps to help the applicant to secure that suitable accommodation that becomes available”. Where people are homeless, there is a duty to provide a personalised plan based on priority need but requiring that action still be taken in every case.

- 5.31 Greater Manchester saw 5,423 households assessed as owed either a Prevention or Relief homelessness duty between October – December 2022. 55% of households who were owed a duty were based in just 3 local authorities, Manchester (29%), Salford (14%) and Wigan (12%).
- 5.32 Of those that were owed a duty 1,639 were homeless or threatened with homelessness due to 'Family or friends no longer willing or able to accommodate', 1,196 were homeless or threatened with homelessness due to the 'End of an assured shorthold tenancy', and 713 were homeless or threatened with homelessness due to 'Domestic Abuse'.
- 5.33 As of the most recently available published data (Jan-March 2023), across GM the further impact of the winter period was evident with 2,617 prevention duties being owed: the highest level on record, and 26% higher than the most recent equivalent pre-pandemic period.
- 5.34 Furthermore, 3,603 relief duties were owed, the highest level on record, and 27% higher than the most recent equivalent pre-pandemic period.
- 5.35 However, a large amount of homelessness is less visible and often not recorded. It can take the form of people taking shelter in the homes of friends and family or living for extended periods of time in temporary accommodation.

**Fig 9 – Total number of households in temporary accommodation  
(December 2022)**



5.36 On the 31<sup>st</sup> of December 2022, there were 5,134 households in temporary accommodation across Greater Manchester. The total number of children accommodated in temporary accommodation was 6,174, from 2,977 households.

5.37 Of those accommodated in temporary accommodation, 774 households were in Bed and Breakfast accommodation, these households included 205 children.

5.38 Of those in temporary accommodation 1,331 households were accommodated in temporary accommodation outside of the Local Authority district in which they made their homelessness application, with Manchester placing the majority (87%) of these.

5.39 Although an expensive solution, the increased and overuse of temporary housing was evident due to the impact of the cost-of-living crisis and other external factors that are contributing to the rising risk of homelessness. Due to national policies, the need to prepare for the cohort widening is evident if the causes cannot be addressed quickly enough.



## **Skills mix and expertise within the future workforce**

5.40 There are significant capacity issues within Local Authorities and Housing Providers to deliver new housing due to reduced workforce and lack of future skills investment. This is especially evident when seeking out the relevant skills sets for building net zero homes as these new methods are yet to be considered as standard. Often developers are learning these skills as they deliver the sites and then once the scheme comes to an end they move back to standard construction methods, potentially losing the skill set that they have just acquired. Consideration should also be given as to how these skills can be passed on to other contractors in order to see modern methods of construction being used as standard.

5.41 The latest GM devolution trailblazer deal recognises this wider sector skills gap and looks to build on the programmes currently being delivered by local education providers through the 'Skills Bootcamp – Green Technology' programme to enable the designing new accreditations, qualifications, and courses to meet green skills needs. Development of new green tech areas like Electric Vehicles, Low Carbon Heating, still outpace the skills system. Employer involvement in the process is critical – requirements need turning these into industry accepted accreditations, embedding within qualifications, then developed/delivered as courses. From 2024-25, in recognition of their trailblazer status, the government commits to then further increasing this flexibility for GMCA to spend up to 100% of the available budget to develop bootcamps that meet local labour market and skills needs in any sector.

5.42 This is also evident in the shortage of debt and welfare advisory provision across Greater Manchester. Although these services are predominately provided through Local Authorities, the GMCA have a supportive role to play to especially address any disparities. There has been some work undertaken with the GM Welfare Rights Advisors Group (made up of Welfare Rights Leads from LAs and facilitated by the GM Law Centre) to give visibility to the capacity and capability challenges across the sector which is planned to be shared with GM political leaders in due course.

## **Changes to national policies**

### **Rental rules**

5.43 The Tenancy reform: Renters (Reform) Bill aims to bring significant changes to rental rules, enhancing security for both tenants and landlords. It has not yet been approved by Parliament; however, its proposals include the removal of section 21, which allows landlords to evict tenants without a specific reason. By doing so, it would provide tenants with greater security, enabling them to put down roots in their community. Landlords would still have the confidence to regain their property when necessary, using other elements of the Bill.

### **Planning guidance**

5.44 The housing schemes currently on site have had their planning approved several years ago and are therefore more unlikely to include any affordable homes. Any change to national planning guidance will only be seen after a number of years once the schemes that are subsequently approved are being delivered.

5.45 Therefore, it is important to recognise that the any planning reform will take time to deliver but more importantly that whatever is determined at a national level must work for Greater Manchester. As proposals emerge it is vital that GM lobby for simplicity as there are already numerous demands on the planning system and devolved flexibility to allow GM to determine what should be the priority for the conurbation.

5.46 The recently agreed trailblazer devolution deal for GM should further increase the opportunities for DLUHC (Department of Levelling Up, Homes & Communities) to listen to the needs of the conurbation when reviewing national planning guidance. It would also be useful for key planning influencers to meet with representatives from each of the 10 GM Local Authorities, Homes England, and the Housing Associations to begin to de-

mystify the planning barriers to viable schemes.

### **Section 106 monies**

5.47 The Levelling Up and Regeneration Bill looks to introduce a new Infrastructure Levy (IL) to replace the Community Infrastructure Levy, however rates will be based on the gross development value of a property at the point of sale. Section 106 agreements would remain but only to support the delivery of “the largest sites”. The amount of IL payable would be determined by Local Authorities.

5.48 There have been several pilots across the UK but clarity as to its introduction is still awaited. This funding allocation alone would not be sufficient to meet the gap in resource but would be able to contribute to the whole housing investment model. There has also been some risk highlighted by the National Housing Federation in that “in its current form, the new Infrastructure Levy could lead to the diversion of developer contributions away from affordable and social housing and towards other, unspecified forms of expenditure entirely unconnected to development.”<sup>14</sup> It’s important that there is a level of standardisation as to how section 106 monies are and can be used.

5.49 The GMCA Overview & Scrutiny Committee when reviewing this report expressed their concern that some developers are avoiding their responsibility to provide funding for public improvements under Section 106 due to current loopholes within viability assessments. It was reported that often this investment is put into the public realm, only benefiting the value of the properties, rather than the wider community.

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<sup>14</sup> [National Housing Federation - Joint letter to the Secretary of State on the proposed Infrastructure Levy](#)

## 4. Opportunities

### **GM Devolution trailblazer**

- 5.1 The latest GM Devolution Trailblazer increases Greater Manchester's ability to influence future Affordable Homes Programmes (AHP), through deeper Strategic Place Partnership with Homes England. Sharing local data and local strategic plans will be key when bringing forward potential schemes. Through a shared GM Affordable Housing Action Plan capturing the day-to-day joint work to be done, the partnership also ensures that Homes England are aware of the local landscapes and priorities.
- 5.2 The AHP provides grant to support the cost of building housing for rent or sale at sub-market rates – a key element of the Government's plan to end the housing crisis, tackle homelessness, and provide aspiring homeowners with a step onto the housing ladder.
- 5.3 The fund is part of a range of tools and funding streams that Homes England has at its disposal to support the delivery of housing of all types and tenures recognising that a 'one size fits all' approach is not the most effective.
- 5.4 This funding and support is available for all organisations with an interest in developing affordable housing – including housing associations, local authorities, developers, institutional investors, for-profit registered providers, community-led organisations, and others.
- 5.5 The trailblazer provides an opportunity to be clear ahead of the next Affordable Homes Programme in 2026 to determine what GM needs to maximise the potential impact of the programme through the alignment of strategic priorities, in that Greater Manchester can direct the building of what they want/need rather than what national targets dictate, whilst aligning these developments with other pots/interventions (e.g. transport investment, energy and heat infrastructure, brownfield funding etc). Furthermore, the

trailblazer will make it easier for GM to commission supported housing in the knowledge that the AHP capital contribution has been secured.

- 5.6 It also provides the opportunity for Greater Manchester to set the standards for the next programme and approve funding allocations, this is in addition to its current role in identifying potential sites and challenging decisions of Homes England within the parameters of the framework.
- 5.7 Furthermore, the role of Homes England as an enabler should be made clear through the development of the GM Housing Delivery Plan. The provision of additional funding for identifying potential barriers and working with the GMCA and partner organisations to address them is one way that Homes England can fulfil this role.

### **GM Housing Delivery Plan**

- 5.8 The creation of the GM Housing Delivery Plan should enable a clear strategic direction, with all key stakeholders working towards a single shared vision. It should not merely build upon this review and evidence the scale of the challenge but also highlight the successful schemes across GM.
- 5.9 The Plan should make it clear how the GM system can respond more effectively to housing needs, especially regarding the acute outcomes such as homelessness, significant waiting lists and the lack of specialist housing. It should identify the gap between what is currently being delivered and what is further required to meet the forecasted demand.
- 5.10 The GM Housing Delivery Plan must be ambitious and noticeably clear on the scale of the challenge and must provide new solutions in conjunction with established solutions to enable housing providers to meet the growing demand.
- 5.11 Across all GM and national schemes, engagement with private landlords remains most difficult. One example is their lack of engagement with the GM

Ethical Lettings Agency, which looks to provide private housing stock at an affordable rate, without unaffordable deposits and other barriers to access. The Housing Delivery Plan should look to scale this up directly with developers and liaise with Local Authorities regarding the potential use of homelessness prevention funds etc to support this initiative.

**“In one sentence, the GM Housing Delivery Plan should upscale and improve the affordable housing offer in Greater Manchester to ensure the offer meets the housing need.”**

### **GM Housing Provider Partnership**

5.12 There are 25 housing providers across GM who are specifically looking for ways to improve affordable and social housing provision through the GM Housing Provider Group.

5.13 In 2022/23 there were almost 2000 completions, in excess of £400m invested in new properties, 1911 new builds commenced and a further 941 homes granted planning consent.

5.14 Of those completions, 35% were properties for affordable rent, and 12% were social rentals. 97.5% (1,859 properties) were completed with the support of the grants and 2.5% were completed with the support of Section 106 agreements.

5.15 Increasing the partnership to all the registered providers in Greater Manchester would strengthen its voice and ability to deliver against GM targets. Stronger collaborative relationships between Local Authorities, the GMCA and all registered providers would see more homes delivered.

## **Strategic Place Partnership**

5.16 The Strategic Place Partnership was established to enable greater collaboration and is viewed as a pilot for place-based working, focusing on unlocking brownfield land to deliver affordable housing and town centre regeneration across the city region. Its key aims are -

1. Place based engagement and resource alignment around key priorities with key partners, both local and national
2. Collective view of housing delivery opportunities across GM and what is required to unlock them
3. Accelerated New Homes and Affordable Homes Delivery - including homes for affordable and social rent, older persons, and specialist housing - to support GM housing aims and needs targets

5.17 This Partnership brings together GMCA and Homes England to enable potential sites to be taken forward for development, taking a place-based approach to resource alignment around key priorities with key partners, both local and national.

5.18 This should be the place where challenge is put to partners to find ways to deliver, whether that be through grant application or effective resource management on a wider partnership scale. It should be a place that encourages some risk taking and courageous leadership through taking a collective view of housing delivery opportunities across GM and what is required to unlock them.

5.19 Land that is being used for 225 housing units on Royal Road, Castleton in Rochdale was not handed to the Local Authority, instead the Rail Corridor Partnership that includes Transport for Greater Manchester, Northern, Network Rail, and Homes England (whose focus is to unlock sites around the key rail network connection points) were able to bring together a regeneration plan that encouraged land owners to bring sites forward, sites that were never intentionally earmarked for housing, further illustrating the

need for strong and effective working relationships with landowners to enable sites to be de-risked and opportunities to be illustrated.



5.20 The GM Brownfield Fund has unlocked this previously (Housing Investment Fund bid) unsuccessful site to enable 110 affordable properties to be created. This 3-year funding stream has the flexibility to meet the challenge of providing affordable and/or sustainable homes whilst creating the assurances that encourage a little speculation in order to work up a deliverable proposition.

5.21 There is potential to do more. Conversations are needed across GM amongst housing providers, developers, and public sector partners to identify housing growth capacity and what needs to be addressed to address the short, medium and long term needs. Pooling resources across GM could provide better access to expertise, shared practice, and the ability to prioritise sites more strategically. These conversations should be honest and realistic about what can be delivered within the available resources and where further opportunities should be pursued.



## **GM Healthy Homes**

5.22 Through a strong partnership between the GMCA, Homes England and Registered Providers, the supply of new supported housing is being developed. Barriers to their delivery can sometimes be caused by funding cycles, the requirement for complex agreements and the elements of bespoke design needed for these homes.

5.23 However, the Healthy Homes programme aims to address these by working closely as a group of stakeholders to increase communication, standardise management agreements and fast track decision making to maintain the required level of momentum for each scheme. The programme is also looking to normalise independent living within larger housing schemes. A pipeline of projects are being developed in order to meet the growing need of GM's population.

5.24 Schemes such as Greenhaus, Chapel Street, Salford Central are a strong example of where a long-term partnership between public and private sector organisations can enable the delivery of affordable homes. However, this comes through long standing relationships with shared ambition and an overall focus on the regeneration of an area. Working in partnership allows value to be captured from other areas within the boundaries of the project that can be re-invested into other schemes.



5.25 It is important to recognise that Greenhaus is just one scheme within a significant regeneration project for this area, however it is able to deliver 96 homes, 72 which are rent to buy, 11 social rent and 13 affordable rent. This housing development goes further in providing net zero Passivhaus properties which are net zero in operation due to a building approach focussed on reducing operational energy and improving occupants' health and wellbeing.

5.26 Initial building costs for Passivhaus properties are circa 15-20% more expensive to build, however the overall cost of energy, upgrading systems and removing the need to retrofit could see them being equal in costs to a standard build over their lifetime. As more contractors move into this market and supply chains improve, this cost difference will also reduce. However, as it stands, there is a further significant cost when building net zero properties for affordable rents as it takes longer to recover the initial investment. In recognition of this, Homes England have provided additional grants to address the clear viability gaps and other market intelligence is being gathered by the financial sector to assess the ability to lend against these types of property.

5.27 Quantifying the wider benefits such as health, wealth and wellbeing could enable the consideration of such schemes to be more prevalent as there are clearly additional savings to the public sector through their design concept.

This would also be useful when informing the public of the benefits to choosing such properties, as a circa 50% saving on energy bills would be attractive to all potential occupants. It would be helpful for GM to do further cost benefit analysis to enable the lifecycle costs of both net zero and conventional houses to be compared.

## **Places for Everyone**

5.28 Places for Everyone (PfE) is a long-term strategic plan of nine GM districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford, and Wigan) for jobs, new homes, and sustainable growth to support delivery of the Greater Manchester Strategy.

5.29 Its other ambitions are –

- To set a trajectory toward becoming a net zero city region by 2038
- To provide a framework to manage growth in a sustainable and inclusive way, avoid un-planned development and development by appeal
- Maximise the use of sustainable urban/brownfield land and limit the need for the Green Belt to accommodate the development needs of the nine GM local authorities
- To align the delivery of development with infrastructure proposals
- To meet the requirement for local authorities to have a local plan in place by December 2023

5.30 The PfE framework should ensure that all new builds provide social and affordable rent as part of their wider offer, alongside supported accommodation as standard.

## **Income maximisation**

5.31 In GM there is an estimated £70m unclaimed pension credit. Addressing this, alongside the wider issue of income maximisation, would ensure that

residents have access to the finances that they are entitled to to support their housing and living costs. The recent GM pension top up campaign saw £3M+ attendance allowance and housing benefit being accurately awarded in phase one.

5.32 A holistic approach to targeting people who are eligible for benefits would see significant dividends. This should be the role of all frontline services, whether through the banking sector or citizen advice – signposting should be normal practice.

5.33 It should also be a standard check for any resident who is struggling to pay their rent that the Local Authority or Housing Provider undertakes a benefits check. However, with variation across GM, in some areas there are not enough people to provide the advice needed, therefore national investment is required.

5.34 Discretionary housing payments have been cut in recent years, boosting this provision would also significantly help people stay in their homes and reduce the risk of homelessness.

### **Voluntary sector engagement**

5.35 The voluntary sector should be given the required number of seats at the most appropriate partnerships, recognising that they are often having to fill in the gaps where funding shortfalls prevent housing providers and Local Authorities from widening their services.

5.36 They can also play a key role in representing residents' voice on the development of new schemes and services due to their levels of engagement with communities.

5.37 The preventative approach to a growing demand in supported living can be addressed through relationship building, and developing an understanding of what types of support a person requires. At present this role is

predominantly undertaken by housing providers through their tenant ready assessments and other engagement, however this is perhaps another area where the voluntary sector could provide further resources, if they themselves are provided with the required resources.

## 5. Recommendations

1. **Bold, national action for the creation of more affordable homes with greater flexibility as a region to ensure that the housing market can line up with affordability of residents in GM. Recognising that the formula for affordable living is multi-faceted and should include rent, energy, and essential food costs.**

- GMCA to influence the development of the next Affordable Homes Programme through strengthened partnership arrangements within the latest devolution deal to ensure it is flexible enough to meet the needs of our residents.
- Homes England to use their role as an enabler to provide additional funding to complex but viable schemes.
- GMCA to continue to support Local Authorities to seek out potential schemes through innovative approaches and bold actions.

2. **Move towards supporting people out of debt at every point of contact, ensuring a minimum standard of welfare advisors to support residents to access unclaimed welfare support and begin their tenancies with no deficit.**

- Government to recognise the impact of debt on access to housing and successful tenancies and ensure that there is a minimum level of welfare support provided to all residents and the appropriate training to ensure this resource is sustainable.
- Local Authorities and Housing Providers to ensure tenants have full access to welfare and other hardship funds through every interaction.

3. **A GM Housing Strategy that is ambitious enough to deliver what is needed to meet the housing needs of residents in Greater Manchester, including the ambition for all new homes to be zero carbon, enabled by long term partnerships that have the ability to deliver more collaboratively.**

- All Housing Providers to engage with the Housing Provider Partnership and Strategic Place Partnership so that they can challenge one another to unlock more potential sites through a strong partnership approach.
  - GMCA to co-design the next GM Housing Strategy with other key stakeholders that builds on what is already being done, but also confidently pushes the boundaries as to what can potentially be done, setting the standard as zero carbon.
- 4. Clear narrative about what we are trying to achieve collectively, whilst recognising the individual needs of each GM Local Authority, potentially through a GM shared housing allocations framework that sets a standard but allows for local interpretation that supports Local Authorities to manage their available housing stock.**
- GM Local Authorities alongside the GM Housing Providers Group to consider the development of a shared housing allocations framework, recognising the need for local interpretation but valuing the shared standard.
- 5. Flexibility of funding and more ability to joint commission across partner agencies to ensure that supported housing is adaptable and built for future needs.**
- Homes England and commissioners in localities to ensure that funding streams are flexible enough to allow for joint commissioning, especially of supported and specialist housing.
  - Local Authority Planning Teams to consider how new developments can most effectively be built for future population changes.
- 6. Levers of Places for Everyone should ensure that social and affordable rented homes are included in every new development.**
- Local Authorities to follow the Places for Everyone lead and ensure that their Local Plans specify the percentage of social and affordable rented homes

required within each new development.

**7. Effective promotion of the support available to local residents to assist with energy bills, insulation, food provision etc in recognition of the need to see housing as just one element of affordable living.**

- GMCA to ensure that advice on cost-of-living support (e.g. food and fuel bill support) provided through registered providers is also available via private landlords.
- Local Authorities to ensure that this advice is provided to residents at all points of contact i.e. benefit support, council tax enquiries etc.

**8. Creation of a national housing minimum standard for all private rental properties in order to remove any detrimental health outcomes of poor living conditions, driven by the recognised benefits of being an accredited member of the Good Landlord Charter.**

- GMCA to ensure that being an accredited member of the Good Landlord Charter is universally recognised, with its unique benefits clearly identified.
- Government to use the learning from Greater Manchester's Good Landlord Charter as a starting point for ensuring a minimum standard for private rented properties.

**9. An increase in revenue funding in line with the increasing support needs of residents to reduce demand on the wider care system, but allocated to organisations who are meeting people where they are.**

- Government to recognise the growth in additional support required by tenants that is often best met through the voluntary sector or housing providers, and that this needs to be effectively resourced to minimise the cost to acute services.

**10. An annual GM Strategic Place Partnership event with key planning**



**influencers (elected members and officers) to begin to break down any planning barriers to viable schemes and to hold further conversations regarding capacity and required expertise.**

- As a first step, GMCA to organise an event to discuss the findings of this review and actions which can be taken to remove barriers for the delivery of viable schemes.

## **6. Access to Information**

Contact officer -

Nicola Ward, Statutory Scrutiny Officer, GMCA

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## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: GM Moving Update: MOU Refresh, Place Partnerships and Health Integration.

Report of: Andy Burnham, Mayor of Greater Manchester and Tom Stannard, Chief Executive of Salford City Council

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### Purpose of Report

To share a strategic update on GM Moving:

- MOU refresh with Sport England
- Place Partnerships and Deepening Investment (Sport England)
- GM ICP Plans for 2024-5 and beyond.

Work area	Purpose
<b>MoU</b>	Share the refreshed MoU for formal sign off ahead of a presentation and event on 27 September with MOU partners.
<b>Place Partnerships</b> (Deepening of GM/Sport England Local Delivery Pilot)	Share the plans, timescales and next steps for Place Deepening and investment.

<b>GM ICP Plans for GM Moving (2024-5)</b>	Share priorities and seek support for strategic and distributed leadership through across the system in every locality.
<b>GM Moving in Action 3 Year Celebration Event</b>	Notify colleagues of planned event on September 27 to align with GMCA and ICP Boards.

## Recommendations:

The GMCA is requested to:

1. Approve the refreshed MOU with Sport England and wider GM Moving Partnership Board members.
2. Note the contents of the report on Place and Health Integration.
3. Note the recommendations, next steps and support strategic and collective/distributed leadership on these areas.
  - o Please read the MOU (Appendix 1) and support your leadership and teams to fully engage with this work as we move forward.
  - o Place Deepening: Please note the progress, timescales and methodology outlined. The Place Partnership Network (including locality leads) are continuing to develop local plans for peer review and final submission to Sport England in August 2024.

## Contact Officers

Tom Stannard, CEO Salford City Council and GM Moving Partnership Board Chair.

Hayley Lever: CEO, GM Moving ([hayley@gmmoving.co.uk](mailto:hayley@gmmoving.co.uk))

# Equalities Impact, Carbon and Sustainability Assessment:

## Recommendation - Key points for decision-makers

WLT are requested to:

1. Note and comment on the contents of the report..
  2. Note the recommendations, next steps and support strategic and collective/distributed leadership on these areas.
- Please read the MOU (Appendix 1) and support your leadership/teams to engage with it ahead of July GM ICP/GMCA meetings.

## Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	<p>Taking a universal and targetted approach to the delivery of the investment across the localities and communities in Greater Manchester with a focus throughout on tackling inequalities</p> <p>Taking a universal and targetted approach to the delivery of the investment across the localities and communities in Greater Manchester with a focus throughout on tackling inequalities.</p> <p>Working across the system and with different stakeholders and partners the work will improve people's access to public servcies by better understanding the barriers and co-designing interventions. Focus on culture and system change, reform and transformation in all areas of the work.</p> <p>The Place Partnership investment has key principles to the approach one of which is ensuring community engagement and involvement in shaping the work to get people moving more in communities.</p>
Health	G	<p>The ambition of the Place Partner investment and GM Moving in Action is to create the conditions to enable Active Lives for All and create population level changes in participation in sport, physical activity and movement.</p> <p>Studies show greater levels of physical activity have a positive impact on an individuals mental health in the short, medium and long term.</p> <p>The ambition of the Place Partner investment and GM Moving in Action is to create the conditions to enable Active Lives for All and create population level changes in participation in sport, physical activity and movement.</p> <p>More people in communities being active will decrease levels of social isolation.</p>
Resilience and Adaptation	G	<p>The GM Moving in Action Strategy includes a commitment to support local resilience and adaptation. The MoU affirms this commitment and supports partners to work well together to respond to the changing needs of people and place and to spread and grow ways of working and values that best enable system resilience and adaptation.</p>
Housing		<p>The design and creation of healthy, active places and environments is a key GM Moving priority in the strategy to include contribution towards creating healthy homes.</p>
Economy		<p>The GM Moving strategy speaks to the relationship between physical activity and economic activity and includes specific priorities to support good employment and active workplaces enabling people to work well, live well and access skills and opportunities. Supported by the MoU, partners are also able to work together to develop a more sustainable sector and thereby greater security for the workforce.</p>
Mobility and Connectivity	G	<p>Localities may decide through their local plans to test bike share / bike hire schemes in some communities and with some businesses. Any such test and learn approaches would be supported by the investment.</p>
Carbon, Nature and Environment	G	<p>The GM Moving in Action Strategy includes a commitment for people and partners in the movement to play their full role to achieving GM's net-zero targets and working with partners nationally and internationally for a more sustainable planet. The MoU affirms this commitment and supports partners to work well together to optimise collective action in delivery of the strategy. This includes contribution to the GM Nature-Recovery Strategy and implementation.</p>
Consumption and Production		<p>Through working as partners to develop carbon literacy and wider environmental understanding and action GM Moving is supporting a understanding of the impacts of consumption and production and opportunities to take action to decrease this impact.</p>
Contribution to achieving the GM Carbon Neutral 2038 target		<p>Through encouraging residents of Greater Manchester to move more (wheeling, walking or cycling) we will support the measure to reduce short journeys by car. We will do this by creating better awarness of, and activating, the Bee Network infrastructure and engaging commuities in the deign of new active travel capital developments.</p>
<b>Further Assessment(s):</b>	Equalities Impact Assessment and Carbon Assessment	
<b>G</b> Positive impacts overall, whether long or short term.	<b>A</b> Mix of positive and negative impacts. Trade-offs to consider.	<b>R</b> Mostly negative, with at least one positive aspect. Trade-offs to consider.
		<b>RR</b> Negative impacts overall.

## **Risk Management**

There are risks associated with leadership and decision making in all areas of the paper. These include financial, environmental, health and economic inequality risks and opportunities.

## **Legal Considerations**

The purpose of the MoU is to support and guide how the Partners work together. It aligns with existing Greater Manchester Strategies and commitments. It is not intended to be legally binding.

## **Financial Consequences – Revenue**

There are short-medium term financial consequences in 5.2 and longer-term consequences of 5.1 and 5.3.

## **Financial Consequences – Capital**

No immediate capital consequences but opportunities within the work with Sport England for capital investment in sport and leisure facilities.

## **Number of attachments to the report: 1**

## **Comments/recommendations from Overview & Scrutiny Committee**

n/a

## **Background Papers**

[Uniting the Movement, Sport England](#) [GM Moving in Action: Active Lives for All](#)

## **Tracking/ Process**

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

No

## **Exemption from call in**

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

## **Bee Network Committee**

n/a

## **Overview and Scrutiny Committee**

n/a

# 1. Introduction/Background

GM Moving is a 'movement for movement' and a collective strategy with the shared mission of enabling Active Lives for All. People and partners across Greater Manchester (GM) are aligned behind the knowledge and belief that:

- ✓ **Moving matters to us all.**
- ✓ **Together we can design movement back into our lives.**
- ✓ **We all have a role to play.**

Since health and care devolution in 2017, work has been taking place at GM, locality, and neighbourhood spatial levels to support the integration of physical activity into health, and to ensure active lives contributes to our work to address health inequalities across GM. This work has been locally led and supported by a range of investments, programmes, and co-ordinated work at the GM and national levels to create the conditions for integration and population level change.

This year the **GM Moving Partnership Board** and partners have refreshed Greater Manchester's MOU with Sport England for sign off here.

Greater Manchester, national partners and the GM Moving in Action strategy have travelled a long way since the first MOU with Sport England was signed in 2016 and since the last MOU refresh in 2018. Much has been achieved together, a great deal has been learnt and many more opportunities lie ahead.

A refresh of the Sport England/GM MOU has been taking place over the past six months, in the context of:

- New Devolution deal between government and GM.
- New leadership on GM Moving Partnership Board and in Sport England.
- New strategies- Uniting the Movement, GM Moving in Action strategy, and the forthcoming government Sport Strategy.
- Mayoral Election
- General Election.

Having taken this opportunity to look back on the journey and progress we have made together, reflect on how we are working together and what we can celebrate and learn from, we are now ready to sign off the MOU.

**ACTION: Please read the MOU (Appendix 1) and support your leadership/teams to engage with it. The MOU will be formally approved and signed off at the meeting.**

### **3 Place Partnership (Sport England)**

Greater Manchester have been invited by Sport England to submit an investment plan to continue and deepen the Place Based work across the city region (previously known as Local Delivery Pilot).

Sport England have a smaller overall fund for existing LDP areas, as they scale up this work to 80-100 new places. The need and opportunity for the work across GM is expected to exceed this indicative envelope, so there could be a need to scale back and identify what can be achieved for different investment levels. If the investment from Sport England is lower than the submission, any reductions in the budgets will be applied equally (i.e. the same percentage reduction for GM-wide work and all localities).

In 2018, the Local Delivery Pilot investment was organised on Marmot principles, as follows:

**Targeted locality/neighbourhood work (80%):** The proportion of investment into each locality was based on population size and levels of adult inactivity. Plans were codesigned by local leaders and steering groups based on data, need and insight.

**GM-wide work: (20%)** Universal work needed across and into the whole of GM. This includes the strategic leadership of the GM Moving strategy, convening and movement building, and support to whole system place-based work in every locality. It also involves leadership to leverage, align and pool co-investment, programme management and support to locality networks, convening and creating the conditions for peer support, challenge and shared learning. . It has delivered work on data, insight, evidence and evaluation, marketing, communications, public narrative, campaigns, community engagement and people and leadership development.

**2025-28 Investment:** There is a commitment to apply Marmot principles again, aligned to the latest data around inactivity and areas of need, with a robust methodology for the allocation of the next phase of investment, building on the learning from the approach in 2018. The latest evidence, evaluation, data and insight was used to propose four investment methodology options and the following approach has been agreed, using Marmot principles and Sport England's Place Needs Classification (PNC) data (see Appendix 2).



From 2025-8, 80% of investment will be locality led, to deliver plans co-designed in each place. The planning work for this is underway. 20% of this will provide a core universal investment based on population size and 80% will be based on PNC data.

The remaining 20% of the investment will fund the GM-wide work as described above. Plans for the GM-wide work are also in development.

This formula will be applied to the investment allocation from Sport England when their Board confirm the funding in September 2024.

## **Glossop**

Glossop has been an additional locality within the Greater Manchester Place Partnership approach since 2018, when it was included due to its ties to Tameside through the CCG.

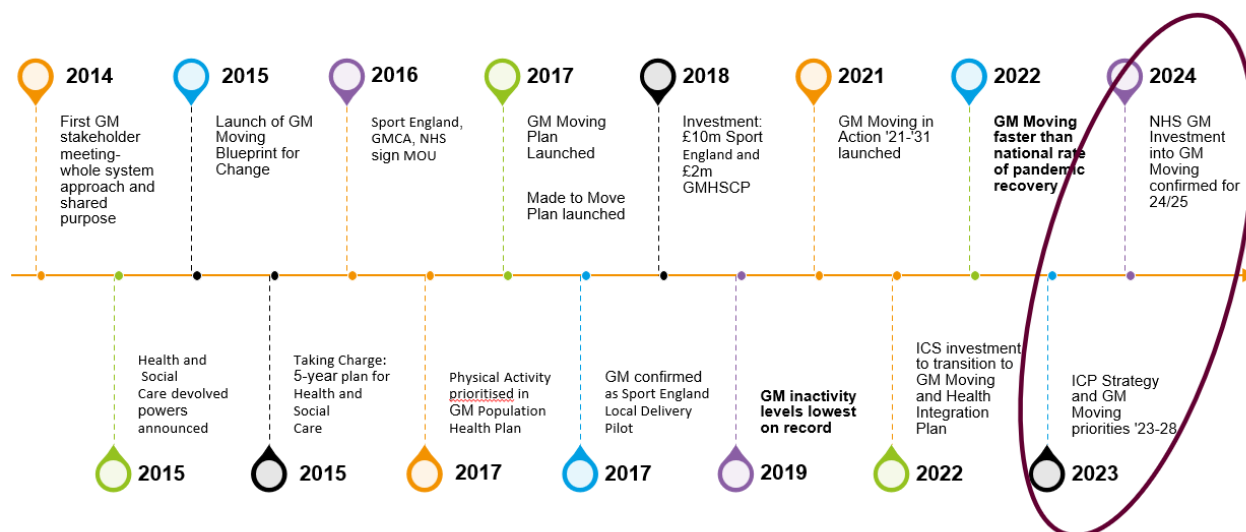
With the reorganisation of the health structures nationally, Glossop is now part of the Derbyshire ICS and no longer financially linked to Greater Manchester.

Conversations have taken place at GM Moving Partnership Board and with key leaders and Sport England about a way forward. The conclusion of these discussions is that it is no longer appropriate for GM to financially invest in Glossop, and it isn't identified as a priority area for Sport England Place Expansion/Deepening (based on PNC data).

The desire and commitment to see the work continue and support local leads remains. Glossop colleagues will continue to have access to support on offer within Greater Manchester e.g. leadership development and Place Partner Forum. Plans are developing between Glossop, High Peak Derbyshire, GM, and Sport England colleagues to ensure the work and relationships remain strong.

**ACTION: GMCA are asked to note the progress, timescales and methodology outlined above. The Place Partnership Network will then continue to develop their plans for peer review and final submission to Sport England in August 2024.**

## 4. GM ICP and GM Moving Plans



NHS GM have confirmed investment into GM Moving for 24/25 to provide the continue progressing the work to embed movement into health and care systems against the agreed core priority areas:

- While You Wait
  - Deconditioning and Falls Prevention
  - Mental Health and Wellbeing
  - Live Well
  - Health and Care Workforce Wellbeing and Development
  - Priority Clinical pathways (Respiratory, CVD and Cancer)
  - Healthy Active Places
  - Women's Health

Examples of key approaches and progress can be [found here](#).

The GM Moving health team recently brought over 100 colleagues together from the Health and Care system who are involved with and interested in growing approaches that support movement and physical activity across Greater Manchester and nationally. The **Embedding Movement in Health and Care systems Event** demonstrated the value of this work to the [GM Integrated Care Strategy](#), shared examples of approaches from across Greater Manchester and provide an opportunity to help identify and share key priority areas of connection and integration. This event can be watched back [here](#).

## 5 GM Moving in Action 3 Year Progress Report and Celebration

September 2024 will mark three years since the launch of the GM Moving in Action Strategy 2021-31. This, along with the signing of the MOU will be officially marked with a presentation to GMCA and GM ICP Boards on 27 September, with the CEO of Sport England and members of GM Moving Partnership Board in attendance.

A progress report will be published, coupled with a high-level partnership action plan for the year ahead as we celebrate the successes to date and to challenge ourselves to go further.

### Appendix 1

Final Draft GM/Sport England MOU (attached).

### Appendix 2

#### Sport England Place Needs Classification

The Place Need Classification identifies a place as somewhere of 'greatest need' based on where the data indicates there's a:

- **sport and physical activity need:** data that describes the physical activity behaviour that we're looking to change. This data speaks most directly to GM Moving in Action mission to increase activity, reduce inactivity and reduce inequalities and a create Active Lives for All.
- **social need:** data that describes places where outcome data is less favourable. On the basis that sport, and physical activity can provide a range of benefits, we believe there's the greatest potential for individuals and communities to benefit from increased activity levels where both outcomes and activity levels are lower.

Sport England are keen that this data is used to guide decision making. More information on PNC data can be found [here](#). Sport England have used PNC data to select the places where their 'Expansion' investment will be allocated in the new 80-100 areas. They are encouraging those expansion places to utilise PNC data to help inform and shape their delivery and investment plans at the local level, and it is their suggestion that GM uses it too. Note that this is not currently mandatory.

## Conclusion

This paper brings together the current context and next steps in three key areas of the GM wide work to support implementation of local whole system strategies. There are many more areas of work across the whole [GM Moving in Action](#) strategy that are not covered here. For more information on the priorities and to stay informed, please [sign up to the GM Moving newsletter here](#). If you have any questions or would like to connect to a particular area of work, please contact [hayley@gmmoving.co.uk](mailto:hayley@gmmoving.co.uk)

## Memorandum of Understanding Greater Manchester Moving: Active Lives for All, 2024-2031

### 1. PARTNERS TO THIS AGREEMENT

- 1.1 This Memorandum of Understanding (**MoU**) is between the [Greater Manchester Combined Authority](#) (referred to as '**GMCA**'), the [Greater Manchester Integrated Care Partnership](#) (referred to as '**NHS GM**'), [Transport for Greater Manchester](#) (referred to as '**TfGM**'), the Greater Manchester voluntary, community, faith and social enterprise (**VCFSE**) sector through [GM VCFSE Leadership Group](#) (referred to as '**GMVCSE**'), Greater Manchester public sector leisure, through [GM Active](#) (referred to as '**GM Active**'), The English Sports Council, [Sport England](#) (referred to as '**Sport England**') and [Greater Manchester Active Partnership](#) (referred to as '**GM Moving**').
- 1.2 Collectively, 'the **Partners**' form the GM Moving Partnership (referred to as 'the **Partnership**') which are represented in the governance structures through the 'GM Moving **Partnership Board**'.

### 2. PURPOSE, APPROACH AND AMBITION OF THIS MEMORANDUM OF UNDERSTANDING

- 2.1 The purpose of this MoU is to **support and guide how the Partners will work together** in a long-term collaborative Partnership.
- 2.2 The MoU **aligns with local, GM and national government strategies** for moving, physical activity and sport, as well as broader, local to national, cross-government strategies to deliver population health and wellbeing. The MoU will span the life of Sport England's [Uniting the Movement strategy 2021-31](#) and GM's '[GM Moving in Action 2021-31](#)' strategy. Recognising that population level change in place requires a clear and sustained focus, commitment and approach over an extended time, to create the conditions for collective understanding, trust and action.
- 2.3 The MoU sets out **our approach**, as the GM Moving Partnership, and as the people and partners who form the wider GM *movement for movement*, to achieving mutual outcomes and our shared mission of Active Lives for All, as set out in '[GM Moving in Action 2021-31](#)', GM's physical activity strategy. To include a shared commitment to take a long-term, preventative, community-led, evidence-based approach to tackling inactivity. And to hold each other to account to facilitate joint working in a whole system, place-based way to tackle inactivity and inequality, creating the conditions for self-supporting systemic change.
- 2.4 **Our ambition is to enable active lives for all in Greater Manchester.** This means taking a combination of targeted, universal, and systemic action to prevent inactivity, close activity inequality gaps between socio-economic and demographic population groups and increase access, participation and positive experiences of moving, physical activity and sport. Helping to create a mature system and the conditions for culture, system and behaviour change. Contributing towards people living better,

longer lives; improved health equity; safer, stronger communities; inclusive economic prosperity; vibrant and resilient places; and greater environmental sustainability.

- 2.5 The MoU seeks to **make our joined-up work for active lives for all even more impactful**. In the knowledge and belief that moving matters to all of us, we need to design moving into everyday life for all, and we all have a role to play to achieve that ambition.

### 3. THE SCOPE OF THIS MEMORANDUM OF UNDERSTANDING

#### 3.1 The intention of the MoU is to:

- a. Set out at a high level how the Partners will work together in collaboration over the next seven years, in line with shared objectives and values.
- b. Provide a framework for the [GM Moving Partnership Board](#) in providing executive leadership and accountability for whole system delivery of the commitments and priorities set out in '[GM Moving in Action 2021-31](#)'.
- c. Reaffirm the Partnership's commitment to focus on dismantling the barriers for the groups in the population who are least active (as informed by evidence and insight, statistics and stories) to provide the biggest gains and best value for public investment and shared resources.
- d. Create direct relationships and clear line of sight between national, regional, local and hyperlocal challenges and provides opportunities to work better with all our partners, communities and residents.
- e. Crystallise the Partnership's commitment to embed GM's socio-ecological approach to behaviour change<sup>i</sup>, and to draw on the evidence, insight and learning around the key enablers<sup>ii</sup> (figure 1 below) for delivering long-term systemic change at pace, depth and scale and playing our full role to help develop as a mature and integrated system.
- f. Provide a solid foundation and transparency of purpose, approach and system to support further growth of a diverse and inclusive 'movement for movement' and to inform individual and joint action plans.
- g. Is not intended to be legally binding except as specifically stated in relevant clauses.
- h. It will be effective from the date of signature from partners until 2031 or the Partners decide to review.

### 4. THE FOUNDATIONS WE ARE BUILDING ON AS A PARTNERSHIP

4.1 The Greater Manchester and Sport England partnership has evolved over the last eight years because of a shared ambition and understanding of collaborative advantage, working on an equal footing. This partnership and our shared mission have been a continued priority in Greater Manchester since 2015. This MoU aims to reflect the increasing breadth and depth of the work and learning since the first MoU was signed between Sport England, GMCA, and GM NHS in 2016.

4.2 The last five years has seen increased alignment, clarity and consistency which includes:

- a. Aligned messages, language and framing to include a widening of the lens from sport to include all forms of movement.

- b. Shared ambitions, priorities and outcomes, to include increasing focus on health equity, ensuring moving, physical activity and sport make their fullest contribution towards population health and wellbeing to include both physical and mental health and growing recognition of the contribution to be made towards planetary health and sustainability.
- c. Joint strategic thinking, sense-making, and decision making.
- d. Welcoming innovation and seeing strength of Greater Manchester as test bed.
- e. Joint investment and pooling, aligning and channelling resources for greatest impact.
- f. Collective learning around measurement, evaluation and learning. Developing shared indicators of change and honest, meaningful and efficient ways of capturing progress. Increasing confidence in how we measure what matters and share what works in a complex system, so evidence can translate into practice and demonstrate value, to include nurturing and capturing system maturity.

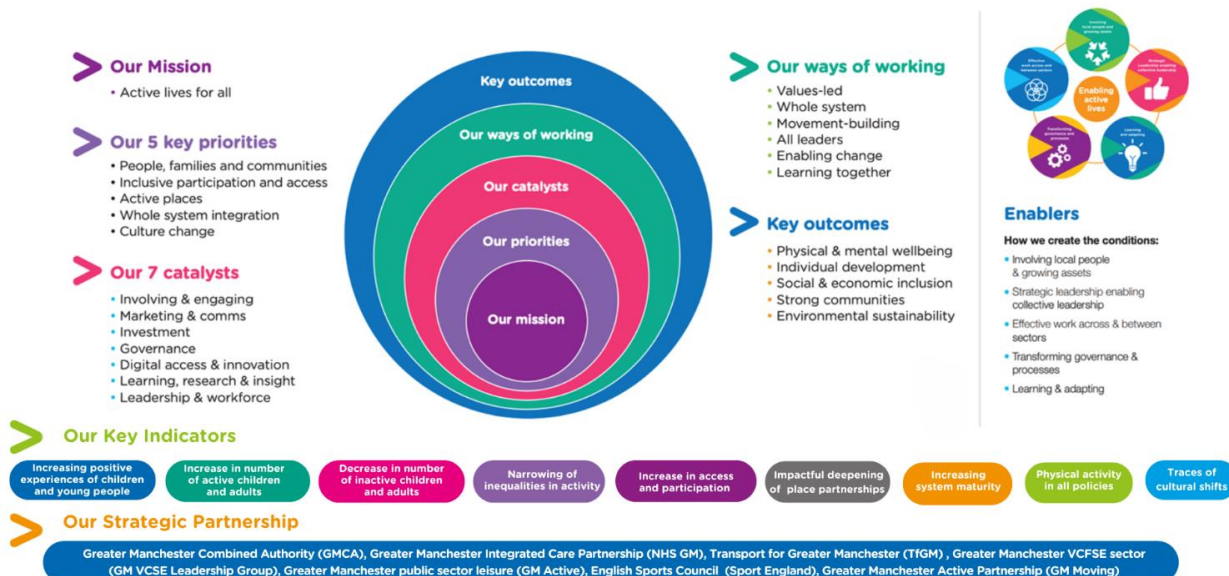
4.3 This is reflected in the shared priorities and approach set out in the [‘GM Moving in Action’ strategy 2021-31](#) which we co-authored as Greater Manchester’s renewed whole system strategy for physical activity and call to action for Active Lives for All. See below.

4.4 The partnership and collaborative spirit we have created has felt powerful, providing the strength and resilience to stay focused, stay together and to keep us moving forward even in times of significant challenge and stress on partners and the system.

## 5. GM MOVING IN ACTION – OUR SHARED FRAMEWORK

5.1 Our shared vision, priorities, ways of working, catalysts and enablers for change are set out in the [‘GM Moving in Action’ strategy 2021-31](#) which the Partnership co-authored, alongside people and partners across the wider movement. As a partnership we take responsibility for providing strategic direction, conditions, check and challenge and accountability for system delivery of this strategy.

## GM Moving In Action Our framework



GM Moving in Action Strategic Framework, Figure 1

5.2 This includes the following agreed ways of working:

- **Values-led:** We'll live our values in practice. To include being present, open and honest to enable high challenge and high support. Actively listening and assuming the best of each other and seeking common ground.
- **Whole system working:** Acknowledging the multiple and complex influencers on people moving. Connecting people and information together across layers, hierarchies, systems, sectors and geographies to accelerate progress within place.
- **Movement-building:** Inviting others to join in and enabling them to play their role as part of a movement for movement. Creating a culture of welcome, inclusion and belonging.
- **All leaders:** Joint commitment to collaboration, co-production and being 'in the work' together. Respect for each other's strengths, perspectives, expertise and competing demands.
- **Enabling change:** Drawing on our collective evidence and insight to inform practice and using ongoing reflection and sense-making to ensure practice informs learning. Being agile, flexible and receptive to the dynamic and emergent nature of the work.
- **Learning together:** Working together on a day-to-day basis as one team. Forging deep relationships that nurture courage to test, to fail and to learn.

## 6. MEASURING PROGRESS - OUR KEY PRIORITIES AND INDICATORS OF CHANGE

6.1 The 'GM Moving in Action' strategy 2021-31 sets out our view of what success will look and feel like in 2031 and our high-level approach to measuring progress against each of our key commitments and priorities. 'We want to know names and numbers, stats and stories'.



**6.2** As a Partnership we will facilitate the production and publication of an annual progress report and action plan. This will focus on our key commitments and indicators of change, as set out below, alongside significant stories of impact and partners' on-going reflections on the changes we see, hear and feel. See appendix for our latest progress report and action plan.

Key Commitment	Key Priorities / Big Issues	Key indicators of change
<b>People, families, communities: Active Lives for all</b>	Active Children and Young People	Sport England Active lives data shows increasing positive experiences of children and young people, decrease in number of inactive children and increase in number of active children.
	Active Adults	Sport England Active lives data shows decrease in number of inactive adults and increase in number of active adults.
	Reducing Inequalities	Sport England Active lives data shows narrowing of socio-economic, demographic and spatial inequality in activity levels.
<b>Inclusive participation and access: Move your way!</b>	Physical activity, sport and leisure	Data and stories show increase in access and participation in physical activity through community and faith networks and spaces, public leisure and grassroots sports and increasing representation of target audiences.  And these networks are deepening their connections in communities and growing breadth and strength of their ties and engagement in the movement.
	Walking, wheeling, cycling and other active modes	Data and stories show increase in access and participation in walking, wheeling and cycling and other active modes (e.g. run, skip and play on the way) in Greater Manchester and increasing representation of target audiences.  And these networks are growing in diversity, scale and strength of engagement to include participation in

		GM Walking festival and GM Walking Voice.
<b>Active places: Wherever you live, work and play</b>	Place partnerships	Impactful deepening of place partnerships in Greater Manchester. To be developed with localities and Sport England to align with model for measuring place-based work. To include indicators to show increasing community-leadership.
	Active environments	Increasing examples of where good active design is embedded into policy, guidance and practice in Greater Manchester.
<b>Whole system integration: Building back fairer through active lives</b>	An increasingly mature, enabling system.	Increasing system maturity across the GM Moving enablers for change.
	Physical activity integrated into health and care	Increasing examples of integration into policy, practice and delivery.
	Physical activity integrated into economic inclusion and wealth creation	
	GM Moving is contributing to environmental sustainability	
Uniting the movement, locally, regionally, nationally and globally	Increasing number and diversity of people and partners actively involved in localities and pan GM. Stronger ties with national partners and growing global community of practice.	
<b>Culture change: Everyday moving</b>	Inclusive language, imagery, stories. Dispelling myths and assumptions that perpetuate inactivity	Traces of change across the system. As captured through GM Moving socials, events, conversations and ongoing reflection and sense-making.

## 7. CATALYSING AND ENABLING CHANGE

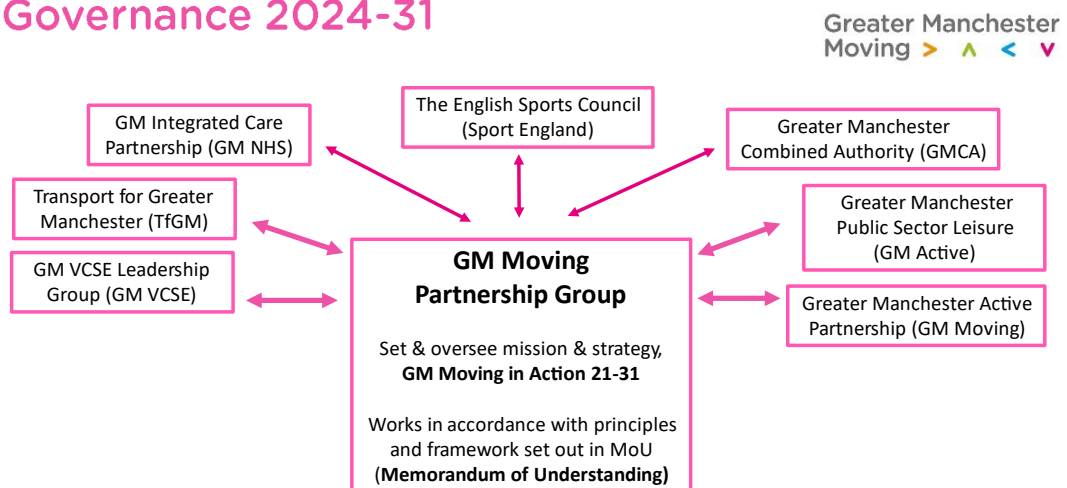
- 7.1 Evidence and learning to date has highlighted the importance of the seven GM Moving catalysts and the five enablers for change (as set out in the GM Moving in Action framework above) as critical to how we create the conditions for change and make progress towards Active Lives for All. The partnership takes responsibility for ensuring these are considered in decision-making and in oversight of investment and delivery of the strategy.
- 7.2 The partnership also commits to investing resource and capacity to ongoing process evaluation to ensure real-time learning and its translation into action and practice. GM Moving in Action will continue to lead the way in understanding what works, and

why in systems approaches to inactivity and inequality and will collaborate and share with others.

## 8. GOVERNANCE, ACCOUNTABILITY AND RESOURCE ALLOCATION

- 8.1 The GM Moving Partnership Board will oversee the shared action plan and ensure annual publication of progress against the agreed outcomes framework to include changes against each of the key indicators of change. This will be in addition to any reporting mechanisms agreed between partners for specific areas of investment though partners will seek to streamline governance and reporting around the shared framework to optimise shared measurement and learning and reduce administrative time and resources.
- 8.2 The Partnership Board will meet four to six times a year to guide progress against key commitments and priorities, assess issues, risks and new opportunities and to strengthen and support partnership working. Additional working groups or advisory groups can be established as and when needed at the discretion of the Board and Exec team.
- 8.3 Membership of the Partnership Board to include a minimum of one and maximum of three representatives from each of the key partners. Guests to be invited to attend to provide advice and insight or to observe as and when agreed. The Board to annually nominate a Chair and Deputy Chair for all meetings. Membership to be reviewed annually. Executive support and secretariat functions to be fulfilled by GM Moving.
- 8.4 In the event of any member or partner having an actual, potential or perceived conflict of interest in relation to their role within the Partnership and matters to be discussed at the Board, they will notify the Chair and the Exec lead. In this event the partners will discuss and agree the necessary actions to ensure a conflict of interests is avoided.

### Governance 2024-31



GM Moving in Action Governance Structure, Figure 2

- 8.5 In keeping with the Partnership's values, the partners all sign up to promote a culture of shared responsibility, accountability, and radical candour to each other, to the

people and partners in the GM Moving movement and to the Greater Manchester population.

- 8.6 The Partnership will oversee the production and publication of an annual GM Moving progress report and annual action plans. To inform and support the annual sense-making and reporting process, partners will help to convene an annual GM Moving round table, to bring Greater Manchester and national strategic leaders together. Partners will also support the hosting of an annual GM Moving conference, as an opportunity for people and partners across the whole movement to come together to celebrate their collective progress, share learning, re-energise and refocus.

Annual calendar	Partnership Board meetings	Wider partnership and movement
Winter	<ul style="list-style-type: none"> <li>Deep dive for Commitment 2: Access &amp; Participation</li> </ul>	
Spring	<ul style="list-style-type: none"> <li>Review co-investment and outcomes framework.</li> <li>Deep dive for Commitment 3: Place</li> </ul>	<ul style="list-style-type: none"> <li>Annual GM Moving Conference</li> <li>Results of stakeholder survey released</li> </ul>
Summer	<ul style="list-style-type: none"> <li>Deep dive for Commitments 4 &amp; 5: System integration &amp; culture change</li> </ul>	
Autumn	<ul style="list-style-type: none"> <li>Review of MoU and Partnership Board.</li> <li>Deep dive for Commitment 1: People, Families &amp; Communities</li> </ul>	<ul style="list-style-type: none"> <li>Publish Annual GM Moving progress report and action plan.</li> <li>Stakeholder survey disseminated.</li> <li>Annual Roundtable with strategic leaders</li> </ul>

## 9. COMMUNICATIONS

- 9.1 All communications will be guided by the partnership's agreed ways of working to include principles of transparency, distributed leadership, shared ownership, and responsibility.
- 9.2 This includes a commitment to ensure that the following GM Moving communications are maintained:
- GM Moving website will be kept updated as a platform for sharing progress, partner stories and data, insight, learning and resources.
  - The annual progress report and annual action plans will be published on the GM Moving website along with details of the governance arrangements and Partnership Board with a link to this MoU and its appendices.
  - A regular GM Moving newsletter with updates to be sent to all subscribers.
  - Regular communications across social media platforms to include GM Moving feeds on X, LinkedIn and YouTube.
  - Annual GM Moving Conference will be held as an open space for all people and partners across the whole movement to gather.

## 10. CONFIDENTIALITY AND DATA

- 10.1 The parties agree and acknowledge that the discussions related to the Partnership and the MoU may include confidential information and are subject to a separate Non-Disclosure Agreement (NDA). Neither party will disclose confidential information without the prior written consent of the other party in accordance with that NDA.

### Data sharing and Freedom of Information

- 10.2 The parties will adhere to protect personal data.
- (i) Where any Personal Data is processed in connection with this MoU, the parties acknowledge that they each act as a Data Controller.
  - (ii) The Parties will comply with all relevant Data Protection Legislation.
  - (iii) 'Data Protection Legislation' means all applicable data protection and privacy legislation in force from time to time in the UK including the General Data Protection Regulation (Regulation 2016/679 of the European Parliament) as transposed into UK national law by operation of section 3 of the European Union (Withdrawal) Act 2018 and as amended by the Data Protection, Privacy and Electronic Communications (Amendments etc.) (EU Exit) Regulations 2019; the Data Protection Act 2018; and the Privacy and Electronic Communications Regulations 2003 (SI 2003 No. 2426) as amended and all other legislation and regulatory requirements in force from time to time which apply to a party relating to the use of Personal Data (including, without limitation, the privacy of electronic communications).
- 10.3 The Partners acknowledge that each is subject to the requirements of the Freedom of Information Act 2000 (FOIA) and the Environmental Information Regulations and shall assist and co-operate with each other to enable compliance with its information disclosure obligations.
- 10.4 Where one partner considers that any information it has provided to the other is exempt from disclosure under the FOIA, it must tell the other partner and refer to the relevant exemption and give reasons why it is so exempt.
- 10.5 Each Partner acknowledges that the other Partner shall be responsible for determining in its absolute discretion whether any of the content of the MoU is exempt from disclosure in accordance with the provisions of the FOIA and/or the Environmental Information Regulations.

## 11. PAYMENT

- 11.1 No payments will be made by any Partner under this agreement. Commitments of investment through the partnership will be governed by separate agreements, albeit with reference to the principles and framework set out in this MoU.

## 12. WIDER OPPORTUNITIES

- 12.1 This MoU does not limit the scope for potential joint work and each Partner will seek to explore any collaborations, locally, nationally, or internationally, which might deliver game changing results.

### 13. REVIEW

- 13.1 The Partnership and MoU will be reviewed annually to ensure it best reflects, represents and serves GM population and is fit for purpose to support delivery of the GM Moving mission and strategic priorities. This MoU will come to an end and will need to be renewed in 2031 alongside the refresh of the 2021-31 GM Moving Strategy, or earlier if required.

### 14. GENERAL

- 14.1 This MoU is written in the spirit of a partnership committed to strengthening, deepening and expanding collaboration and in striving to add value, as more than the sum of our parts.
- 14.2 The Partners agree that they will comply with the relevant rules, regulations, policies and procedures of the other organisations to the extent necessary for the purposes of the implementation of and operation of the MoU.
- 14.3 This MoU will come into force on the date of signature below and will remain in force unless terminated. Any Partner can terminate this MoU on giving at least three months' notice in writing to the others.
- 14.4 The terms of the MoU can be amended by mutual agreement in writing by the Partners.

**Signed on the following date:**

**By:**

Tim Hollingsworth  
**Chief Executive, Sport England  
England**

Lisa Dodd-Mayne  
**Director of Place, Sport**

Andy Burnham  
**Greater Manchester Mayor**

Caroline Simpson  
**CEO, GMCA and TfGM**

Sir Richard Leese  
**Chair, Greater Manchester Integrated Care Board**

Mark Fisher  
**Chief Officer, GM NHS**

Liz Windsor-Welsh  
**Director 10GM and GM VCSE Leadership Group**

Andy King  
**Chair, GM Active**

Richard Nickson  
**Network Director, Active Travel, TfGM**

Hayley Lever

Tom Stannard

CEO GM Moving and Exec lead

Chair, GM Moving Partnership  
Board & CEO Salford Council

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<sup>i</sup> GM Moving, socio-ecological model, <https://www.gmmoving.co.uk/about/how-we-work>

<sup>ii</sup> GM Moving, enablers, <https://www.gmmoving.co.uk/commitments/in-place/place-partners/evaluation>

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## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: The Greater Manchester Good Landlord Charter

Report of: Councillor Gerald Cooney, Portfolio Lead for Housing and Steve Rumbelow,  
Portfolio Lead Chief Executive for Place Based Regeneration & Housing

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### Purpose of Report

This report sets out the detail of the Good Landlord Charter and how it will be delivered by an independent implementation unit.

### Recommendations:

The GMCA is requested to:

1. Comment on and approve the design in the paper of the Good Landlord Charter and the associated activity to implement the charter, including the proposal not to charge a fee to landlords for participation in the charter.
2. Approve the utilisation of £250,000 from retained business rates in 2024/25 to procure an independent implementation unit for the charter, with future years' funding to come through the budget setting process.

### Contact Officers

Steve Fyfe: [steve.fyfe@greatermanchester-ca.gov.uk](mailto:steve.fyfe@greatermanchester-ca.gov.uk),

John Bibby: [john.bibby@greatermanchester-ca.gov.uk](mailto:john.bibby@greatermanchester-ca.gov.uk)

Mary Gogarty: [mary.gogarty@greatermanchester-ca.gov.uk](mailto:mary.gogarty@greatermanchester-ca.gov.uk)

# Equalities Impact, Carbon and Sustainability Assessment:

## Recommendation - Key points for decision-makers

1. Comment on and approve design in the paper the Good Landlord Charter and associated activity to implement the charter, including the proposal not to charge a fee to landlords for participation in the charter
2. Approve the utilisation of £250,000 from retained business rates in 2024/25 to procure an independent implementation unit for the charter, with future years' funding to come through the budget setting process

## Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	A full equalities impact assessment for the Good Landlord Charter was completed to support the public consultation. This demonstrated significant differences in experiences of renting with people and households with certain protected characteristics currently over-represented as renters or having a worse renting experience. The Good Landlord Charter will disproportionately benefit these households. The equalities impact assessment also included the anticipated impact on households at risk of social economic disadvantage, anticipating that these households would be more likely to benefit. This assessment showed, for example, that households at risk of social economic disadvantage were significantly overrepresented in the social renting population and that they were significantly more likely to struggle to pay their rent if private renting.
Health	G	The charter includes several member criteria that will help to ensure that homes are not negatively affecting renters' health. This includes member criteria to ensure that landlords are proactively inspecting homes to ensure that they are decent, that repairs should be carried out by a qualified or competent person, space standards and amenities, as well as a requirement to publish and meet response times. Together these should help ensure homes are decent and that when problems occur, they are effectively addressed. In addition, for households who require specific adaptations, a member criterion has been included to require landlords to make or facilitate adaptations In addition to measures to support physical health, several of the charter characteristics are intended to support better mental health. These include criteria that will help to reduce the stress if renters find it hard to pay their rent, including a requirement for landlords to give tenants a fair amount of time and for social landlords not to use the mandatory rent arrears eviction ground. The charter also includes member criteria to give renters a greater sense of privacy, including that any access should be by agreement except in an emergency, and peace of mind that their landlord is a fit and proper person. Overall, it is anticipated that the approach of the charter will increase renters' confidence in their housing situation, by giving them greater transparency about the commitments that their landlord has made and a route to independently complain if those commitments are not met.
Resilience and Adaptation	G	The Covid-19 pandemic and lockdown demonstrated the importance of people's homes in the event of major disruption. By improving the quality of housing and people's renting experience it is possible that the capacity to withstand or recover from disruption will be increased. Comments about including flood risk in member criteria on advertising / viewing standards and information for renters will be taken forward as the approach to assessment is developed.
Housing	G	People in rented housing, particularly those living in poor conditions, are at greater risk of losing their homes and becoming homeless. By improving the quality of rented housing, the risk to those households will be reduced. The purpose of the Good Landlord Charter is to make it easier for tenants identify properties where the landlord is committed to providing a good quality home and good practice Several member criteria will support maintaining and improving existing homes, including: the requirement to have an effective approach to inspection, the requirement to publish and comply with response times for repairs, and the requirement to bring homes up to EPC C The charter is a voluntary scheme
Economy		
Mobility and Connectivity		
Carbon, Nature and Environment	G	The charter includes a member criterion of bringing homes up to EPC C within reasonable time limits, improving the energy efficiency of existing rented homes and reducing carbon emissions. This should help to accelerate the number of homes in the social sector -- where landlords are under a regulatory requirement to bring homes up to EPC C by 2030 -- and the private rented sector -- where the regulatory requirement to bring homes up to EPC C has been abandoned.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The charter includes a member criterion of bringing homes up to EPC C within reasonable time limits, improving the energy efficiency of existing rented homes and reducing carbon emissions. This should help to accelerate the number of homes in the social sector -- where landlords are under a regulatory requirement to bring homes up to EPC C by 2030 -- and the private rented sector -- where the regulatory requirement to bring homes up to EPC C has been abandoned. To increase the contribution the charter makes to decarbonising the conurbation consideration could be given to how the charter could be used in conjunction with grant funding or finance for retrofit and guidance on retrofit. As the charter develops, further consideration could be given to whether to include additional member criteria associated with decarbonisation.
<b>Overall</b>	<b>G</b>	<b>Positive impacts overall, whether long or short term.</b>
	<b>A</b>	<b>Mix of positive and negative impacts. Trade-offs to consider.</b>
	<b>R</b>	<b>Mostly negative, with at least one positive aspect. Trade-offs to consider.</b>
	<b>RR</b>	<b>Negative impacts overall.</b>

## Carbon Assessment

Overall Score				
Buildings	Result	Justification/Mitigation		
New Build residential	N/A			
Residential building(s) renovation/maintenance		<p>Social rented homes are the most efficient with 69% rated A-C. Only 45% of private rented homes are rated above D. The member criterion on energy efficiency will require homes to meet a C rating. This will not be possible with all homes, for example those that are listed. However, it is anticipated that the overwhelming majority of homes will be brought up to at least a C rating</p> <p>There is no specific member criterion related to heating systems</p> <p>The member criteria will apply to a high level of a landlord's stock and practice and this level of detail is not included</p> <p>The member criteria will apply to a high level of a landlord's stock and practice and this level of detail is not included</p> <p>The intention of the member criterion is that EPC C will be attained for the overwhelming majority of homes operated by members</p> <p>N/A</p> <p>The member criteria will apply to a high level of a landlord's stock and practice and this level of detail is not included</p>		
New build non-residential (including public) buildings	N/A			
<b>Transport</b>				
Active travel and public transport	N/A			
Roads, Parking and Vehicle Access	N/A			
Access to amenities	N/A			
Vehicle procurement	N/A			
<b>Land Use</b>				
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

N/A

## Legal Considerations

N/A

## Financial Consequences – Revenue

See recommendation 2.

## Financial Consequences – Capital

N/A

**Number of attachments to the report: 2**

## **Background Papers**

- Public consultation document - Good Landlord Charter
- Greater Manchester Private Rented Sector Tenant Survey - August 2023

## **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

## **Comments/recommendations from Overview & Scrutiny Committee**

N/A

# 1. Introduction/Background

- 1.1 This report sets out proposals for a new Good Landlord Charter for Greater Manchester and an approach to implementing the charter. Renters across Greater Manchester are facing a period of acute stress; rents in both the private and social sectors have been rising at historically high rates, as part of the broader cost of living crisis, with welfare support – particularly for private tenants – struggling to keep up, leading to deteriorating affordability. At the same time, in some areas, the supply of new homes and new lettings is significantly outstripped by need and demand in both the private and social sectors, while the need for specialist housing, like temporary and asylum accommodation has spiralled.
- 1.2 New attention is being paid to poor conditions and the threat that damp and mould poses to health, particularly the health of young children. All of this is happening at a time of significant period of regulatory change and uncertainty, following the passage of the Social Housing Regulation Act and the commitment of the new government to bring back equivalent legislation on private renting to the Renters (Reform) Bill.
- 1.3 In this highly dynamic context, the objective of the charter is to improve renting, in all forms of rented accommodation, including private and social rented housing and specialist accommodation. Enforcement is the primary and essential way that GM currently works to achieve this objective, by requiring bad housing to be improved and punishing bad landlords. GM will enhance enforcement capacity by developing a new right for a property check for renting residents and new enforcement capability operating across the conurbation as part of a proposed new Housing First Unit. The charter will complement this enforcement work by setting an unashamedly ambitious voluntary standard for landlords and supporting them to meet it, together taking a more systematic approach in line with the Mayor’s manifesto pledge to adopt a more integrated ‘Housing First’ philosophy.
- 1.4 In taking this approach, the charter will follow in the footsteps of the GM Good Employment Charter. This approach – open to all forms of residential landlords and focused on going above legal minimum requirements – will make the charter the first of its kind.
- 1.5 The proposed charter was developed through significant engagement and consultation with stakeholders and the public. Its central features were developed with a coordinating group that met throughout 2023, including social and private tenants, landlords, trade bodies, existing accreditation schemes and industry experts. GMCA officers worked with the group to develop a proposal for the charter for public

consultation, with the consultation taking place at the beginning of 2024. A summary of responses to the public consultation on the charter, and a series of focus groups that ran alongside the consultation, are included as annexes to this report.

- 1.6 The design of the charter and the proposals for implementation that are set out in this report respond to the public consultation, with several significant decisions recommended, namely:
  2. Procuring an independent implementation unit to run the charter;
  3. Exploring with local authorities the possibility of creating an incentive offer to landlords for participation in the charter that is uniform across GM;
  4. Not charging landlords a fee to participate in the Good Landlord Charter, but exploring opportunities to raise revenue with the implementation unit; A
  5. Amending the member criteria, including to add an additional criterion that landlords should have an effective approach to property inspection.

## 6. The GM Good Landlord Charter

- 2.1 The Good Landlord Charter will work to raise renting standards across Greater Manchester by supporting landlords to aim for higher standards than the minimum they are required to meet by law. It will be open to all residential landlords, raising expectations of what renting can be like across GM and helping tenants find a landlord who is committed to setting an example to show that renting can be better.
- 2.2 The charter starts from the principle that a renting experience cannot be considered 'good' unless it is:
- Affordable – a tenant should understand how their rent and other charges are set and should not be overcharged.
  - Inclusive – a tenant should not have a worse renting experience because of who they are.
  - Private and secure – a tenant should be reasonably free to enjoy their home and make it their own.
  - Responsive – a landlord should respond satisfactorily to requests for repairs, correspondence and complaints.
  - Safe and decent – a tenant should be able to live free from physical or psychological discomfort in their home.
  - Supportive – a tenant should have essential information about renting their home and be helped to access extra support if they need it.
  - Well managed – a landlord should be competent or use a competent managing agent.
- 2.3 These characteristics are the vision for how renting in GM should be that the charter will work to achieve.
- 2.4 The charter will deliver on these characteristics in practice by setting specific member criteria for participating landlords to work towards and implement. These member criteria seek to strike a realistic balance with what can be achieved by a voluntary scheme within the current context. They may be subject to change over time, as standards rise, and they may be applied in different ways in different types of rented housing, although differences will be minimized as much as possible.

## 2.5 The founding 21 member criteria are:

- Affordable:
  - Clear and fair rent review or setting process
  - Giving a fair amount of time to tenants who struggle to pay their rent
  - Properties meet EPC C as a minimum, within achievable timescales
  - Not using mandatory rent arrears ground (social landlords only)
- Inclusive
  - Make or facilitate reasonable adaptations to properties, where needed by the tenant, and where applicable join an adaptations register
  - Make a demonstrable commitment to accepting tenants from any background
- Private and secure
  - Tenants are able to make reasonable changes to their home
  - Access to a tenant's home should be by agreement, except in an emergency
- Responsive
  - Published, timely, target response times
  - Clear complaints policy, with an independent stage
- Safe and decent
  - Effective approach to property inspection
  - Fit and proper person check
  - Any work/repairs done by a qualified or competent person
  - Adopt standards on what should happen at the start of a tenancy
  - Space standards and amenities



- Supportive
  - 'Commitment to Refer' tenants at risk of homelessness to council
  - Transparent, easy to understand contracts
  - Adopting advertising / viewing standards
  - Providing / signposting tenants to useful information
- Well managed
  - Landlord must be able to demonstrate accreditation or training, or use an accredited managing agent
  - Clear start and end-of-tenancy process

2.6 There will be two levels of participation in the charter. Landlords who are committed to working towards the member criteria will be able to join as supporters. The charter is intended to be a journey of improvement where landlords are aided to achieve challenging criteria, so all landlords who participate will initially become supporters. Once a landlord has achieved all the member criteria, they will be able to put themselves forward for assessment for full membership status.

2.7 Adhering to legal requirements will be a precondition of any participation in the charter, either at a supporter or member level. Landlords that seriously or persistently fail to meet their legal responsibilities will not be able to start or continue their participation in the charter until they demonstrate legal compliance. Likewise, members of the charter that fail to live by their commitments in practice will risk losing their membership.

2.8 In addition to raising standards of practice, the charter is intended to help tenants find landlords who are committed to those higher standards. As such, landlords who participate in the charter will also be expected to publicise their status and be open to publicity by the charter itself, such as a public list of charter supporters and members.

## **7. Implementing the charter**

- 3.1 Several significant challenges will need to be overcome as the charter is implemented in practice. These challenges include developing a detailed approach to assessing compliance with the membership criteria, dovetailing the charter's approach to complaints with the existing regulatory framework, developing effective approaches to landlord recruitment and support services for participating landlords. Officers are making several significant recommendations related to the approach to implementation to overcome these challenges.
- 3.2 The first of these recommendations is to procure an independent implementation unit externally to continue the charter's development and deliver it in operation, with the unit's work overseen by a programme board chaired by GMCA. This mirrors the approach taken to implementing the Good Employment Charter, reflects feedback to the public consultation that stressed the importance of the charter's independence and will ensure a team with the requisite skills and dedicated capacity. GMCA officers anticipate that the cost of the independent implementation unit will be equivalent to the cost of the Good Employment Charter implementation unit.
- 3.3 The charter will be the first of its kind due to its explicit focus on raising standards above the legal minimum and the fact that it will be open to all forms of residential landlords, big or small, social or private, public, charitable or profit-making. While this innovative approach focusses on delivering for all forms of renters, it adds complexity to determining how the member criteria will be demonstrated and assessed. Systems and evidential requirements that may be reasonable to expect of a large landlord may not be the same as a small one. Likewise, a single failing in a portfolio of a thousand homes may not indicate the same poor practice as the same failing in a portfolio of two homes. An independent implementation unit will be best placed to bring in the external skills to work through this complexity with those landlords who are keen to become the charter's first supporters. While no existing organisation has experience of working across all these forms of landlord, there are providers who have significant experience of acting independently between renters and landlords to drive up standards and provide support.
- 3.4 Officers have held early discussions with the Housing Ombudsman, Regulator of Social Housing and local authority colleagues. However, another key task for the independent implementation unit will be determining with them how the charter will dovetail with the existing regulatory and enforcement framework. All partners are determined to avoid making the system more complex for renters by adding an

additional stage or otherwise delaying complaints from going to the appropriate regulatory body. This will be particularly important if proposals in the Renters (Reform) Bill to require all private landlords to register with an ombudsman are resurrected by the new government. In addition, although landlords joining the charter will be making a commitment to going beyond legal standards, it is possible that the increased awareness of rights amongst renters will grow the number of requests for support from local authority enforcement teams. Any such impact on local authority enforcement teams would be kept under review as the charter is implemented, with consideration given to any additional resource requirements for enforcement arising from the charter.

- 3.5 A further key task of the implementation unit will be recruiting landlords to participate as supporters and members of the charter. The Greater Manchester Housing Providers partnership (GMHP), representing GM's largest social landlords, were key partners in the development of the charter and have committed their support to the charter, meaning that a significant proportion of GM's social landlords will take part. However, it has historically proved difficult to recruit large proportions of private landlords to similar voluntary schemes, making recruitment of private landlords a key challenge for the implementation unit.
- 3.6 GMCA officers are making two significant recommendations related to the landlord recruitment side of implementation, which would both have financial implications for the charter's ongoing operation. These recommendations are not to charge a fee to landlords for participation in the charter, but to explore opportunities for other ways to raise revenue through the implementation unit, and to formally explore possible incentives for participation with local authority colleagues.
- 3.7 Responses to the public consultation were mixed on the question of whether to charge landlords a fee for participation in the charter. Some respondents who opposed charging a fee believed that it would dissuade participation in the charter or were concerned that the fee may be passed on to tenants. Others were in favour of a fee, however, believing that this would ensure that the charter was appropriately resourced and mean that participants properly valued taking part. The recommendation by GMCA officers not to charge a fee for participation largely rests on concern that this would negatively impact participation. This is particularly as several of the member criteria are likely to have associated costs, such as bringing homes up to EPC C rating, taking part in training or being part of an existing accreditation scheme. Additionally, for private landlords, the charter may be rolled out at a similar time as private landlords face other new registration fees, if provisions in

the Renters (Reform) Bill are revisited by the new government, including not only the ombudsman requirement but also a requirement to register on a new 'property portal'. Similar concerns led to the decision not to charge employers a fee to participate in the Good Employment Charter. Notwithstanding the recommendation not to charge a fee for participation in the Good Landlord Charter, the independent implementation unit may be able to seek sources of revenue, for example by charging for services like training.

- 3.8 In light of the challenges of recruiting private landlords to take part in previous schemes to improve renting standards, the public consultation asked respondents' views on potential incentives to take part. The challenge of recruiting landlords is likely to be particularly great at a time when private rents have been rising by record levels and demand for new lettings coming onto the market significantly outstrips the supply of new lettings in some areas.
- 3.9 Consultation responses suggested incentives such as peer networks and support, as well as ways of recognising landlords for good practice, alongside suggestions such as grants and discounts on services. GMCA officers have held preliminary discussions with colleagues working at a GM level to scope potential incentives that could be offered, such as priority access to grants for retrofit. However, the consultation responses also discussed the potential for using variations in property licensing fees (i.e. HMO and / or selective licensing fees), which are charged by local authorities, or streamlined application processes for licensing. This is consistent with other schemes encouraging good practice in the private rented sector, but would need to be supported and implemented by GM's councils. As such, officers will work with local authorities on potential incentives that could be offered uniformly across GM.

## 8. Public consultation and response

- 4.1 This section summarises the main ways that the design of the Good Landlord Charter has been changed in response to feedback from the public consultation, other than the changes described above. The overwhelming response to the consultation was broadly positive about the proposed approach, with particular support for the proposal to focus on supporting landlords to go above minimum standards, for the characteristics and several of the member criteria. However, feedback from the public consultation has also helped refine and improve the final design.
- 4.2 The public consultation ran from 8th January to 26th February 2024. It included 42 questions covering all aspects of the design of the charter. More than 270 formal responses were received. Alongside the written consultation, several focus groups were commissioned to proactively seek the views of people who were likely to have been underrepresented in the written consultation, with 116 people attending these sessions. A full summary of consultation responses and feedback from the focus groups are included as annexes to this report, including both a quantitative and qualitative summary of responses.
- 4.3 The largest part of the consultation focused on the characteristics of good renting and member criteria. While there was overwhelming general support for the characteristics and criteria, a large number of additional points were raised in qualitative feedback, which have been considered by officers and have resulted in changes to the design of the member criteria. These include the addition of a new member criterion, an amendment to two existing member criteria, and considerations for how several member criteria should be assessed as the charter develops. Several other suggestions were made for the amendment of member criteria that officers are not recommending integrating into the charter design.
- 4.4 The member criterion 'effective approach to property inspection' has been added under the safe and decent characteristic in response to several points of feedback. These fall into two broad categories. The first relates to aspects of property condition that are currently covered by legal requirements or will be when the Decent Homes Standard is extended to the private rented sector. These include feedback that:

- a. The security characteristic should include physical security
  - b. The safe and decent characteristic should include property fabric and condition overall
  - c. The safe and decent characteristic should include standards in relation to noise
- 4.5 Each of these points is either covered by a hazard in the Housing Health and Safety Rating System, or by the Decent Homes Standard, or by both. As such, introducing specific new criteria related to them would not be in keeping with the focus of the criteria on going above existing legal requirements. However, there is no existing legal requirement for a landlord to proactively check or inspect properties to ensure that the homes they rent out actually meet the standards and an additional criterion to have an effective approach to inspection will help to ensure that homes meet the standards they are required to by law.
- 4.6 Other comments that support the additional member criterion relate to queries about how safety and decency would be assured as part of the charter, with several respondents proposing independent inspections or submitting documentation, such as gas safety certificates to the charter. GMHP's involvement in the charter will mean that, in prospect, more than 200,000 social rented homes will be covered by the charter, even before other social landlords and private landlords are considered. In practice, it would not be possible for independent inspection of anything but a small minority of such a large housing stock, meaning that landlords' own inspections would be essential for ensuring safety and decency, even if independently inspecting some homes or requiring other evidence forms a part of the charter assurance process.
- 4.7 Changes have been made to two existing member criteria in response to feedback from the public consultation. The first is to clarify that the member criterion to bring homes up to EPC C should be done over a reasonable timescale and would have reasonable exceptions. Until last year the government had intended to increase the minimum energy performance of homes in the private rented sector to EPC C with a deadline of 2028, with reasonable exceptions for homes that cannot practically be brought up to the standard (such as listed buildings) and with a cost cap. There is still a national target of bringing all social rented homes up to EPC C by 2030. The inclusion of 'within achievable timescales' in the new criterion reflects the fact that

bringing homes up to EPC C will take time and that it will not be possible for some homes to reach the standard.

- 4.8 The member criterion relating to who will make repairs has also been updated in response to the consultation. Feedback suggested that the original drafting ‘any work/repairs done by a qualified tradesperson’ was overly onerous and may significantly increase the cost of repairs, particularly minor repairs in the context of a shortage of qualified tradespeople. The updated drafting ‘any work/repairs done by a qualified or competent person’ makes allowances for, e.g. smaller jobs to be completed by a person with the requisite skills but with no formal qualification in a relevant trade, while having the same aim of ensuring repairs are completed by someone who is able to do a good job.
- 4.9 Additional points raised as part of the consultation have not resulted in a change to the member criteria, but will need to be considered as the approach to assessing criteria is developed. There was a significant amount of feedback on the criterion ‘clear and fair rent review or setting process’. These included comments, from both tenants and landlords, that the criterion should include an index-linked limit on rent increases or, alternatively, a proscription on very large rent increases, e.g. of above 30%. Other comments took the opposite view, that the charter should not limit rent increases, and it is clear there will be significant disagreement about how the criterion should be assessed as it is developed. However, the existing criterion gives sufficient room for these views to be taken forward for consideration without amendment.
- 4.10 Other feedback that will be taken forward as the approach to assessment for existing criteria includes feedback on:
- a. Smart meters – concern about refusing the installation of smart meters will be considered as part of the ‘Tenants are able to make reasonable changes to their home’ criterion
  - b. Flood risk – concern about advertising flood risk and supporting tenants to protect against floods will be considered as part of the ‘Adopting advertising / viewing standards’ and ‘Providing / signposting tenants to useful information’
  - c. Pre-action protocol – a desire to see the pre-action protocol for evictions used by social landlords extended to private landlords will be considered under the ‘Giving a fair amount of time to tenants who struggle to pay their rent’ criterion
  - d. Broadband connectivity – concern about connection to broadband will be considered under the ‘Adopting advertising / viewing standards’ and ‘Space standards and amenities’ criteria

- e. DBS checks – consideration of making links between landlords and supporting those fleeing domestic abuse will be considered as part of the ‘Fit and proper person check’ criterion

- 4.11 The public consultation delivered a large amount of additional rich evidence and opinions on how the member criteria should be assessed and all these responses will be considered as assessment is developed.
- 4.12 A number of other responses to the consultation suggested changes that are not planned to be part of the member criteria or how they are assessed at this time. Included in these were suggestions to introduce elements of the Renters (Reform) Bill – such as repealing Section 21, proscribing blanket bans on pets and proscribing discrimination against tenants on benefits – through the member criteria prior to their legal introduction. *The Renters (Reform) Bill fell following the dissolution of parliament for the 2024 General Election, after the consultation closed, although the new government has committed to repealing Section 21. Given the commitment to repeal Section 21 as a matter of urgency, officers recommend not including it in the charter at this time.* reform. In addition, asks for member criteria on tackling anti-social behaviour (ASB) and providing data on rents are not recommended at this time. The charter is initially expected to cover a minority of the private rented market, meaning data on rents are unlikely to be representative and may be misleading. While ASB can pose a very serious risk to the mental health of those subject to it, the charter is more likely to make a positive impact by supporting participating landlords to manage ASB than setting a prescriptive approach.
- 4.13 Feedback was sought in the public consultation about whether the charter should take a different approach to applying the member criteria for landlords of different sizes. The majority of respondents somewhat disagreed with this approach, although sizeable minorities thought strongly that size should be taken into account. This appears to demonstrate clear commitment to the principle that the renter experience is what matters, rather than the nature of the landlord. However, the approach to landlords of different sizes is likely to be continuously considered by the implementation unit as it develops the approach to assessing compliance with the member criteria.
- 4.14 The other major areas of feedback in the consultation were the approach to specialist housing, the role of letting / managing agents and the approach to governance. A significant majority of respondents strongly agreed with the proposed approach to specialist housing, which GMCA will now seek to implement. A significant majority also agreed with the proposed approach to agents’ role, which was one of charter



champion rather than admitting agents as members themselves (except insofar that they also act as a landlord).

4.15 GMCA proposed establishing governance structures for the Good Landlord Charter that mirror the Good Employment Charter's, including a programme board to oversee the charter as a whole and a technical review panel to take the final decision on membership. The majority of respondents to the consultation agreed with the approach, and qualitative feedback included comments on representation and balance on the programme board. This included recommendations for a tenant majority on the board and the presence of independent members. GMCA will work with the members of the coordinating group that met to develop the charter proposal to establish a board with an appropriate balance of tenant, landlord, agent and other members.

## 9. Recommendations and next steps

5.1 The GMCA is requested to:

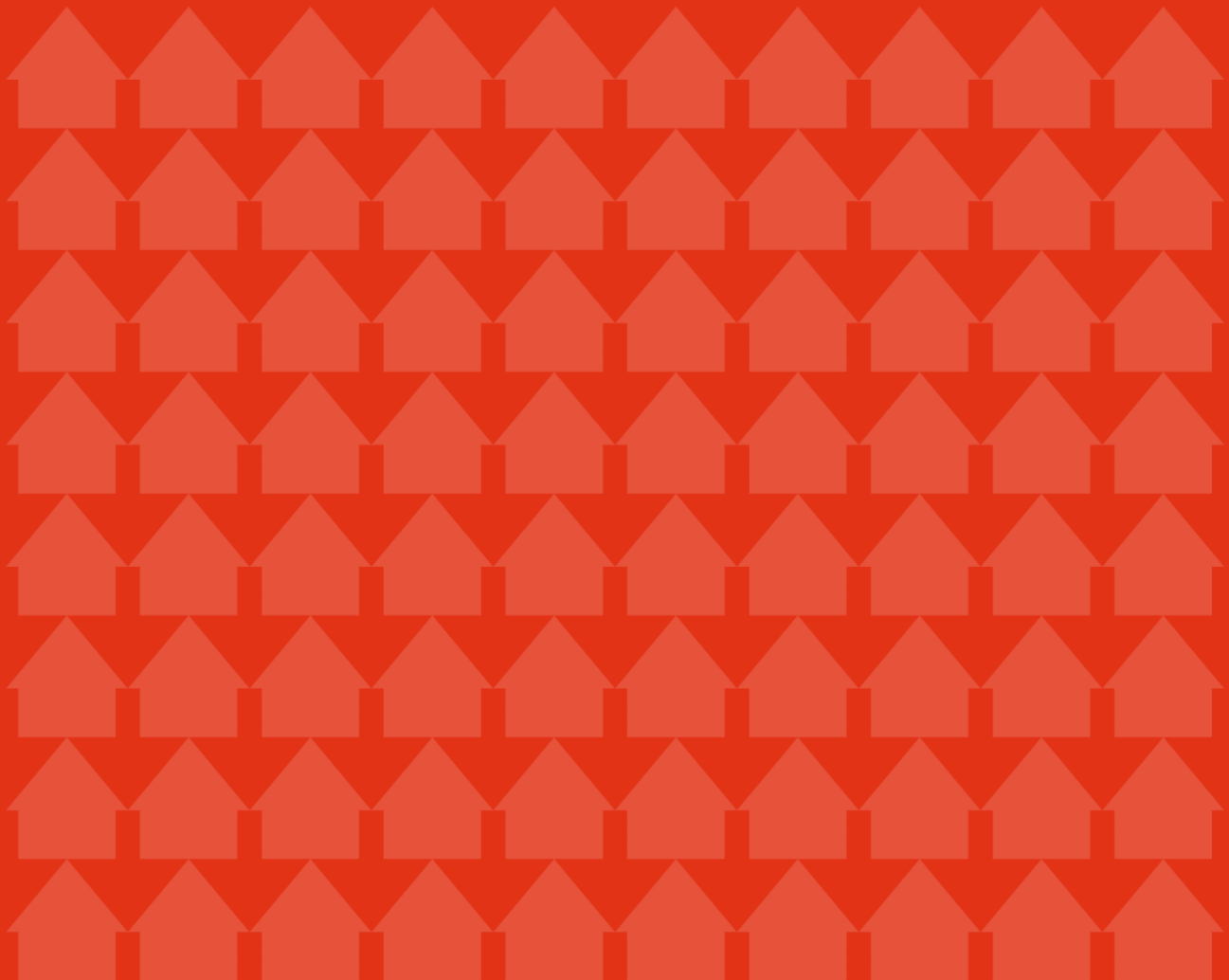
- Comment on and approve the design in the paper for the Good Landlord Charter and the associated activity to implement the charter, including the proposal not to charge a fee to landlords for participation in the charter.
- Approve the utilisation of £250,000 from retained business rates in 2024/25 to procure an independent implementation unit for the charter, with future years' funding to come through the budget setting process.

5.2 Subject to the recommendations in this report being accepted, the proposed next steps include the following:

- a. Beginning a procurement process for an external implementation unit to continue the development of the charter and implement it. Officers would seek to procure an external partner on a three-year contract, with an equivalent value to the Good Employment Charter implementation unit. This would give sufficient time to fully develop and implement the charter with a period of operation. Due to the size of the contract this would need to be a full public procurement process, meaning that it would take approximately two to three months to appoint a provider.
- b. Officers will submit a further report to the GMCA in due course setting out the approach to operationalising the Charter for approval before implementation.
- c. Open expressions of interest for landlord participants in the charter. The charter implementation unit would work with the group of landlords to develop the approach to member criteria assessment, support, etc.
- d. Opening conversations with GM local authorities about possible incentives for landlords to participate in the charter and the development of a uniform offer across the conurbation.

# Good Landlord Charter Consultation Analysis

April 2024



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# Executive Summary

The Greater Manchester Combined Authority (GMCA) consulted on the proposed Good Landlord Charter (GLC) between January and February 2024. The consultation was launched with a press conference and press release. This can be found here - [Mayor of Greater Manchester launches consultation on groundbreaking Good Landlord Charter - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](#). The consultation was hosted on [www.gmconsult.org](#)

During the consultation period, there were 1,976 individual users on the portal, looking at the Good Landlord Charter consultation. This included 5,894 views of the survey from across those users. 275 individuals and organisations responded to the consultation with the majority of responses from private landlords and tenants. Alongside the formal written consultation the GMCA commissioned a series of focus groups with private and social rented sector tenants, private landlords and agents to gather views from those who were identified as being less likely to respond to a written consultation. The findings of these focus groups can be found in the GLC focus group report.

The consultation asked views about the seven characteristics and associated criteria proposed in the GLC, the applicability of the GLC to different types of rented housing, the role of agents in the GLC, how to persuade landlords to join the GLC and the operation of the GLC.

This report sets out the findings from the written consultation. Throughout all responses there was a general concern around the cost and bureaucracy implications of the proposed GLC. It was important for respondents that additional costs were not passed to tenants and some landlords raised a concern about landlords exiting the market. There was also a positive response that the proposals in the GLC would help push up existing standards and highlight those landlords who already provide an excellent service. Responses acknowledged the diversity in the sector and the need for there to be something to meet the needs of landlords with one or a small number of properties and large scale landlords with thousands of properties.

Generally, respondents welcomed the GLC going beyond legal minimum standards and the proposed characteristics and associated criteria. There was general support for the idea of a property check but how that would be carried out had mixed views. Similarly, there was an agreement that minimum legal standards needed to be met, however there was a call for the system not to be too burdensome.

### **Proposed characteristics**

Respondents generally agreed with all the proposed characteristics and associated criteria. Landlords and tenants both provided examples of where the characteristics had either been met or where they would be useful.

There were mixed views on the **affordable characteristic** around rent setting with tenants and some landlords agreeing rent setting would be useful. However, some private landlords were clear they felt it was the role of the market to set rents. Many landlords raised concern around meeting EPC C for properties citing the housing stock in Greater Manchester and that it would not be possible to meet EPC C in their view.

The **inclusive characteristic** concerns adaptations and ensuring landlords accept people from all backgrounds. Respondents sought clarification around funding options to adapt homes and cited the differences in social and private rented housing in terms of adaptation responsibilities. A small minority of respondents suggested it was not the landlord's responsibility to adapt a home. In terms of inclusiveness suggestions were provided in terms of how this could work in practice through training and translations for example. There were many comments concerning income discrimination and ensuring those in receipt of welfare benefits were not discriminated against in accessing rented housing.

The **private and secure** proposed characteristic is in relation to making reasonable changes to the property and agreeing access arrangements. There were very few comments in disagreement about the need for tenants to have a private and secure home. One comment from an interested resident said the criteria are too vague to be

enforced, with a comment from another noting that there is limited enforcement for landlords who breach access legal requirements. Some responses suggested other aspects of privacy and security that should be included in the Charter, including banned section 21 notices and guidance on physical security and anti-social behaviour.

In general, respondents were in favour of the **responsive** characteristic however many expressed the need to know more about the definition of responsive and how it could be monitored. There was agreement that good communication from both the landlord and the tenant are beneficial. Private landlords also expressed the need for consideration of time-hindering factors for repairs. Respondents were overall in support of a clear complaints policy with an independent review and gave their own accounts of issues they have faced with current complaints procedures. Many respondents noted the challenge of developing a complaints procedure amongst existing and new procedures - such as complaining to an estate agent or the private renter's ombudsman as part of the Renters (Reform) Bill.

The responses to **safe and decent** characteristic were mostly positive. Most responses to the Fit and Proper Person Check were supportive with suggestions on how to ensure this. Generally, respondents supported the any work/repairs done by a qualified or competent tradesperson criteria but thought that smaller repairs could be undertaken by landlords. The standards on what should happen at the start of a tenancy criteria received support from respondents, with suggestions that contracts should be vetted by external parties. There were also references to floor coverings and supply of white goods. Some additional criteria were suggested relating to the fabric of the property, lead exposure and flooding and potential for landlords to have DBS checks.

Responses to the **supportive** characteristic were mostly positive. However, there was caution as to how much landlords should be involved in supporting their tenants mental (and sometimes, physical) health needs, with reference to blurred lines between what is the responsibility of a landlord, and what is the responsibility of the state. The commitment to refer tenants at risk of homelessness to the council criterion received mixed responses of support and opposition. The transparent, easy

to understand contracts criterion received overwhelming support, with suggestions of other ways contracts could be made easier to understand. The adopting advertising/viewing standards criterion was generally met with support from respondents, and the providing/ signposting tenants to useful information criterion responses were also positive.

Respondents to the **well managed** characteristic were generally supportive, particularly a clear start and end of tenancy process with specific comments raised regarding the importance of proper handling of deposits and inventory. There were some critical comments regarding landlords, or a party acting on their behalf, attaining accreditation, the challenges this may create as well as preferences as to how this might be carried out. The potential costs of accreditations or training was raised as well as the type of knowledge that would need to be demonstrated and how the training would be delivered.

Alongside comments on the proposed characteristics there were some suggestions of additional characteristics to be included. These covered, standards in relation to noise, sections covering purpose built student accommodation (PBSA), how tenants can raise a dispute and an ask that landlords supply data concerning the rents that they are charging.

### **Applicability to different landlords**

The consultation asked a number of questions around how the GLC could apply to different types of landlords (social and private rented), specialist housing and lettings and managing agents.

The difference between social and private landlords was recognised by respondents who agreed that the GLC need to recognise the differences. However, respondents focussed more on the difference in size of landlord distinguishing between a small scale private landlord and a large housing association or a large commercial private landlord backed by a pension fund. Respondents were also clear that no matter the type or size of landlords, tenants should receive a similar experience no matter who their landlord is.



The comments in relation to the approach to specialist housing agreed that it is a complex area that GMCA needed to work through. Some specific specialist housing was mentioned – supported housing, housing for asylum seekers, care homes and PBSA. Similarly, to the type of landlord question the tenant outcome was seen as the most important factor. There was an ask that GMCA consider how the GLC operates with existing regulators such as the CQC. There was a specific reference to the GLC considering exempt and excluded accommodation under Housing Benefit regulations. Respondents also asked that those with lived experience of specialist housing were included in developing this area.

### **Membership fee**

There was very little consistency on views of whether or not a fee should be charged for membership of the GLC. The majority of respondents stated that they did not know whether a fee should be charged. Those who agreed a fee should be charged suggested that charging a fee showed that members were committed to the GLC. Those in favour also suggested that a fee would help fund the GLC operation. Those who were against a fee stated that both private and social landlords are facing costs pressures and the fee would be an additional pressure which they would struggle with. Some against a fee were concerned that the cost of the fee would just be passed onto tenants who are already facing high costs in the private rented sector. Respondents who were not sure whether a fee should be charged suggested that if there was a fee it could be on a sliding scale. While others questioned the relationship between a GLC fee and other fees such as selective licensing charges.

### **Persuading landlords to join the charter**

All respondents were clear that in order for the GLC to be effective there needed to be incentives for landlords to join. Respondents were in favour of a logo or a website. They agreed that advertising membership of the GLC would provide a recognisable brand which would show the standards the landlord was meeting. Respondents also agreed that an advantage of joining the GLC would be reduced tenant turnover and voids. There was a note of caution from some respondents suggesting the impact would only be seen if enough landlords joined the GLC.

Respondents also provided suggestions of other incentives for landlords to join the GLC. Financial incentives suggested were reduced fees for existing local authority schemes such as HMOs and selective licensing, discounts on training, potential local and national tax incentives, access to grants for energy efficiency measures and reduced insurance. Respondents also suggested that members of the GLC could be passported to local authority leasing schemes. Management incentives put forward included support for landlords when dealing with anti-social behaviour and wider peer support through online forums or networks. Other incentives proposed were the opportunity for landlords to be recognised for being good landlords and the proposal of 'Property of the Month' was put forward.

### **Approach to letting and managing agents**

Respondents were keen that letting and managing agents were part of the GLC. Generally, they did not draw a distinction between the supporter and member of the charter proposals. Rather it was felt by many respondents that agents were a key part of the rental experience with a number of negative experiences of agents provided. There were questions around the enforcement of the GLC if an agent took on the landlord's responsibility. A few organisations who represent agents responded who were keen for the GLC to support good practice which they cited and saw agents as champions of the GLC who could encourage the landlords they work with to sign up.

### **Operation of the Good Landlord Charter**

Views on the operation of the GLC mainly focused around preferred board members on the charter. There were numerous comments about funding/cost and enforcement of the GLC. Overall respondents were clear that however the GLC operates it must not be too bureaucratic and should make a difference to tenants. The proposed board members included tenants from mainstream and specialist housing, agents, disabled people, students, the Universities and landlords. It was also proposed that there should be independent board members as they would be less likely to lose sight of the bigger picture.

Throughout the consultation comments were made in regards to definitions within the proposals and questions around how the GLC would be enforced and monitored.

Respondents were keen to understand how tenants would be able to report landlords who did not comply and what the sanctions for non-compliance would be.

### **Next steps**

The results of the consultation along with other consultation activity including focus groups undertaken in 2024 will be support the development of the GLC over the next year. Additionally wider findings in terms of views on renting in Greater Manchester from this consultation will be used in the development of the GMCAs work in regards to housing.

# Overview of respondents

275 individuals or organisations responded to the consultation with over half of the responses being tenants of a private landlord.

## Respondent Type

Group	Number of responses
Tenant of a private landlord	156
Tenant of a housing association or council	27
Private landlord	32
Social landlord	5
Organisation working with tenants, landlords or agents	18
Letting agent	1
Public sector	5
Interested resident	14
Other	17
<b>Total</b>	<b>275</b>

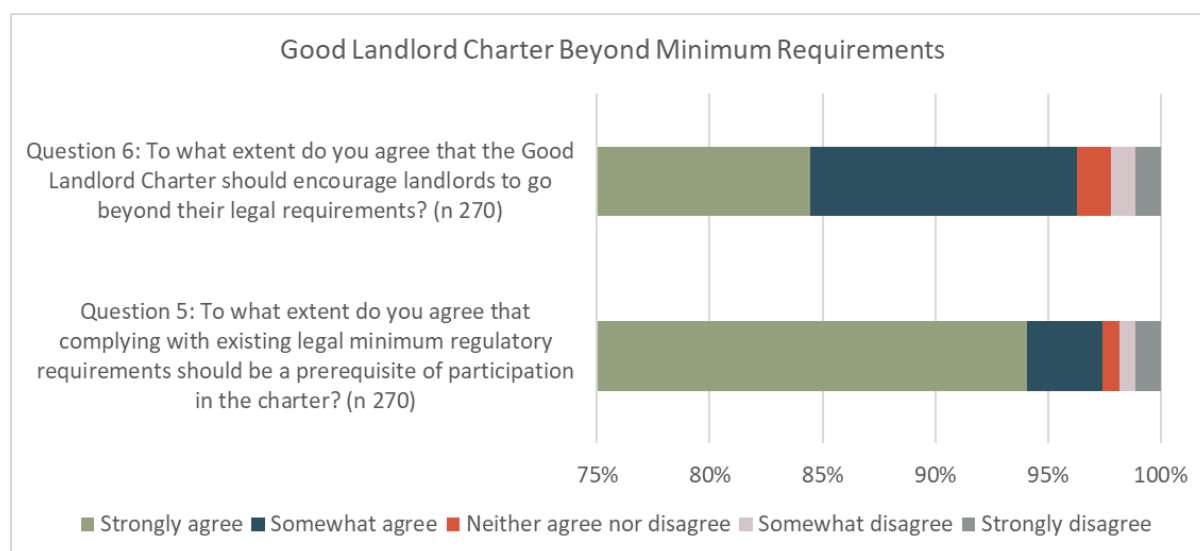
## Respondents' location

183 tenants responded to the consultation and there were three responses from tenants who are not a tenant in Greater Manchester. Of the 180 tenants who are a tenant in Greater Manchester, the majority were from Manchester with 117 responses followed by 18 responses from Salford tenants.

Eighteen organisations working with tenants, landlords or agents responded to the consultation, with 13 of them operating across all of Greater Manchester. 32 private landlords responded to the consultation, with the most common local authority of operation being Manchester, with 13 landlords. Five social landlords responded to the consultation, with 2 operating in each of Manchester, Oldham, Rochdale and Salford.

# Above legal minimum standards

This section explores the responses in relation to the whether the GLC should go above legal minimum requirements. Most respondents agreed that the GLC should go beyond legal minimum standards. Of the private rented sector tenants responding to this question, none selected 'somewhat disagree' or 'strongly disagree'. Nearly all the social rented tenants responding to this question selected 'strongly agree'.



94 respondents provided further comments how compliance with existing legal minimums should be assured (e.g. property checks, submitting certificates). Respondents suggested a combination of self-assessment, provision of evidence and property checks. Respondents also raised concerns that any checks should not be difficult or onerous and warned against additional costs being passed onto tenants. There were proposals by some that any checks should be undertaken by an independent or third party. Some respondents questioned how compliance would sit beside the proposals in the Renters Reform Bill and for social housing the requirements from the Regulator of Social Housing (RSH).

## Understanding legal minimum standards and existing regulatory requirements

Some respondents mentioned that good landlords would not struggle to demonstrate adherence to the minimum legal standard however new assurance needs to be proportionate and not onerous. It was important to some that there should be an

element of rewarding those who try to do the right thing. Collaboration in the form of peer-to-peer landlord reviews as well as between local authorities, was suggested as a way to encourage improvement, share information and share best practices.

Comments were made regarding existing regulation or schemes and upcoming legislation, and it was suggested that these be considered when checking compliance with existing legal minimums for the Good Landlord Charter. Specifically, references were made to the Renter Reform Bill and the Regulator of Social Housing.

There were many responses regarding the portal introduced by the Renters Reform Bill which requires landlords to register themselves and their properties. The respondents suggested that this should be the method to check compliance rather than a separate Good Landlord Charter or Local Authority portal, as *'requiring landlords to submit documents twice ...would be a duplication of effort with no benefit.'* (Organisation working with tenants, landlords or agents).

Some comments suggested that being part of the Property Redress Scheme ensures ongoing compliance and exceeds the standards of licensing programs. One organisation believed that membership of an existing accreditation scheme should qualify as evidence of minimum legal compliance. *'Where landlords are using an accredited agent, this should qualify as evidence of minimum legal compliance.'*

### **Property checks**

There was a lot of support across the respondents for property checks, although they gave differing opinions in type and frequency of checks. Some respondents suggested regular or periodic checks whereas others indicated that they would find spot checks/random checks more effective. Many expressed that the checks should be carried out by an independent/third party which one private rental sector tenant said would be *'to verify the actual state of a property instead of box ticking'*.

A private landlord commented that a check *'should resemble in some ways the property checks a conveyancer carries out on behalf of a potential buyer,'* and *'inform both prospective landlords and tenants what the legal requirements are'*

whilst another private landlord expressed that they should be executed in a similar way to the 'Care Quality Commission or Ofsted'.

Some concern arose regarding the cost of these checks and who would ultimately pay for them with one private landlord stating they *'already pay for this through an HMO licence so wouldn't want to have to duplicate payment.'* A further concern was raised in relation to the capacity of local authority enforcement teams to carry out the checks.

A few comments were made about a property register. One comment proposed that a register should be used to check a property and any history of works that have been carried out whereas another comment said any need to register properties with the Good Landlord Charter should be done through an efficient system that reduces the administrative burden for large-scale landlords.

### **Tenant verification, surveys, or references**

There were many comments that supported a survey, questionnaire, or reference to ascertain feedback. Explicit suggestions were tenant references, tenant satisfaction surveys, tenant surveys against the charter criteria, feedback on landlord, feedback on property condition. There were also suggestions regarding who would carry out the feedback, including current tenants, previous tenants, landlords and letting agents. Respondents commented on the content of the feedback and what information it should extract.

Some respondents mentioned the need for surveys to be carried out against evidence such as property checks, virtual evidence and proof that tenants live in the property. Many felt any checks should be by an independent or external party. One respondent expressed that measures would need to be taken to ensure the feedback process is impartial, transparent, and reliable and another emphasising that the process should not be one sided or geared in the favour of one party.

### **Certifications and documentation**

Respondents expressed support for landlords to submit required or relevant documentation and certifications. One respondent commented that the evidence needs to be hard to fake and another commented that the parameters for what type

of evidence needs submitting should be clearly defined. Some respondents used 'documentation/certificates/report' as a general term, which they were in favour of, whereas others made specific suggestions of what should be submitted. These included: proof of deposits with relevant tenancy deposit schemes; housing standards certificates; gas safety and electrical safety certificates; EPC/energy efficiency certificates (with explanations as to why some properties will not meet grade C); accreditation from a hygiene/safety standards program; inspection reports, evidence of carbon monoxide detector and legal records if appropriate.

*'At a minimum, landlords should have to submit certification proving compliance with existing legal minimums and evidence of accreditation. As this is evidence that they should already have, this is a low-cost, low-effort barrier to entry.'* (Organisation working with tenants, landlords or agents).

There were comments regarding how the evidence would be submitted with suggestions including an IT based system, an online portal, an online CRM tool. It was important that these systems were easy to use and did not create additional costs.

### **Process for reporting landlords**

A common theme was the need for a process for reporting issues such as reporting non-compliant landlords, those who fail to maintain legal minimums and tenants being able to highlight general issues. One respondent suggested an 'audit trail' type of system.

A suggestion from an organisation working with tenants, landlords or agents suggested *'some kind of measure to incentivise tenants to report landlords who fail to comply with existing legal minimums could also be effective if advertised properly. This could be a relatively low-cost way to turn residents into an army of enforcers.'*

### **Self-assessment**

A few responses submitted by private landlords supported the use of self-certification, self-compliance' or self-assessment processes, in tandem with other assurance measures with one social landlord suggesting including the provision of assurance that legal minimum requirements have been met and, where there are



exceptions, plans are put in place to bring the landlord back into compliance within clear timeframes.

However, other respondents were critical to this method, with one stating that they *'argue against a form of 'self-compliance' and landlords self-regulating themselves to meeting the standard. There needs to be a form of independent regulation, but also reflecting the resource pressures facing local authorities, building control teams and health and safety teams.'*

*'To prevent potential gaming that arises from self-reporting, random property checks could be conducted where practicable for additional accountability, though this needs to be aligned to the powers already being private rented sector and should be aligned to the social housing regime where that is possible to do.'* (Social landlord)

# The characteristics of good renting

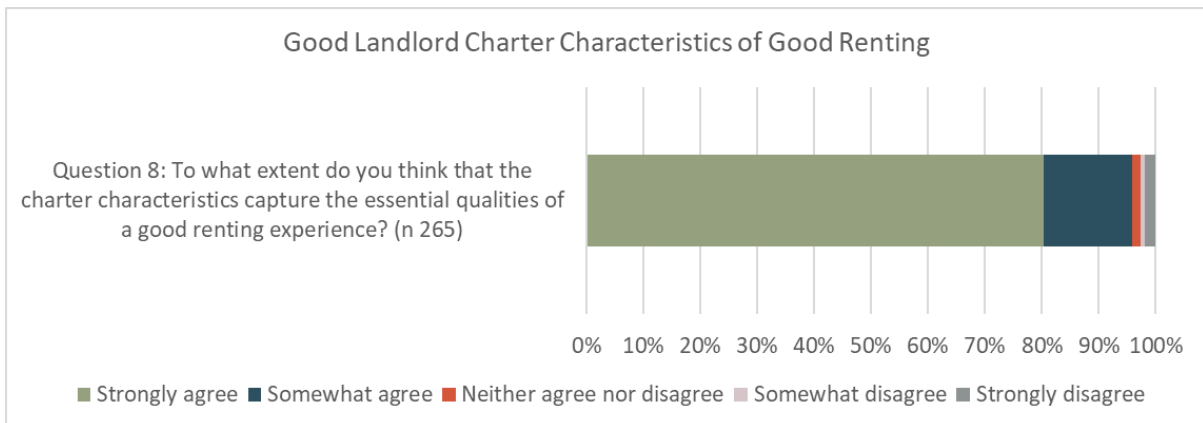
Seven characteristics with associated criteria were proposed which describe the qualities of a good renting experience.

- Affordable
  - Clear and fair rent review or setting process
  - Giving a fair amount of time to tenants who struggle to pay their rent
  - Properties meet EPC C as a minimum, within achievable timescales
  - Not using mandatory rent arrears ground (social landlords only)
- Inclusive
  - Make or facilitate reasonable adaptations to properties, where needed by the tenant, and where applicable join an adaptations register
  - Make a demonstrable commitment to accepting tenants from any background
- Private and secure
  - Tenants are able to make reasonable changes to their home
  - Access to a tenant's home should be by agreement, except in an emergency
- Responsive
  - Published, timely, target response times
  - Clear complaints policy, with an independent stage
- Safe and decent
  - Effective approach to property inspection
  - Fit and proper person check
  - Any work/repairs done by a qualified or competent person
  - Adopt standards on what should happen at the start of a tenancy
  - Space standards and amenities
- Supportive
  - 'Commitment to Refer' tenants at risk of homelessness to council
  - Transparent, easy to understand contracts
  - Adopting advertising / viewing standards

- Providing / signposting tenants to useful information
- Well managed
  - Landlord must be able to demonstrate accreditation or training, or use an accredited managing agent
  - Clear start and end-of-tenancy process

Most of the responses showed support for the charter characteristics, with 213 selecting 'strongly agree' and 41 selecting 'somewhat agree'. Only seven responses selected 'somewhat disagree' and 'strongly disagree'.

None of the private rented sector and social rented sector tenants responding to this question selected 'somewhat disagree' or 'strongly disagree'.

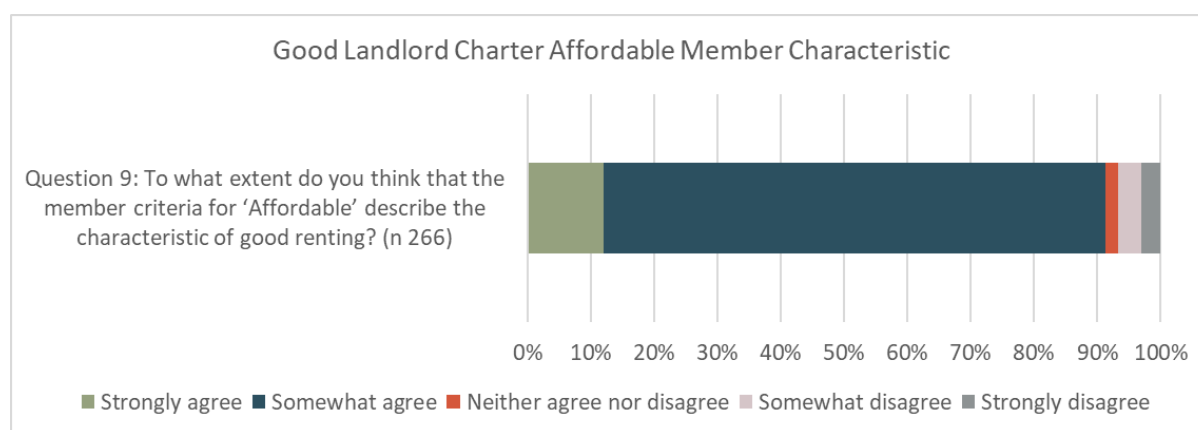


The following sections explore the feedback received on each member criteria.

# Member criteria: Affordable

This section explores the responses in relation to the member criteria Affordable.

The *Affordable* characteristic's member criteria received the lowest number of responses selecting 'strongly agree' with 32, but received the highest number of responses selecting 'somewhat agree' with 211. Of the private rented sector tenants responding to this question, only three selected 'somewhat disagree' or 'strongly disagree'.



77 respondents provided further comments on the affordable characteristic and associated criteria. Generally, respondents were positive about the member characteristic Affordable and associated criteria. Most comments were in relation to rent setting and EPC C. Very few commented on the criteria in relation to rent struggles or rent arrears.

The majority of respondents were positive about a form of setting or limiting rents, proposing various options on setting rents such as using local incomes. However, several private landlords commented that rents are market led and should not be limited by a formula. They were also concerned that the 'bad' landlords would not sign up to the charter and that they are ones who are often setting unfair rents. Examples of experiences of unfair rent increases and the consequences of them were provided in some responses.

The main comments in relation to rent struggles were examples of landlords providing good practice in supporting tenants.

In relation to EPC C, support for the criterion was mixed. Landlords and tenants raised a concern that not all properties may be able to meet EPC C.

### **Rent setting: A clear and fair rent review or setting process**

Respondents to this criterion were generally supportive of a clearer and more open rent review and setting policy. A few respondents did note that the term affordable is subjective and would need to be carefully defined. Some private landlords commented that they already ensure that the rents that they set are affordable and do not increase rents significantly.

Respondents who agreed that there should be a rent setting process proposed various options to set rents. One landlord respondent suggested that rent should not cost more than the mortgage would cost on the property. Rent increase related to CPI was proposed by another respondent. Other examples included looking at options such as local wages in relation to rents and considering the local area, this was also suggested by private tenants.

*“Within reason (e.g. a bus driver should be able to afford to rent a 3 bedroom house if they have a family but not necessarily a mansion), I think rents, and particularly rent price rises should adopt some if not all of the facets of the pension “triple lock” system, to deter unnecessary or unfair hikes.”* (Private Rented Sector Landlord)

*“... no reasonable landlord would find disagreeable would provide peace of mind to tenants who rent from a participating landlord that they won’t be hit with a (for example) 30% rent increase that upends their life.”* (Private tenant)

Some private tenants responding called for a rent cap or rent control. There was also a response asking to limit rent bidding for homes, citing examples of how this increases rents. One respondent cited the rent control experiences in Scotland as an example of where rent controls or caps have not worked in their view. Responses also included personal experiences of rent increases and the impact this has had on individuals including leaving existing communities and risks of homelessness.

The private landlords who disagreed with the affordable member criteria argued that the market was enough to set rents and that this is an area which the GLC should not intervene in. They however did recognise that rents need to be fair and felt that

the market did this. One private landlord respondent noted that the GLC fee would lead them to increase rents for their tenants by passing on the cost.

The organisations representing landlords and tenants all agreed the need for fairness in rent and generally highlighted similar challenges in this criterion. A number noted that the Renters (Reform) Bill will cover similar areas and there is a need not to create extra burden.

### **Rent struggles: Giving a fair amount of time to tenants who struggle to pay their rent**

There were few comments in relation to this criterion, the main comments focussed on existing good practice around supporting tenants in their homes. Examples of how tenancies had been supported to be maintained through the Covid-19 pandemic were cited.

It was noted by the PayProp that fair amount of time needs to be considered in relation to pressures on a landlord. For example, those who are leveraged and have agreements with their lenders.

### **EPC C: Properties meet EPC C as a minimum**

Private landlords were concerned that not all stock was possible to meet EPC C due to EPC methodology and the age and type of housing stock in Greater Manchester. Respondents suggested that there should be an assessment of the ability of the home to meet EPC and landlords should show that they are meeting the need as far as practicably possible. One respondent suggested that this requirement should only be for those landlords who do not include bills as part of the rent that they charge.

The Royal Institute of Chartered Surveyors (RICS) commented on the potential costs of meeting EPC C and the impact this may have on tenants' rents:

*“Many landlords have previously told RICS about the challenges of meeting EPC C under previously proposed timeframes by UK Government. This was due to inflationary pressures pushing the cost of energy-efficiency improve works higher. For many landlords, meeting current MEES EPC E requirements cost several hundred pounds to comply with, whereas EPC C is likely to be several thousand due*

*to the nature of the works required. If a landlord, without fiscal support, were to undertake improvements, the cost of meeting EPC C risks being reflected in higher rents.” (RICS GLC 2024 consultation response)*

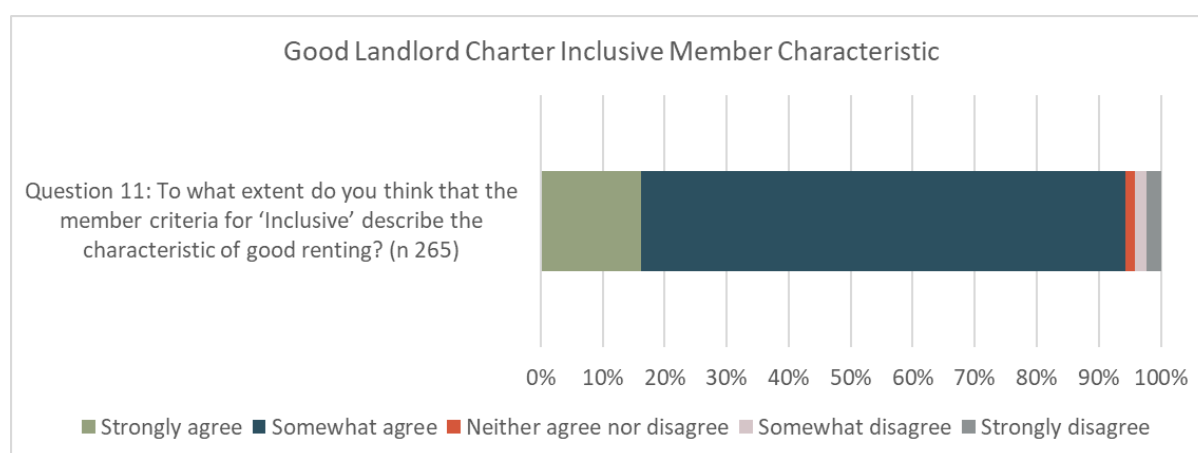
Private tenants were supportive of homes being a minimum of EPC C. One respondent suggested that landlords could be signposted to retrofit support services to enable the home to meet EPC C. Another respondent requested that homes were inspected for EPC during tenancy citing a concern that energy efficiency can decrease over time. Social landlords were also supportive of the move to EPC C for properties but noted that there was a wider issue concerning national shortfall in resources to meet EPC C.

**Rent arrears grounds: Not using the mandatory rent arrears ground (only applicable to social landlord members)**

There were few comments about this criteria. Greater Manchester Citizens Advice and Nationwide Building Society both advocated for the extension of the pre-action protocol to the private rented sector. Only one private landlord noted a concern around not using mandatory rent arrears ground. No other landlords commented on this area. One private tenant noted that no fault evictions needed to be removed to ensure that the GLC can operate.

## Member criteria: Inclusive

This section explores the responses in relation to the member criteria inclusive. The *Inclusive* characteristic's member criteria received a low number of responses selecting 'strongly agree' with 43, but received a high number of responses selecting 'somewhat agree' with 207. Of the private rented sector tenants responding to this question, only two selected 'somewhat disagree' or 'strongly disagree'. Only one of the social rented sector tenants selected 'somewhat disagree'.



59 consultees provided further views on the 'Inclusive' characteristics and associated criteria. There were a variety of comments in relation to member characteristic Inclusive and associated criterion. Many of the comments questioned how inclusiveness would be measured, or detailed additional ways the charter should and/ or could measure inclusiveness. Respondents also covered themes of income discrimination and different expectations for different types of landlords.

Comments about making or facilitating reasonable adaptations where needed were from private landlords who generally cited cost and funding concerns over making adaptations to their properties.

The main comments in relation to demonstrating commitment to accepting tenants from any background criteria were around discriminating people on low/ no incomes in renting. Some private landlords responding commented that they should be able to choose who they want as tenants, especially if they didn't want those on low/ no incomes. Whilst organisations who work with tenants and private renters were more



concerned over the lack of protection for those on low incomes/ in receipt of housing benefits. More details on the responses are listed below.

### **Make or facilitate reasonable adaptations to properties**

Respondents to this criterion were generally supportive of making adaptations if they were reasonable, and funding was made available to do so. Funding and grants were noted as the key reason for supporting this criterion. Additionally, there was an ask for a clear definition of a “reasonable adaptation”. One respondent suggested that it should be mandatory for landlords to report on the accessibility standards of their property in a similar way to EPC status.

The cost of adapting properties was raised by a number of respondents.

Respondents noted that there needed to be clear information on accessing grants such as Disabled Facility Grants. There were also comments noting the difference in funding responsibilities of social and private landlords.

Two private landlords who did not support the criterion said that it was not their role to adapt their properties for tenants, in particular one private landlord said they “...*should not be expected to make adaptations to their property for [a] disabled tenant*” (private landlord) while another said that if a tenant requires adaptations, then they should be eligible for social housing, instead of the private rented sector.

A tenant in the private rented sector thought that any mandatory requirements to make property adaptations was concerned that landlords to leave the sector and/ or risk increases in rental prices. While one respondent suggested caveats would be needed so that, where a landlord is unable to be inclusive e.g. unsound structure of property preventing adaptation work, the landlord is not penalised.

### **Make a demonstratable commitment to accepting tenants from any background**

Responses to this criterion were mixed. Generally, organisations who work with tenants were concerned that at present, and even with a charter in place, those who are on low or no incomes are discriminated against when renting homes. A few comments called for more stringent measures to be put in place for landlords to demonstrate their commitment to being inclusive, as well as questioning how this

would be confirmed in practice. The limited scope of the Equality Act 2010 was noted which does not protect tenants from income discrimination. There was a suggestion that the GLC could implement the proposals relating to discrimination in the Renters Reform Bill prior to implementation.

*"given the UK Government's proposals as part of the Renters (Reform) Bill to prohibit landlords from discriminating against tenants in receipt of benefits 'No DSS' or those tenants with families, we believe the charter could reflect these principles prior to the proposals being made into legislation".* (Organisation working with tenants, landlords or agents)

Private landlords generally felt that they should be able to choose tenants and shouldn't be forced to have tenants who would struggle to pay rent for example. Insurance was mentioned as a barrier to private landlords renting to those in receipt of housing benefits. A tenant of a private landlord commented *"it is an absolute nightmare trying to find privately rented accommodation for people on UC [Universal Credit]"*.

A social landlord said that their organisation accepts tenants from most backgrounds, but that there is a small list of those they don't accept, such as those with convictions of a violent nature. Therefore, this criterion must be flexible to allow for case-by-case assessments.

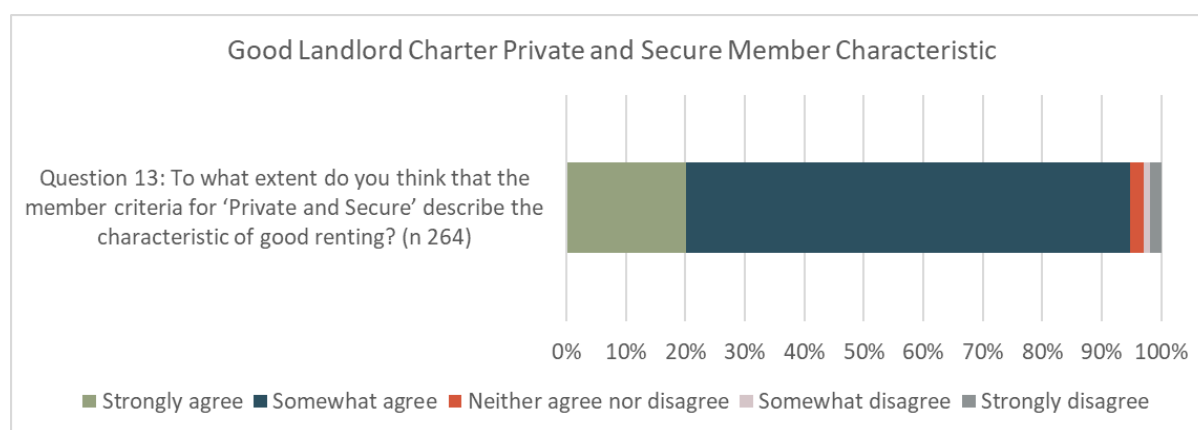
Several comments suggested that the charter could provide support and advice to enable them to be inclusive. These suggestions included support for language barriers, supporting those tenants without references and specific needs of disabled people and those escaping domestic abuse. One private landlord commented that there should be an *"option for Landlords to have an advanced DBS check to allow links with domestic violence charities/refuges..."*.

Discrimination protection in terms of lettings due protected characteristics (e.g. LGBT) or household needs (e.g. pets or smokers) were also made. One respondent also noted that international students often face discrimination due to their inability to physically inspect a property prior to moving in.

## Member criteria: Private and secure

This section explores the responses in relation to the member criteria private and secure. The *Private and Secure* characteristic's member criteria received a low number of responses selecting 'strongly agree' with 53, but received a high number of responses selecting 'somewhat agree' with 197.

None of the private rented sector tenants responding to this question selected 'somewhat disagree' or 'strongly disagree'.



59 consultees provided further views on the 'Private and Secure' characteristics and associated criteria. In general respondents were positive about the *Private and Secure* characteristic, and the associated criteria. There were very few comments in disagreement about the need for tenants to have a private and secure home. One comment from an interested resident said the criteria are too vague to be enforced, with a comment from another noting that there is limited enforcement for landlords who breach access legal requirements. Some responses suggested other aspects of privacy and security that should be included in the Charter, which are discussed further in this section.

### **Reasonable changes: Tenants are able to make reasonable changes to their home**

Respondents to this member criteria were generally supportive that tenants should be able to make changes to their property within the remit of "reasonable changes". The importance of being able to personalise a home was raised. Crucially, there was

agreement that changes could only be made if the property is returned to its original state, with one private landlord proposing increased deposits in case of properties not being returned to their original state. The respondents mostly suggested that the duty to return a property to its original state lies with the tenant, but one said that where possible it should be the landlord's responsibility.

*"...within reason the responsibility to return the flat to its previous state should fall on the landlord e.g. rectifying minor instances of wear-and-tear such as Blu Tack stains." (ACORN, Organisation working with tenants, landlords or agents)*

Respondents mentioned the need for there to be a clear definition in terms of changes to avoid conflicts or evictions and no changes which are extreme or devalue the property. A social landlord said that defining reasonable changes must not lead to additional disputes when a tenant leaves a property.

There were some responses which disagreed with this member criteria. One respondent, a private landlord, said that current legislation already protects the right to make reasonable changes, so it is therefore "unnecessary" for this criteria to be included in the Charter. While another private landlord disagreed that tenants should be able to make reasonable changes as allowing alterations "undermines the landlord's position".

In addition, a couple of tenants of private landlords, as well as an organisation, raised the importance of pets because they can be easily refused by landlords. The respondents say that landlords should have no refusal for reasonable requests.

### **Landlord access: Access to a tenant's home should be by agreement, except in an emergency**

Respondents to this member criteria were mostly supportive, with agreement across the respondent groups that landlord visits must be given permission and notice, except in emergencies, one respondent asked for a definition of "emergency".

Agreement in terms of access times and reasons was also mentioned.

Understanding and communication with tenants was mentioned:

*"...some tenants find it very uncomfortable having other people in their homes, whether that be due to disability or personal preference. It is important for landlords*

*to demonstrate understanding and awareness of this in communicating with tenants and trying to arrange access.” (Social landlord)*

A tenant of a private landlord stated it is often agents not landlords who visit properties, without giving 24 hours’ notice, and so the role and requirements of agents needs to be defined as this relationship can be more important on a practical level. For instance, an organisation’s standards require agents to carry out inspections on properties “periodically”, as agreed with landlords.

Respondents noted that that this member criterion reflects best practice which responsible landlords will already carry out. Nevertheless many respondents showed support for the issue to be reinforced in the Charter, with examples of landlords seeking access to their property or commission work without sufficient notice.

A tenant of a private landlord raised that it can be an uncomfortable situation for inspectors or landlords to take pictures and videos whilst tenants are living in the property, thereby intruding on privacy.

It was proposed that evidence of violations where landlords enter properties without notice and prior consent can be submitted to GMCA or local authorities by tenants.

### **Additional criteria**

Some respondents suggested other aspects of privacy and security that should be included in the Charter.

An organisation said that security of tenancy is about much more than is in the Charter, as eviction without needing a reason is a problem that is not included as member criteria for *Private and Secure*. The organisation stated that without a commitment from landlords not to abuse Section 21, the Charter risks inviting bad landlords as members. It is important to introduce open and accurate communication of intentions, and so security of tenancy should be included as member criteria.

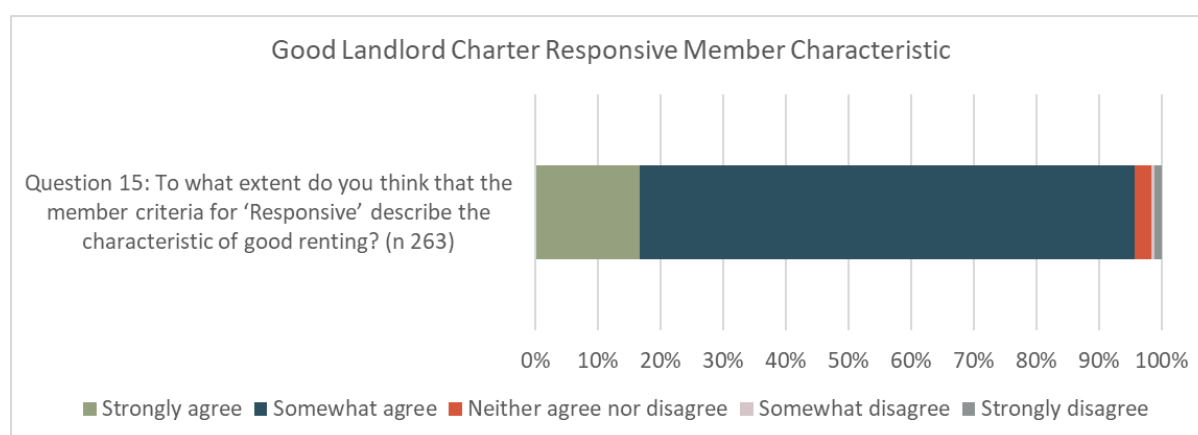
Tenants of private landlords also mentioned concern that raising issues with a property can result in eviction, as well as making changes leading to eviction. Whilst, a couple of respondents recognised that stronger protection from eviction would be secured with the passing of the Renters (Reform) Bill.

Furthermore, some respondents said that there needs to be more in the Charter regarding the physical security of properties for tenants, with suggestions such as certified locks on property doors, fire inspections by a competent officer and a minimum standard of measures to provide security.

A tenant of a housing association or council stated that for social landlords the Charter should address anti-social behaviour, citing a situation where tenants in a building were left feeling unsafe by another tenant's behaviour, causing safety concerns. The respondent says that this doesn't meet the current private and secure criteria, so should be included.

# Member criteria: Responsive

This section explores the responses in relation to the member criteria responsive. The majority of respondents agreed that 'Responsive was a characteristic of good renting a low number of responses selected 'strongly agree' (44), but a high number of responses selecting 'somewhat agree' (208). None of the private rented sector and social rented sector tenants responding to this question selected 'somewhat disagree' or 'strongly disagree'.



59 respondents provided comments on the responsive characteristic and related criteria. In general, respondents were in favour of the 'Responsive' Characteristic however many expressed the need to know more about the definition of responsive and how it could be monitored. There was agreement from some responses that good communication and responsiveness from both the landlord and the tenant are beneficial. Private landlords also expressed the need for consideration of time-hindering factors. Respondents were overall in support of a clear complaints policy with an independent review and gave their own accounts of issues they have faced with current complaints procedures. Many respondents noted the challenge of developing a complaints procedure amongst existing and new procedures (such as complaining to an estate agent or the private renter's ombudsman as part of the Renters (Reform) Bill) and the confusion this could lead to.

## Published, timely, target response times

Many respondents commented that for this criterion to be effective, a baseline or definition should be established for what constitutes as a 'timely' response time.

Suggestions included predetermined times should also vary depending on the type of urgency of the issue. Many suggested that a target response would be best, used in tandem with categories of issues with set actions and timings dependant on the scale and urgency of the issue. There was also mention of estate agents and property managers responsibility and role in response times.

Multiple responses from private landlords noted that timescales and published responses should make allowances for delays due to the tenant, for factors outside of the Landlords control and consider other properties landlords may have. Private landlords specifically named finding available and reliable contractors as a factor that affected their response time, with one respondent suggesting that an approved list of contractors specifically for Good Landlord Charter landlords would be beneficial.

All respondent types suggested that responsiveness should apply to more than just repairs.

*‘Responsiveness should be more than about repairs. This is about any issues the tenant may have, whether that’s about their rent, anti-social behaviour, or any other management issue. Reference to ‘responding satisfactorily’ could be strengthened with clear service level agreements or reference to regulatory requirements where applicable. As we know, from customer insight and engagement, that communication and ‘being kept in the loop’ is the biggest concern for most tenants. (Social Landlord)*

Good communication was mentioned as a way to work towards good responsiveness, with one respondent saying that a range of channels of communication should be available to tenants, (on-line, messaging, telephone and face-to-face) and others saying that channels and opportunities to report issues and communicate about being responsive should be clear and frequent.

One private landlord commented that *‘tenants need to be responsible too by responding to communications from landlords’* and another said that *‘good communication is always the solution.’*

Some respondents talked about how there would be a need for monitoring and enforcement of landlord responsiveness and the practicality of this. One private



sector tenant spoke of how monitoring and comparing response times of those signed up and not signed up to the Good Landlord Charter would 'boost standards.'

### **Clear complaints policy, with an independent stage**

Respondents were generally in support of a clear complaints policy, with an independent stage but commented on the challenges around this including if the tenant is dealing directly with a landlord without an agency. It was also commented that there should be a clear complaints procedure in place if repairs go wrong or tenants are unhappy with the service provided. One private landlord responded, '*any good landlord would welcome the ability to have an independent review of a complaint.*'

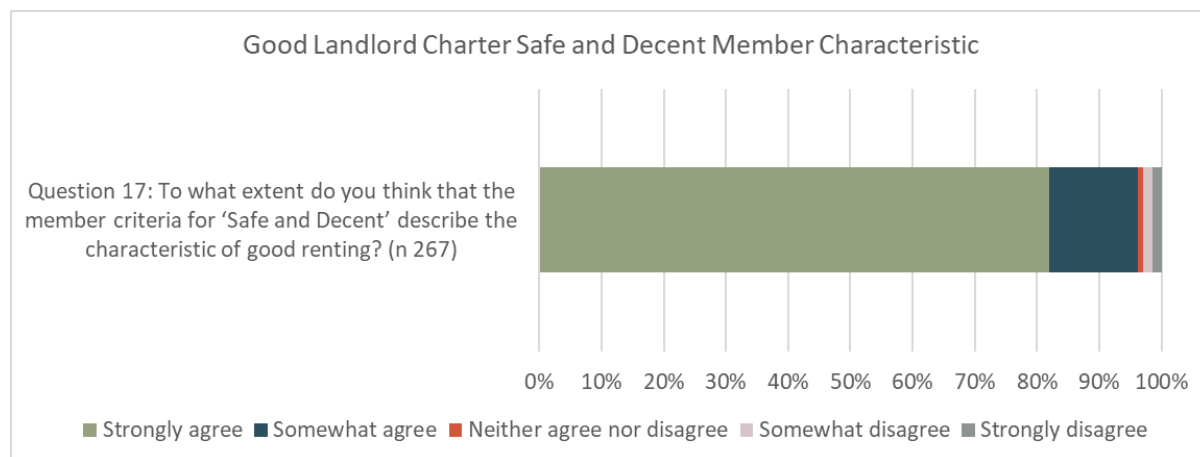
Tenants and organisations working with tenants, landlords or agents have both mentioned that there should be pre-determined consequences for landlords for not carrying out repairs with some giving the same example consequence of a rent reduction during periods of outstanding repairs. In contrast, one Organisation commented '*if the breach in standards is due to a lack of care or neglect by the tenant, the landlord should not be liable for the violation*'... '*to ensure that the standard of homes improves, resources should be focused on providing information to landlords and support to enable them to meet the standard, rather than using fines as a first response to any breaches.*' (PropertyMark, Organisation working with tenants, landlords or agents)

Many respondents noted the correlation between a tenant reporting to/complaining about a landlord and their levels of distress or fear. It was noted by one respondent that students face unique challenges in the private rented sector which can lead to increased vulnerability, fears to raise concerns and potential repercussions.

Some comments from organisations working with tenants, landlords or agents referred to the new private renter's Ombudsman that will be created as part of the Renters Reform Bill. One saying that, for creating complaints, this should bridge the gap and others fearing that an additional Good Landlord Charter complaints scheme on top of this could create confusion and should only act as a signpost to redress options.

# Member criteria: Safe and Decent

This section explores the responses in relation to the member criteria safe and decent. The *Safe and Decent* characteristic's member criteria received the highest number of responses selecting 'strongly agree' with 219, along with 38 responses selecting 'somewhat agree'.



56 respondents provided further views on the 'Safe and Decent' characteristics and associated criteria. The responses to safe and decent were mostly positive, with suggestions of how the criterion could be improved. Most responses to the Fit and Proper Person Check were supportive. Generally, respondents supported the Any work/repairs done by a qualified or competent tradesperson criteria, but thought that smaller repair jobs were fine for landlords to undertake. The Adopt standards on what should happen at the start of a tenancy criteria received support from respondents, with suggestions that contracts should be vetted by external parties.

## Fit and proper person check

There was agreement by some respondents that landlords should receive checks, and perhaps by a third party. A tenant of a private landlord welcomed checks as they relayed their experience of being made homeless due to a landlord stealing rent from them and failing to pay the mortgage for the property. They also made the point that tenants are referenced and therefore, landlords should be too. An organisation recommended that landlords *"need to receive a license issued by independent property inspectors before being able to let their properties."*

Another organisation set out that:

*“We don’t see why some sort of test (as established in the 2004 Housing Act) should be applied to all landlords under the scheme. Being a landlord is a serious business which also involves a high level of influence on people’s lives – such as through property access and inspection. We think that the failure to address this issue might lead to a certain level of confusion in the public’s mind as it would properly, rightly in our view, presume that any local authority endorsement that a landlord is a good landlord would involve some form of ‘fit and proper’ determination.*

*You seem to say that this aspect of a check is even more difficult for a large (social) housing provider to meet. We disagree.”* (Salford Citizens Advice, Organisation working with tenants, landlords or agents)

### **Any work/repairs done by a qualified or competent tradesperson**

Respondents generally agreed that a qualified or competent tradesperson should carry out repairs. Some respondents stated that landlord repairs can often be unsafe and that any contractors must be able to demonstrate their skills. While social landlord respondents noted that they already have maintenance services.

Most private landlords suggested that smaller repairs can, and should, be undertaken by landlords and cited cost/expense as reason for this. Some private landlords mentioned the lack of available tradespeople for smaller landlords as they are contracted to bigger jobs. One said this results in them resorting to “quick fixes” for certain issues. Additionally, one private landlord thought it was not their responsibility to address every single issue, citing that damp caused by lack of ventilation is up to the tenant to resolve.

Respondents questioned how competency would be measured, and how tradespeople would be regulated. One organisation suggested that the GMCA could introduce a regulation scheme for tradespeople, which would have the dual benefit of guaranteeing them work and assuring quality. Another response suggested that this criterion could follow Scottish Government standards in repairs to private rented

homes, where it is the landlord's responsibility to check that pipes, tanks and fittings are free of lead for example, citing guidance<sup>1</sup>.

### **Adopt standards on what should happen at the start of a tenancy**

There was agreement that there should be standards at the start of the tenancy/viewing. A few organisations and tenants suggested standards at the start of tenancy and/or viewing stage, should be submitted to an external or neutral party. One organisation highlighted that this criterion is particularly challenging for students where their tenancies often run in line with academic years, which can cause difficulty with storage, wellbeing and improvements being made in time for the start of the next tenancy. The organisation recognised that this issue may be improved through the Renters (Reform) Bill but stated that the Charter could assist with tackling this issue for students.

Two organisations said that these checks are especially necessary in the private sector. Whilst another organisation stated that this criterion is linked to the Decent Homes Standard and that they were concerned that going beyond this without consideration of resources. Finally, a social landlord was concerned that there is too much subjectiveness within the criteria.

Some respondents (from social rented sector tenants and a private landlord) mentioned a preference of appropriate floor coverings as essential. A private landlord said that their *"experience is, the more the tenant demands, the shorter they are likely to want to stay"*. Additionally, the same landlord said that tenants who intend to stay long-term are happy to fix things themselves. A tenant of a private landlord said that the social sector should be prioritised in this criterion as they *"have lower incomes and cannot afford new carpets/curtains/cooker etc"*.

### **Space standards and amenities**

There were a few comments in relation to this criterion. One organisation said that they'd *"welcome more information about the limited number of standards for priority areas that go beyond the Decent Homes Standard"*.

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<sup>1</sup> <https://www.gov.scot/publications/repairing-standard-statutory-guidance-landlords/pages/14/>

One private landlord commented it is the tenant's responsibility to know how much space they need, and that they will only accept a property where they deem it has enough space. Another private landlord called for the use of a standard for room sizes and quality of accommodation.

A tenant of a private landlord was concerned that councils do not enforce legal minimum space standards in properties, and that local governments need to crack down on this. Another response set out that this criterion should mandate white goods in rented properties. There was also one comment which suggested that "lead-free" is specified as a benchmark for a 'decent home'".

### **Additional characteristics**

A few responses recommended additional ways the safe and decent characteristic could be improved. For example, a private landlord requested that advanced DBS training where they have tenants who are from vulnerable backgrounds, as well as mandatory GDPR training. Another organisation set out that the charter should require safeguarding of tenants. A social landlord suggested that 'free from psychological harm' should be defined "as a result of the decency of the home". The same landlord also called for recognition of where landlord responsibilities ends, and statutory services begin as part of the safe and decent characteristic.

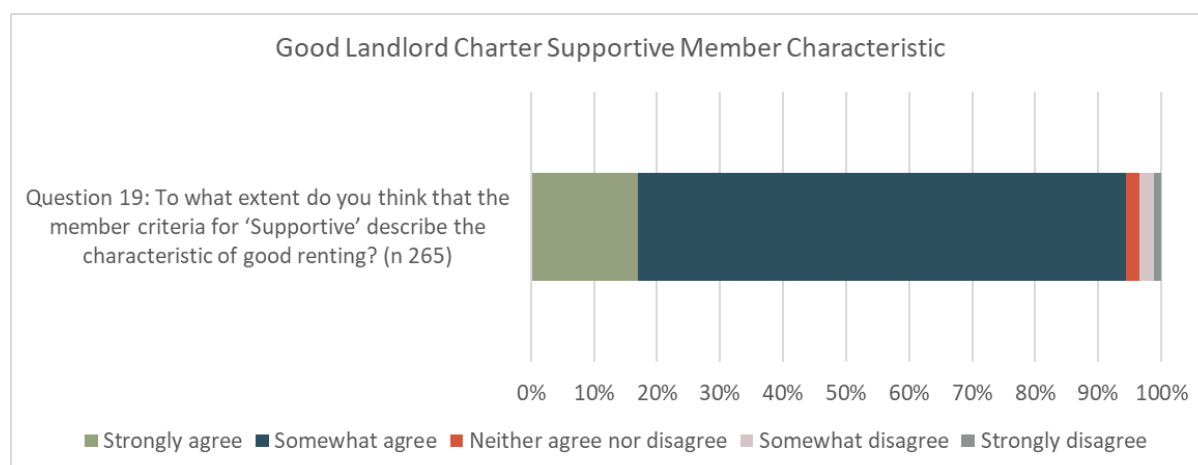
Some respondents suggested fabric and overall condition of a property should be included within the safe and decent characteristic. Similarly, a private landlord thought an obvious health and safety requirement should be included.

An organisation spoke for the importance of lead exposure mitigation in the charter, citing the requirement by Scottish landlords as an example. Similarly, one comment set out that United Utilities Water offer grants towards the cost of removing lead from private properties, and proposed that this information should be shared within the Charter. Another organisation detailed the inclusion of flood risk in the charter and thought that landlords should be encouraged to seek flood insurance.

A few other comments supported the notion of a tenant portal containing information and advice around unsafe homes.

## Member criteria: Supportive

This section explores the responses in relation to the member criteria Supportive. The majority of respondents agreed that supportive was a characteristic of good renting. The *Supportive* characteristic's member criteria received a low number of responses selecting 'strongly agree' with 45, but received a high number of responses selecting 'somewhat agree' with 205.



42 consultees provided further views on the 'Supportive' characteristics and associated criteria. Responses to the supportive characteristic were mostly positive. However, there was caution as to how much landlords should be involved in supporting their tenants mental (and sometimes, physical) health needs, with reference to blurred lines between what is the responsibility of a landlord, and what is the responsibility of the state. The commitment to refer tenants at risk of homelessness to the council criterion received mixed responses of support and opposition. The transparent, easy to understand contracts criterion received overwhelming support, with suggestions of other ways contracts could be made easier to understand. The adopting advertising/ viewing standards criterion was generally met with support from respondents, and the providing/ signposting tenants to useful information criterion responses were also positive. Aside from responses to member criteria, there were comments related to the theme of blurred boundaries of landlord responsibilities to tenants.

One organisation thought that the proposals in the supportive characteristic were relatively in line with existing requirements and said that *“The proposed Property Portal being introduced by the Renters (Reform) Bill will also cover many of these areas. Any new requirements should build on these measures...”*.

A few responses suggested that insurance costs to landlords may prevent them from being supportive. For example, a private landlord said that *“until insurance is available for all rental types by all insurance companies at a realistic price”* then they would be unable to support tenants who aren’t working for example. Another private landlord suggested that if landlords must pay to join the charter, then there must be benefits to entice them to do so.

### **Commitment to refer tenants at risk of homelessness to the council**

Respondents generally agreed with the principle of the criterion. There was an ask that a clear definition was applied from some respondents. While other respondents commented that there are already practices and resources in place that do this.

Safeagent suggested that agents have the potential to work in partnership with local authorities to prevent tenant homelessness. One response said this criterion is a great idea, and that there is an example of a managing agency who do this type of work in Sheffield. Both the role of the social housing sector was noted, as was the Renters (Reform) Bill which will preclude *“landlords from discriminating against tenants claiming housing benefit”*.

Private landlords generally felt that whilst this may be a good idea in principle, the reality is that councils would advise tenants at risk to stay put until further escalation such as court action, which increases debt for landlords and stress for all parties involved. Another response noted their concern around council capacity to deal with referrals from landlords, and landlords’ ability to understand when to refer tenants at risk – therefore, written information in tenancy contracts would be helpful.

However, a small number of respondents did not feel it was the role of private landlords to refer those at risk of homelessness. One private landlord stated that this criterion was *“trying to foist social services that public bodies can't meet onto private landlords”*.

### **Transparent, easy to understand contracts**

There was overwhelming support for this criterion from all respondent types, with most agreeing that model and/or template contracts would be beneficial. Some comments provided examples of existing 'best practice' contracts. However, one private landlord said that rigid, template contracts would not be preferable as some landlords have fixed terms they must follow.

It was also proposed that some groups may need more support in understanding contracts. A private landlord suggested access to translators for tenants who do not speak English/British Sign Language translator would be helpful too. Greater Manchester Student Partnership suggested that students should be provided with expert help to understand their contracts as part of the charter, and this could be promoted through councils and student unions.

A tenant of a private landlord was concerned that clear language will not necessarily improve tenants' understanding of their rights, and it is their view that private rented contracts favour landlords. Two respondents said that all contracts should be vetted by a neutral, third party to ensure fairness and legal requirements are met.

### **Providing/ signposting tenants to useful information**

All those who responded are in agreement with this criterion. A few responses supported the notion of a public portal of relevant information. Similarly, some respondents encouraged landlords to direct tenants to tenant support organisations such as ACORN.

Specific resources and/or information to be included within this criterion was called for in responses. These included information on water management, operating appliances, heat networks and tenant rights, helpline contact numbers, and landlord and tenant responsibilities.

A number of responses said that landlords should be supportive to tenants to the best of their ability. One tenant of a private landlord said that landlords should do more to assist in raising information on tenants' rights and information in general. There were questions around the difference in landlord duty and the duty of more specialised support services.



### **Adopting advertising/ viewing standards**

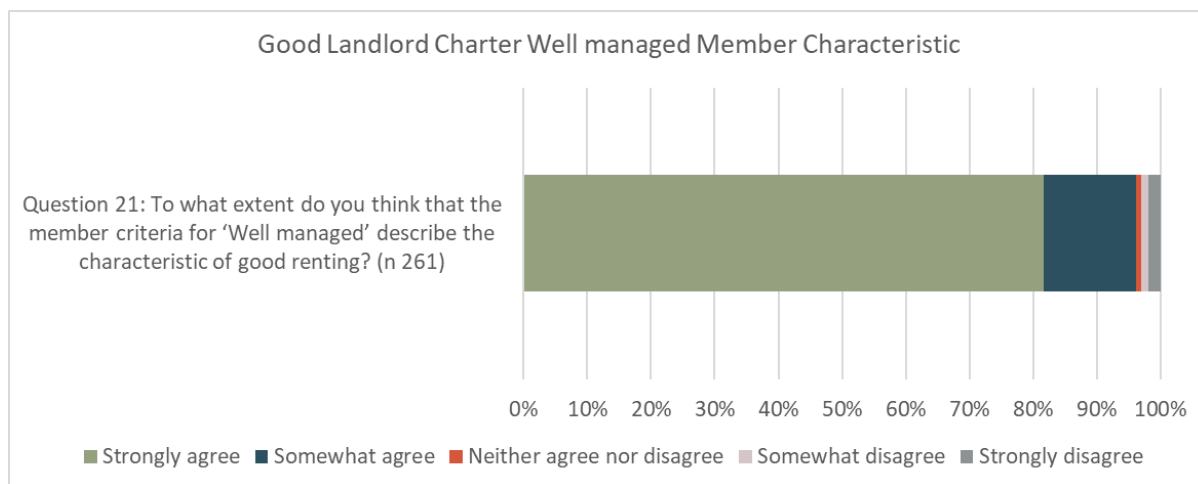
Respondents generally agreed with this criterion, with a few stating that clear communication between the landlord and existing/prospective tenant(s) is vital, whilst ensuring current tenants' privacy is respected and that they are not disrupted.

One organisation said that *"National Trading Standards already has strict advertising guidelines that must be followed when letting a private property. Replicating these standards would be redundant"*. (PayProp)

One respondent said that they experienced having to put bids in for properties at/after viewing stage, similar to purchasing a house, and called for this practice to be banned. On the contrary, a private landlord found that open house viewings, where multiple prospective tenants view at the same time, are cost efficient and expedite tenancy agreements. A private landlord tenant called for consideration towards long-term sick tenants, and questioned how to meet their needs when viewings are being arranged.

# Member criteria: Well managed

This section explores the responses in relation to the member criteria well managed. The *Well managed* characteristic's member criteria received the second highest number of responses selecting 'strongly agree' with 213, along with 38 responses selecting 'somewhat agree'.



56 consultees provided further views on the 'Well Managed' characteristic and associated criteria. Respondents to this characteristic were generally supportive of the characteristic particularly a clear start and end of tenancy process with specific comments raised regarding the importance of proper handling of deposits and inventory. There were some critical comments regarding landlords, or a party acting on their behalf, attaining accreditation, the challenges this may create as well as preferences as to how this might be carried out. The potential costs of accreditations or training was raised as well as the type of knowledge that would need to be demonstrated and how the training would be delivered.

**Landlord must be able to demonstrate accreditation or training or use an accredited managing agent.**

Respondents were in generally in favour of the criterion related to training and accreditations. Some asked for more details about the content of accreditation or training. Those respondents who were critical, commented that landlords are able to provide satisfactory services without an accreditation.

Some private landlords expressed concerns about the training and accreditations, not wanting to do *'training for training's sake'* or just to *'tick a box.'* The additional cost of training was raised as was the burden of training with suggestions that for some landlords this would lead to them exiting the market. Many of the respondents that commented on the delivery of training were in favour of a format that was online, relevant, convenient, and accessible for those with disabilities and some respondents mentioned that any accreditation or training should consider scope for renewal.

Comments were also made about the training for property managers and letting agents, with some private landlords saying they would prefer a letting agent do the training and cover this standard on their behalf. One private landlord suggested tenants also be trained and educated in looking after a property.

### **Clear start and end of tenancy process**

This criterion was supported but there were many comments asking for clearer definition in relation to content and dates.

*'We agree that the start and end points of tenancies are where a number of specific issues tend to arise, so strong guidance here is likely to be very useful.'*

(Organisation working with landlords, tenants or agents)

Respondents also mentioned specific areas for clearer guidance, these were inventory, deposit and cleaning. A private rented sector tenant said *'a regular problem is moving into a clearly unclean property and yet getting charged for cleaning at the end of a tenancy even when leaving it in a much better condition than it was provided in. Regardless of the state of a property at the end of a tenancy, there should be a requirement of a professional clean before the next tenant moves in.'*

There were many comments from respondents that mentioned guidance around deposits at the start and end of a tenancy process with some providing examples of their own challenges to receive their deposit back in a timely and fair way. Some respondents said that shorter time limits for how long a landlord can take to return a deposit could help prevent negative outcomes such as a tenant not being able to use

a previous deposit to fund the next deposit leading to debt. There were some comments addressing unfair deposit claims, suggesting that a landlord must prove with evidence that the money they are using is for issues actually caused by a tenant and that the work has been completed.

Specific comments were made in relation to students that the criterion should consider difficulties specifically relevant to rolling tenancy contracts and students e.g. student tenancy ending and beginning with a day in between where students may not have accommodation and the gap not being lengthy enough for a landlord to complete repairs.

# Member criteria: Other comments

This section explores the responses in relation to comments in relation to member criteria which are not covered by the proposed criteria. The additional comments were in relation to three areas; general views on the charter, additional elements of the charter and clarification of how the charter will operate.

## Views on the charter

There were supportive comments on the charter and the difference it would make to landlords and tenants. A private landlord commented:

*'I would love to be credited with being a member of the Good Landlord Association as it would encourage a mutual respectfully agreement between landlord and tenant.'* (Private Landlord)

Conversely, some private landlords expressed further disagreement with the charter, saying it should not be implemented, would have no benefit and lead to outcomes such as harming the sector or creating higher costs to tenants.

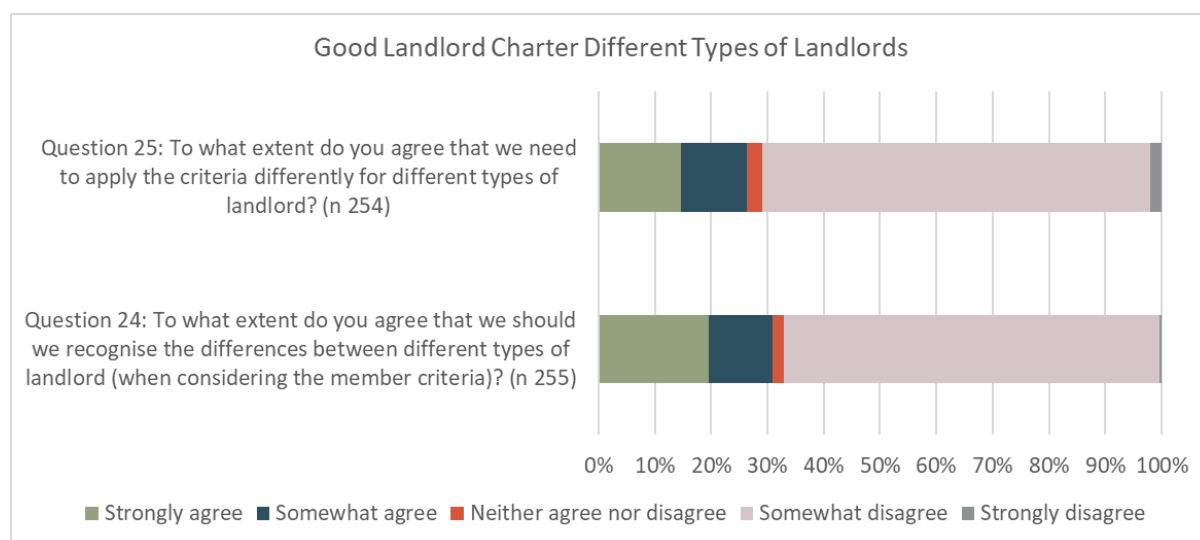
## Additional elements of the charter

Below sets out proposed additions to the charter which are not within the proposed characteristics:

- Standards in relation to noise.
- Tenants should be able to raise a dispute with the charter if they have evidence to support a claim that a landlord should not be on the charter.
- A dedicated section for student accommodation and Purpose Built Student Accommodations (PBSAs)
- Landlords in the scheme should disclose rental data, allowing the public to assess rental trends over time. To improve transparency in the rental market.

# Application to all types of rented housing

This section explores the responses in relation to whether the GLC should be applied in the same way all types of rented housing. The types of rented housing under consideration are private rented housing, social housing and specialist housing managing agents. The majority of responses did not show support for applying different criteria to different types of housing or recognising the differences in different types of housing.



50 respondents provided additional comments on applying the criteria in different ways to different types of housing. Respondents acknowledged that there are differences in how landlords operate often citing the difference between very small private landlords and large landlords. However, respondents suggested that despite the differences in landlords the experience for the tenants should not be different. A few comments noted that Lettings Agents should be considered as part of the GLC.

## Size of landlord portfolio

Respondents rather than distinguishing between whether a landlord was a social or private landlord suggested that the criteria should in some circumstances apply differently to landlords with different portfolio sizes. Respondents noted that small

landlords have less resource to deal with complex criteria, while larger landlords operate complex businesses.

*“The demands on a commercial landlord are different from those on a landlord who rents out entire private dwellings, and different again from those who operate HMO. Different criteria apply, and they need to have different skill sets.” (Private rented sector landlord)*

It was suggested by two respondents that some landlords with small portfolios (less than 10 properties) or with specific specialist areas should be exempt from some criteria.

### **Tenant groups**

Some respondents suggested that landlords for particular tenant groups should be treated differently. A few responses made specific references to student accommodation and proposed that the criteria should apply differently to this type of housing. Similarly housing for asylum seekers was proposed to be treated differently by one respondent as by its very nature it was temporary. Finally, there was a suggestion that HMOs should have slightly different criteria.

### **Tenant experience**

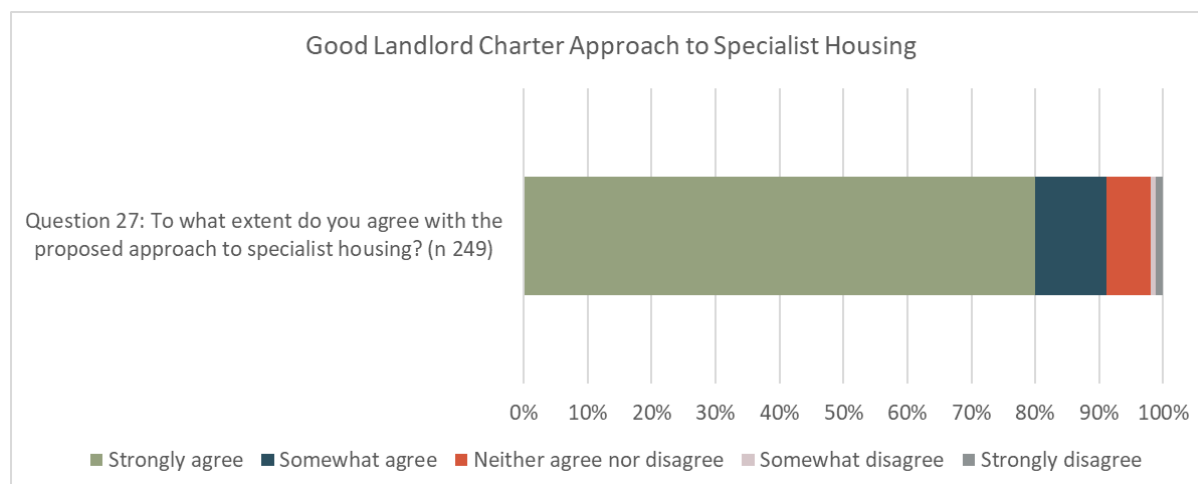
The vast majority of respondents who commented stated that they recognised that landlords are different depending on size of portfolio or business objectives. Nevertheless, they said that the most important thing was that the tenants received the same experience no matter who their landlord is.

*“Applying different criteria to different types of landlords is fine but this should not be at the detriment of what the Charter is aimed at, in raising standards and ensuring that the tenant experience is consistent and no matter what type of landlord a tenant chooses.” (Social landlord)*

One respondent noted that the differences are in the tenancy as opposed to the types of landlord citing social landlords who may sometimes also operate in the private rented sector.

# Specialist housing

This section explores the responses in relation how the GLC should be applied to specialist rented housing. Most of the responses showed support for the proposed approach to specialist housing, with 199 selecting 'strongly agree'.



29 respondents provided comments on how the GLC could apply to specialist housing. Most of those who commented agreed that specialist housing should be part of the GLC citing supported accommodation, care homes and purpose built student accommodation (PBSA). Those who did not agree suggested that there needed to be a more detailed consultation around specialist housing and that in some cases it would be too complicated to include. One respondent queried whether there was enough specialist housing to warrant being included in the GLC. While a couple of respondents questioned whether all specialist housing should be provided by the public sector.

Specific references were made to the various regulators which cover specialist housing including the Care Quality Commission (CQC) and the Regulator of social housing. A specific mention of exempt and excluded accommodation in relation to Housing Benefit was made asking that reference should be made in the terminology of specialist accommodation.

Respondents also commented that those living in specialist housing should be part of any consultation or development of this area of the GLC.

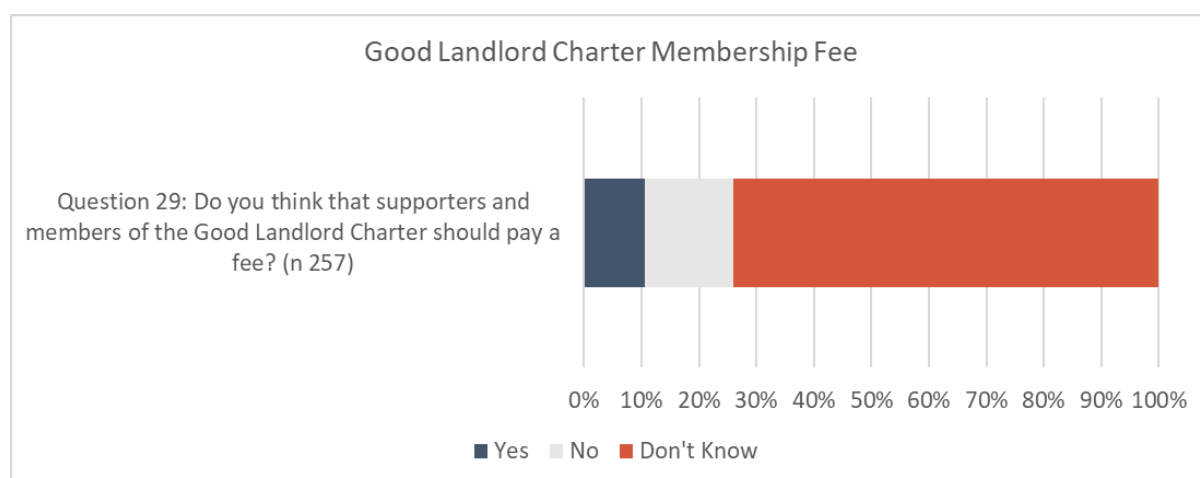


# Persuading landlords to join the Good Landlord Charter

This section explores the responses in relation to persuading landlords to join the charter. Responses were in relation to whether a fee should be charged for joining, the business benefit of joining the charter, how the charter could be used for advertising, other ways in which joining the charter could be incentivised, the role the charter could play in sustaining tenancies and reducing turnover of tenants and finally ideas for other incentives to join the charter.

## Fees

The majority of respondents did not know whether or not a fee should be charged to join The Good Landlord charter. Of those selecting 'Yes' or 'No' to a fee, more responses selected 'No' with 40 compared to 'Yes' with 27.



80 respondents provided views on charging a fee. The comments were mixed in relation to a fee. Those who supported a fee suggested it showed commitment from landlords and could be used to fund elements of the GLC. Those who were against were concerned it would be an additional financial burden – this was the view of both private and social landlords.

Those supporting a fee suggested that fee would provide some assurances that there was a value to the Charter and that landlords were taking it seriously. There

was also agreement across the respondent groups that there should be a fee because of the incentive that it directly demonstrates commitment from members to the Charter and their tenants. It was suggested that free access may “lead to low expectation”. Value such as increasing the “quantity and quality of tenants” was important to them. One organisation said:

*“There are sufficient business benefits to the scheme for landlords to make it worthwhile them paying a small fee.” (Salford Citizen Advice, Organisation working with tenants, landlords and agents)*

Additionally, those in favour of fee suggested that a fee would help pay for the operation of the Charter for example a small fee would cover the administrative costs, such as checking EPCs and compliance. A private landlord said a fee is reasonable provided it is ring fenced to be used to support and enforce the Charter only, with agreement from a couple of organisations that the landlord fee should be used for enforcement. Several respondents also commented that a fee would help to encourage participation in the Charter provided it offered discounts and benefits, such as recognition by insurance companies and a free legal advice line.

Most of the respondents against a fee did not support it due to the cost to landlords, suggesting it would be imposing an additional financial burden on landlords.

Comments across the respondent groups highlighted that landlords are already facing many costs in both the social and private rented sector. Examples of additional costs included selective licensing fees to some Greater Manchester authorities and membership fees to accrediting bodies in the private rented sector. In the social rented sector examples cited were increased material and retrofit costs and budgets to support vulnerable tenants.

Tenant cost is also an important reason why respondents were against the Charter having a fee, six private landlords stated that added costs would be passed onto tenants, because they can only recover the cost this way. Tenants also recognised that landlords would pass on costs to their tenants. A tenant of a private landlord said that a fee would increase their rent.

Some respondents did not support a fee because they felt it would act as a “significant disincentive” for landlords to join the Charter. A tenant of a private landlord said that it would discourage landlords from joining.

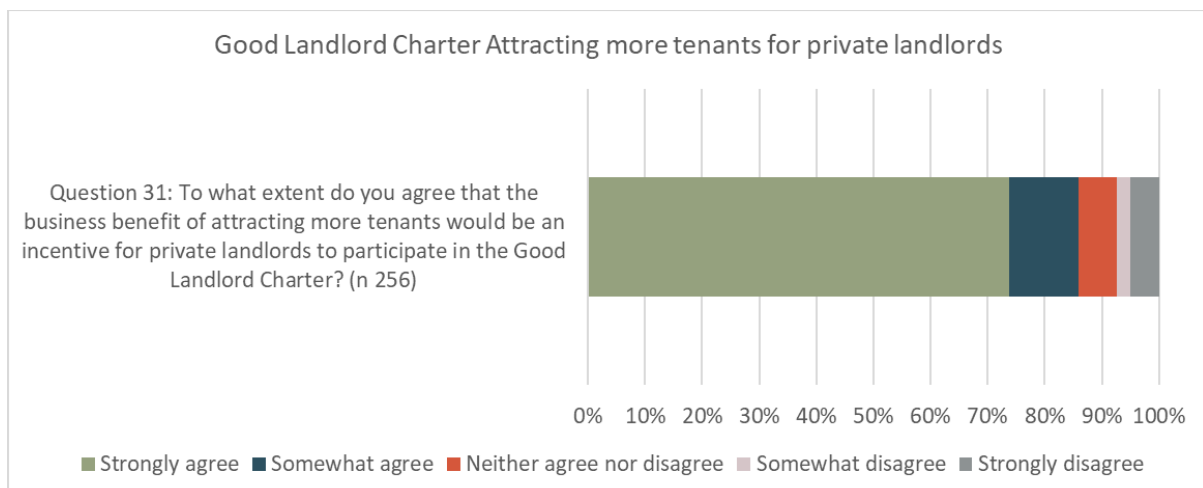
There were multiple proposals for a sliding scale of fees if a fee is charged ensuring landlords with a small number of properties do not pay the same as larger landlords.

There were also some respondents with comments that did not argue for or against having a fee. Private landlords offered differing opinions, with one saying that landlords would pay a nominal fee for the stamp of approval when their property is advertised, however their experience is currently having no issues with letting properties, so they may be unlikely to participate.

Comments were made in relation to the relationship between licensing schemes and the Charter. Some proposed the Charter could charge a fee if there were discounts on licenses. However, some said that the Charter should not be funded by a compulsory licensing scheme.

## Attracting more tenants for private landlords and advertising

The majority of respondents agreed that the Charter would attract more tenants through advertising with 189 selecting ‘strongly agree’ and 31 selecting ‘somewhat agree’. 19 responses selected ‘somewhat disagree’ and ‘strongly disagree’.



74 responses provided comments on the best way for landlords to advertise Good Landlord Charter participation. The majority of the comments supported the idea of a

Good Landlord Charter identity via a logo, many supported there being a new website to advertise property and list compliant members, and some mentioned Charter membership inclusion on the government's planned private rented property portal.

Most of the respondent groups agreed that landlords and agents should be offered a clear identity to use when advertising properties on different platforms by showing support for the use of a Good Landlord Charter logo. Most of the comments supported the use of a "*recognisable*" logo to show landlords are part of the scheme, giving "*visible accreditation*", with landlords being encouraged to advertise their participation and that they are covered by a "*minimum standard guarantee*". Three responses commented that the logo could act similarly to a 'Kitemark'. Comments suggested that the logo should have a clear identity, there was also an ask for guidance on how the membership should be promoted so that there was no misleading use.

Respondents suggested that the logo could be used in a range of ways: adverts; landlord and agent websites; rental agreements; documentation; printed material; business cards; emails; letters; high street windows; and social media. It was also suggested that logo could be used on online property listing sites. A tenant of a private landlord proposed that it could be set as a criterion on these websites to filter on properties that comply with the GLC.

Most of the respondent groups also made comments that supported the creation of a new Good Landlord Charter website for the use of advertising property and listing the membership of compliant landlords, as well as being a useful source of additional information. One respondent suggested:

*"GMCA should have an online database that members of the public can search and verify members of the Charter."* (Organisation working with tenants, landlords or agents)

Several comments said that the website should be seen as the "first port of call" for tenants looking at properties, with a tenant of a private landlord suggesting the website could be used to provide trustworthy information such as the EPC rating of properties. It was also suggested that the GMCA should:

*“Collaborate with local housing authorities, tenant advocacy groups, and other stakeholders to promote participation in the Good Landlord Charter. These partnerships can help amplify the message and reach a wider audience.”*

(Organisation working with tenants, landlords or agents)

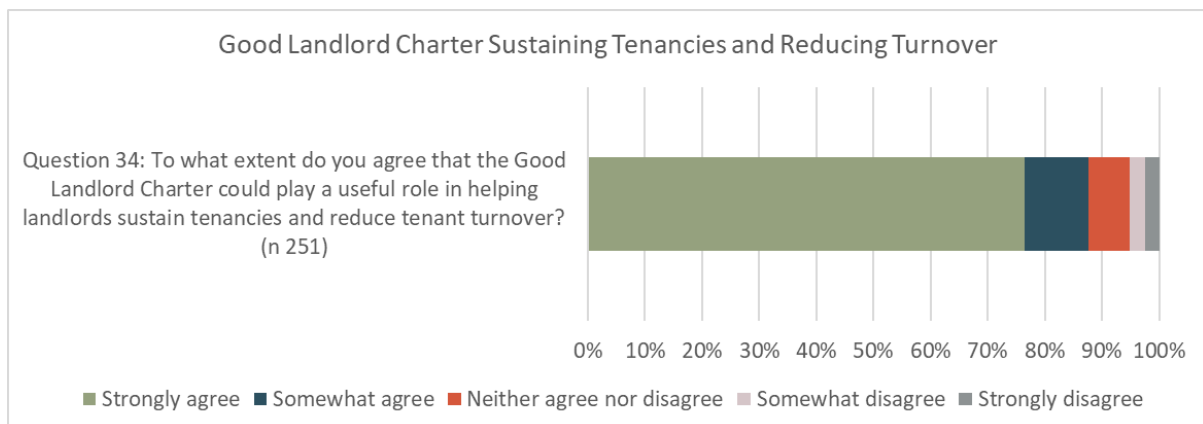
A social landlord proposed that GMCA should lead a campaign to sell the benefits of the Charter, with a tenant of a private landlord agreeing that the benefits of being accredited by the Charter, such as tenant retention, should be showcased.

There were some responses that were doubtful about the need to advertise the Charter, namely due to the state of the housing market. A couple of tenants stated that housing supply is in short supply so landlords do not struggle with lettings properties. One said advertising should be done on property adverts, however:

*“...less scrupulous landlords will not sign up and the demand for property already outstrips supply.”* (Tenant of a housing association or council)

## Sustaining tenancies and reducing turnover

The majority of responses strongly agreed that the Good Landlord Charter could play a useful role in helping landlords sustain tenants and reduce tenant turnover, 192 selecting ‘strongly agree’ and 28 selecting ‘somewhat agree’.



66 respondents provided further views on how the Charter could sustain and reduce tenant turnover.

There was agreement across the respondents that tenants with a good property and good relationship with their landlord will remain in tenancies. A social landlord said that an increase in standards would lead to tenants being more satisfied with their

properties, with several tenants agreeing that tenants would be more likely to stay if they feel supported and trust the landlord, thereby being more comfortable with renting a home that is fit for purpose, secure, clean and safe.

Landlords and organisations responded that it would be valuable for tenants to be able to check adherence and membership of the Charter:

*“We believe that tenants will have increased confidence in landlords and agents who are members [of the] Good Landlord Charter. If this confidence is validated in practice, through a good renting experience, tenants will be more likely to stay longer, thus reducing voids.” (Organisation working with tenants, landlords or agents)*

Some of the respondents commented on tenancy agreements having an impact on maintaining tenants. One respondent said that currently tenancy agreements do not reflect the diversity of localities, so they proposed that documentation should be written using language and wording that is easily understood, including for individuals with English as a second language. A private landlord suggested providing landlords with templates, such as an easy to understand tenancy agreement containing compulsory and optional clauses, along with the ability for landlords to add clauses that are ensured to be reasonable and enforceable using guidance.

One private landlord said that the Charter could sustain tenancies by removing the pain of rent arrears for small landlords, with local authorities taking the financial hit for members.

Notably, one organisation commented that the success of the Charter in sustaining tenancies and reducing tenant turnover is dependent on how aware landlords, agents and tenants are about the scheme. The group advised that there should be a reasonable period of time for the Charter to be embedded before “any meaningful analysis or evaluation” can be made.

There were some responses which did not support the Charter’s aim to sustain tenancies and reduce tenant turnover, with a private landlord saying that it may cause more landlords to exit the sector and there was some agreement that there may be a lack of landlords becoming members.

## Other incentives

Consultees were asked for other ways in which the GLC could be advertised and incentivised beyond advertising and the business benefit of sustain tenancies and reducing turnover. 114 respondents provided further views on incentives.

Incentives suggested included discounts on training or services, access to funding or deposit schemes, preferential access to local authority leasing schemes.

Additionally, using networks to develop the GLC were proposed.

### Discounts

Respondents also suggested that the Charter could offer discounts on services or training for landlords. Several comments mentioned the offer of free training and advice, with free access to council support and funding, such as environmental policy products. Other Suggestions included a discount on deposit fees, whilst another suggested removing the 3% Stamp Duty Land Tax for those signing up to the Charter. A tenant of a housing association or council commented about giving landlords a discount, whilst a tenant of a private landlord proposed waiving the scheme fee for one month, following being signed up for six months.

Another organisation said to consider introducing a compliance discount over time and that is important to have consequences for non-compliance, with strong standards. A respondent suggested looking at the enforcement policy in Liverpool<sup>2</sup>.

### Training

Several respondents raised other benefits of joining the Charter, with incentives such as free training. An organisation noted the opportunity to improve training, with a private landlord and a comment from the other respondent group mentioning free training. A tenant of a private landlord said that support and guidance should be provided as part of membership, with a private landlord saying that support should be given to achieve the required standard. One organisation stated:

*“The Good Landlord Charter could offer participating landlords access to resources, such as educational materials, training sessions, or online forums, to help them*

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<sup>2</sup> <https://liverpool.gov.uk/media/5r5jb4eg/psh-enforcement-policy-revised-2022.pdf>.

*improve their property management skills and stay updated on relevant regulations and best practices.”*

### **Financial incentives for landlords**

Respondents a number of financial incentives for landlords.

*“There needs to be a clear value for money and benefits package developed alongside the Charter.”* (Social landlord)

A couple of private landlords suggested gaining recognition and access to landlord insurance with companies partnered with the Charter. Other respondents suggested grants or special offers from partner companies to help with improvement to properties. Grants or funding support for things such as energy efficiency schemes were also raised. One private landlord also recommended an extended zero rate period for council tax in void properties to incentivise repair between tenancies. Another private landlord proposed discounts to mortgage rates. Finally a few respondents suggested tax breaks, or subsidies towards costs or legal fees, with an organisation saying that further local grant

### **Relationship with Local Authorities**

An organisation suggested that Charter membership could automatically “passport” members onto Local Authority schemes, which typically offer a range of incentives:

*“rent in advance; a deposit bond of two months; a five week cash deposit; a reimbursement of rent guarantee insurance; advice on tenancy issues and good letting practice; incentive payments to help with meeting market rents; tenancy paperwork; help at the end of tenancy; refunds of property license fees.”* (Safeagent, Organisation working with landlords, tenants or agents)

Some respondents also suggested that GMCA provide support to secure long-term tenancies and specialist housing contracts. A few also suggested that GLC membership could mean lighter touch assessments from local authorities for HMOs.

### **Tenancy support**

Several respondents suggested that member of the GLC could provide a tenancy support service if landlords take on any tenants with complex needs. Or provider



landlords with access or signposting to services to support around issues such as anti-social behaviour.

While to incentivise tenants, a private landlord suggested advertising an annual cap on rent increases for tenants, such as a maximum rise of 3% a year.

## **Networks**

The importance of using networks and engaging with tenants and landlord groups was raised by a number of respondents. Specific examples included holding a round table to discuss the implementation, issues and next steps of the GLC. Several of the respondent groups also shared the suggestion of marketing the GLC with involvement in the industry:

*“The GMCA should work with all bodies that routinely come into contact with tenants to promote the Good Landlord Charter e.g. renters’ unions, community organisations, trade unions, charities, community centres, universities, and public sector institutions (schools, doctors, police etc.).” (ACORN, Organisation working with tenants, landlords or agents)*

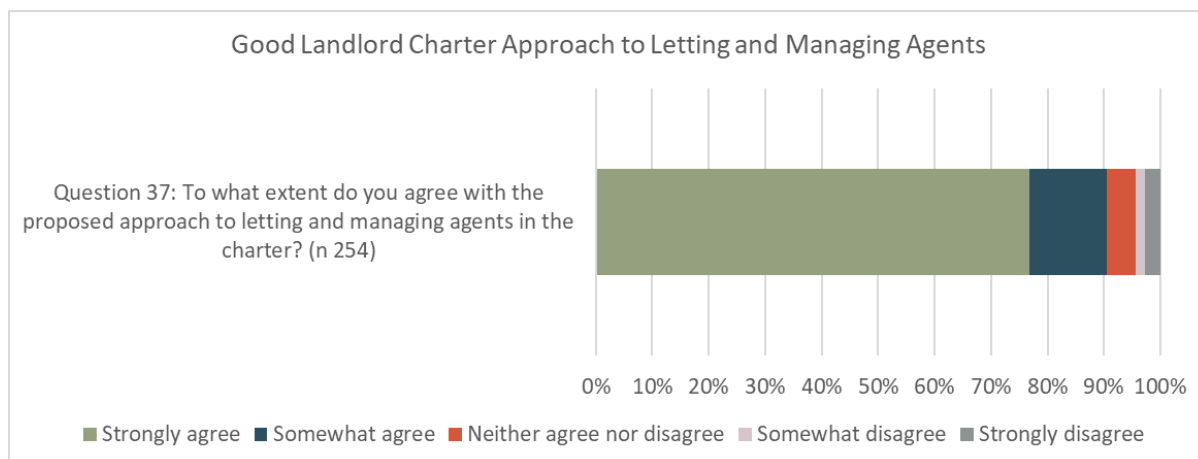
Several respondents suggested the use of an online forum to serve various purposes: express opinion and influence debate; submit information; landlord-tenant mediation; and reviews of landlords and tenants.

## **Award and recognition**

In addition, respondents raised the incentive of promotion of landlords and their accredited properties. For instance, a respondent said that there should be *“Positive promotion of those that aspire to lead the way” (Interested resident)*, especially from the tenants of these landlords, while a comment from the other respondent group recommended that the housing industry should highlight property to tenants that has met the Charter’s criteria and standards. A tenant of a private landlord proposed the idea of *“Property of the month”*, to promote and incentivise good management, whilst a private landlord said there should be pride in the skills and experience of landlords and another tenant of a private landlord recommended sharing best practice.

# Letting and managing agents

This section explores the responses in relation to how the GLC may apply to letting or managing agents. The majority of the responses supported the proposed approach to letting and managing agents, with 195 selecting ‘strongly agree’ and 35 selecting ‘somewhat agree’.



43 consultees provided further views on the proposed approach to letting and managing agents. Responses to this question were quite mixed, with many questioning whether agents should be responsible for enforcing the Charter, or should be included in it at all, as well as responses stating their distrust in agents, and questions over how this would be enforced.

The main themes that came up in relation to this question were, enforcement/ accountability, distrust, responsibility; and support needed for agents. There were also some responses in relation to the operation of the GLC with agents.

## Enforcement/ accountability

There were numerous comments regarding if and how agents should be held accountable to the charter in the same way as landlords, and if and how this would be enforced. Three respondents said that there must be a clear complaints procedure for agents who aren't compliant with the charter, with one suggesting that agents should be suspended as a result.

A few comments reiterated the importance of landlord compliance (as opposed to

agent), with one highlighting that agents should report any non-compliant landlords. However, one organisation emphasised that priority should lie with “*tackling rogue landlords and agents, not policing the compliant*”. This same organisation suggested that the charter could make use of [Safeagent's enforcement toolkit](#).

### **Distrust**

There were several remarks, mostly from private rented tenants, expressing their distrust in agents generally, with a feeling that they don't have tenants' best interest at heart. A few comments stated that, due to the view of agents generally not following good practice, they should not be allowed to join the charter. One tenant of a private landlord thought that agents work to increase costs for landlords and in turn, tenants, and therefore couldn't imagine them voluntarily joining the charter.

### **Responsibility/ accountability**

Of those who responded to this question, most agree that agents should be part of the charter in some respect, due to the crucial role they play in many tenants' experiences. A few responses however stated that criteria should be applied differently depending on whether the agent is representing a private or social rented property, as well as how involved the agent is in the management of the property overall i.e. if most contact is via the agent, they should be held more accountable than agents with little-to-no contact with tenants.

A few comments detailed that agents could play a role in holding landlords to account to principles within the charter, while some responses said the opposite of this. There was one comment setting out that local authorities could have a key role to play in promoting compliant properties, as well as agents.

One organisation said that “*...it is a legal requirement for a letting agent to belong to a government-approved independent redress scheme and have Client Money Protection, these are protections not currently required by landlords but act as a greater layer of consumer protection and thus should be utilised through the Charter*”. (PropertyMark, Organisation working with tenants, landlords and agents)

## **Support for agents**

There were a few comments indicating that for agents to be part of the charter in any way, continued professional development and training resources should be provided to them. There was a suggestion to use property portals such as “Goodlord” to help support agents in promoting the charter and Safeagent offered such resources and training for agents. A private landlord proposed that agents who follow good practice could mentor ones who need help with improving.

There was general support for the ‘charter champion’ status and the inclusion of agents within this.

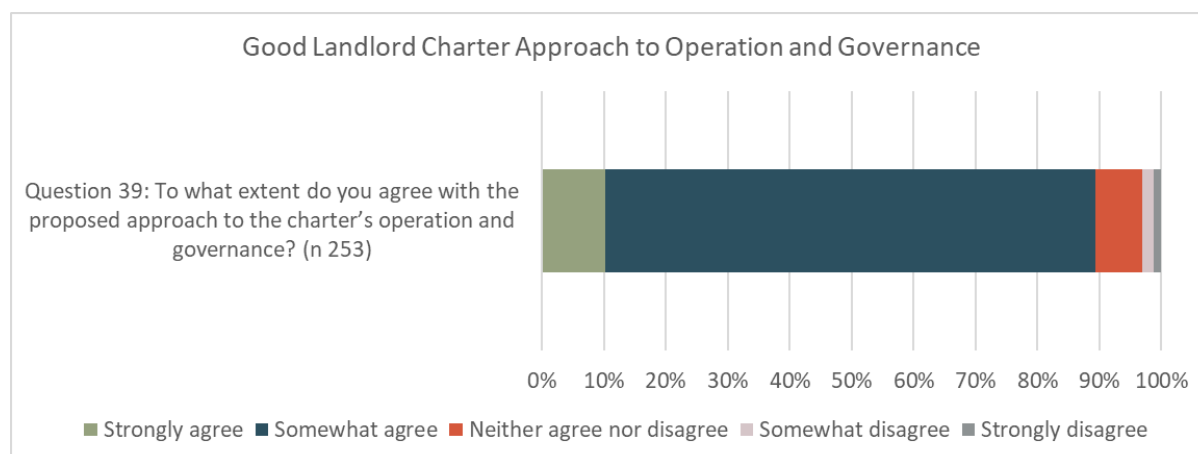
## **Other comments**

A few respondents thought there was not enough detail on how agents would be involved in the charter, with one saying they felt this aspect was in the “early research stages”, and requested more detail on what agent participation in the charter would look like.

One organisation (PayProp) suggested that a way to get agents on board could be to allow them to charge a fee to landlords for assisting them in charter compliance, which would in turn act as an additional source of income for agencies.

# Operation and Governance

This section explores the responses in relation to how the Good Landlord Charter will operate and be governed. Most of the responses showed support for the proposed approach to the charter's operation and governance, with 26 selecting 'strongly agree' and 200 selecting 'somewhat agree'.



45 consultees provided further views on the proposed approach to the charter's operation and governance. Responses were mainly focused around preferred board members on the charter, with a few suggesting that tenants should be present. There were numerous comments about funding/ cost and enforcement of the GLC.

## Preferred board members and board operation

There were various proposals for preferred board members. Groups who were suggested to be on the board were tenants from mainstream and specialist housing, agents, disabled people, students, the Universities and landlords. Some third party involvement was seen as important for board membership, a private landlord stated the importance of independent bodies being present on the board (over landlords), as they are *"less likely to lose sight of the bigger picture"*.

A tenant of a private landlord suggested that board members should be voted in, and that they should be organisations who represent the best interest of tenants. An organisation (ACORN) conveyed their concerns that landlords would *"water down"* measures and stated that *"renters should have a majority on the board"*. There were a few comments around the proposed structure of board resulting in over-

management and risks of becoming too bureaucratic. One private landlord questioned why *“another layer of governance [was needed] when the local councils have housing standards departments”*. Another private landlord felt the proposed board would be *“arm’s length management”* which could be unreliable and costly.

### **Cost/funding**

Of those who responded to this question, there was concern around how the charter would be funded. Two organisations set out that adequate, long-term funding would be needed to run it, as well as one stating that tenants should be protected against any costs being passed on. Numerous respondents were cautious that any operation and governance costs would be passed onto landlords and tenants.

A few private landlords were concerned that operational and governance costs may be passed onto themselves and tenants, and another was suspicious of transparency of costs with third party involvement.

### **Enforcement and monitoring**

There were various comments in relation to how the GLC would be enforced and monitored. Queries related to how landlords or agents from membership of the GLC. There were also queries around how long-term renters would be included or if the focus was only on new renters. One respondent suggested only landlords based in the UK should be able to join to ensure they are available to their tenants. Many comments around monitoring in relation to the GLC characteristics noted that monitoring should not be overly burdensome.

### **Online platform**

There were various suggestions around how landlords and tenants would interact with the GLC via an online portal. Suggestions were in relation to uploading information for compliance but also advertising. Some suggested that there could be a portal could be used as a review tool for landlords, and one respondent suggested similarly tenants could be reviewed. Those proposing an online platform also mentioned that it should be easy to use and access.

## Next steps

The results of the consultation along with other consultation activity including focus groups undertaken in 2024 will be support the development of the GLC over the next year. Additionally wider findings in terms of views on renting in Greater Manchester from this consultation will be used in the development of the GMCAs work in regards to housing.

# Appendices

## Appendix 1: Quantitative Response Tables

Question 3: If you are a tenant, where in Greater Manchester do you live?

Area	Tenant responses – tenants from of private landlords, council or housing association
Bolton	6
Bury	12
Manchester	117
Oldham	6
Rochdale	1
Salford	18
Stockport	8
Tameside	1
Trafford	8
Wigan	3
I am not a tenant in Greater Manchester	3
<b>Total</b>	<b>183</b>

Question 4: If you are a landlord or organisation, where in Greater Manchester do you operate? (*Multiple selection option*) (Question 4)

Area	Organisation working with tenants, landlords or agents	Private landlord	Social landlord	Area Total
Bolton	3	4	1	8
Bury	2	5	1	8
Manchester	5	13	2	20
Oldham	1	0	2	3
Rochdale	1	3	2	6
Salford	6	4	2	12
Stockport	3	7	1	11
Tameside	2	0	1	3
Trafford	3	3	1	7
Wigan	1	2	0	3
All of Greater Manchester	13	0	1	14
We don't operate in Greater Manchester	0	1	0	1



Question 5: To what extent do you agree that complying with existing legal minimum regulatory requirements should be a prerequisite of participation in the charter?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	153	3	0	0	0	0
Tenant of a housing association or council	25	0	1	1	0	0
Private landlord	25	4	1	0	2	0
Social landlord	4	0	0	0	1	0
Organisation working with tenants, landlords or agents	13	0	0	0	0	5
Letting agent	0	1	0	0	0	0
Public sector	5	0	0	0	0	0
Interested resident	12	1	0	1	0	0
Other	17	0	0	0	0	0
<b>Total</b>	<b>254</b>	<b>9</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>5</b>

Question 6: To what extent do you agree that the Good Landlord Charter should encourage landlords to go beyond their legal requirements?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	151	4	0	0	1	0
Tenant of a housing association or council	24	2	1	0	0	0
Private landlord	12	14	2	3	1	0
Social landlord	4	1	0	0	0	0
Organisation working with tenants, landlords or agents	9	4	0	0	0	5
Letting agent	0	1	0	0	0	0
Public sector	4	1	0	0	0	0
Interested resident	10	3	0	0	1	0
Other	14	2	1	0	0	0
<b>Total</b>	<b>228</b>	<b>32</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>5</b>

Question 8: To what extent do you think that the charter characteristics capture the essential qualities of a good renting experience?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	144	10	2	0	0	0
Tenant of a housing association or council	24	2	1	0	0	0
Private landlord	15	12	1	1	3	0
Social landlord	4	1	0	0	0	0
Organisation working with tenants, landlords or agents	3	7	0	1	0	7
Letting agent	0	1	0	0	0	0
Public sector	3	1	0	0	0	1
Interested resident	9	3	0	0	2	0
Other	11	4	0	0	0	2
<b>Total</b>	<b>213</b>	<b>41</b>	<b>4</b>	<b>2</b>	<b>5</b>	<b>10</b>

Question 9: To what extent do you think that the member criteria for 'Affordable' describe the characteristic of good renting?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	12	141	0	1	2	0
Tenant of a housing association or council	3	23	1	0	0	0
Private landlord	7	15	3	2	5	0
Social landlord	3	0	0	2	0	0
Organisation working with tenants, landlords or agents	3	6	0	3	0	0
Letting agent	0	0	0	1	0	0
Public sector	0	4	0	0	0	0
Interested resident	0	12	0	1	1	0
Other	4	10	1	0	0	1
<b>Total</b>	<b>32</b>	<b>211</b>	<b>5</b>	<b>10</b>	<b>8</b>	<b>1</b>

Question 11: To what extent do you think that the member criteria for 'Inclusive' describe the characteristic of good renting?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	14	140	0	1	1	0
Tenant of a housing association or council	4	20	2	1	0	0
Private landlord	11	14	2	1	4	0
Social landlord	4	1	0	0	0	0
Organisation working with tenants, landlords or agents	3	7	0	1	0	0
Letting agent	0	0	0	1	0	0
Public sector	0	4	0	0	0	0
Interested resident	2	11	0	0	1	0
Other	5	10	0	0	0	1
<b>Total</b>	<b>43</b>	<b>207</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>1</b>

Question 13: To what extent do you think that the member criteria for 'Private and Secure' describe the characteristic of good renting?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	18	137	0	0	0	1
Tenant of a housing association or council	4	20	2	1	0	0
Private landlord	19	9	2	0	2	0
Social landlord	5	0	0	0	0	0
Organisation working with tenants, landlords or agents	2	7	0	2	0	0
Letting agent	0	0	1	0	0	0
Public sector	0	4	0	0	0	0
Interested resident	2	10	0	0	2	0
Other	3	10	1	0	1	1
<b>Total</b>	<b>53</b>	<b>197</b>	<b>6</b>	<b>3</b>	<b>5</b>	<b>2</b>

Question 15: To what extent do you think that the member criteria for 'Responsive' describe the characteristic of good renting?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	12	139	3	0	0	2
Tenant of a housing association or council	4	22	1	0	0	0
Private landlord	15	12	2	0	2	1
Social landlord	3	2	0	0	0	0
Organisation working with tenants, landlords or agents	2	8	1	1	0	0
Letting agent	1	0	0	0	0	0
Public sector	0	4	0	0	0	0
Interested resident	3	10	0	0	1	0
Other	4	11	0	0	0	1
<b>Total</b>	<b>44</b>	<b>208</b>	<b>7</b>	<b>1</b>	<b>3</b>	<b>4</b>

Question 17: To what extent do you think that the member criteria for 'Safe and Decent' describe the characteristic of good renting?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	144	10	0	0	1	1
Tenant of a housing association or council	24	2	1	0	0	0
Private landlord	15	11	1	3	2	0
Social landlord	2	3	0	0	0	0
Organisation working with tenants, landlords or agents	5	6	0	1	0	0
Letting agent	1	0	0	0	0	0
Public sector	4	0	0	0	0	0
Interested resident	11	2	0	0	1	0
Other	13	4	0	0	0	0
<b>Total</b>	<b>219</b>	<b>38</b>	<b>2</b>	<b>4</b>	<b>4</b>	<b>1</b>

Question 19: To what extent do you think that the member criteria for 'Supportive' describe the characteristic of good renting?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	17	134	2	2	0	1
Tenant of a housing association or council	3	23	1	0	0	0
Private landlord	11	14	3	2	1	1
Social landlord	4	1	0	0	0	0
Organisation working with tenants, landlords or agents	2	7	0	2	0	0
Letting agent	0	1	0	0	0	0
Public sector	1	3	0	0	0	0
Interested resident	2	10	0	0	2	0
Other	5	12	0	0	0	0
<b>Total</b>	<b>45</b>	<b>205</b>	<b>6</b>	<b>6</b>	<b>3</b>	<b>2</b>

Question 21: To what extent do you think that the member criteria for 'Well managed' describe the characteristic of good renting?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	143	9	0	2	0	2
Tenant of a housing association or council	24	1	1	0	0	1
Private landlord	13	13	1	0	4	1
Social landlord	3	2	0	0	0	0
Organisation working with tenants, landlords or agents	8	2	0	1	0	0
Letting agent	1	0	0	0	0	0
Public sector	3	1	0	0	0	0
Interested resident	9	4	0	0	1	0
Other	9	6	0	0	0	1
<b>Total</b>	<b>213</b>	<b>38</b>	<b>2</b>	<b>3</b>	<b>5</b>	<b>5</b>

Question 24: To what extent do you agree that we should we recognise the differences between different types of landlord (when considering the member criteria)?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	13	8	2	128	0	5
Tenant of a housing association or council	4	2	1	20	0	0
Private landlord	16	9	1	2	0	4
Social landlord	3	2	0	0	0	0
Organisation working with tenants, landlords or agents	5	3	1	1	0	8
Letting agent	1	0	0	0	0	0
Public sector	1	0	0	3	0	1
Interested resident	2	3	0	8	1	0
Other	5	2	0	8	0	2
<b>Total</b>	<b>50</b>	<b>29</b>	<b>5</b>	<b>170</b>	<b>1</b>	<b>20</b>

Question 25: To what extent do you agree that we need to apply the criteria differently for different types of landlord?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	8	9	3	130	1	5
Tenant of a housing association or council	3	2	1	21	0	0
Private landlord	13	6	3	4	2	4
Social landlord	2	3	0	0	0	0
Organisation working with tenants, landlords or agents	5	2	0	2	0	9
Letting agent	0	1	0	0	0	0
Public sector	0	1	0	3	0	1
Interested resident	1	4	0	8	1	0
Other	5	2	0	7	1	2
<b>Total</b>	<b>37</b>	<b>30</b>	<b>7</b>	<b>175</b>	<b>5</b>	<b>21</b>

Question 27: To what extent do you agree with the proposed approach to specialist housing?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	140	5	5	0	0	6
Tenant of a housing association or council	23	2	1	0	0	1
Private landlord	7	9	9	2	1	4
Social landlord	4	1	0	0	0	0
Organisation working with tenants, landlords or agents	4	3	0	0	0	11
Letting agent	0	1	0	0	0	0
Public sector	4	0	0	0	0	1
Interested resident	8	5	0	0	1	0
Other	9	2	2	0	1	3
<b>Total</b>	<b>199</b>	<b>28</b>	<b>17</b>	<b>2</b>	<b>3</b>	<b>26</b>

Question 31: To what extent do you agree that the business benefit of attracting more tenants would be an incentive for private landlords to participate in the Good Landlord Charter?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	138	7	4	1	1	5
Tenant of a housing association or council	20	2	3	1	0	1
Private landlord	6	9	4	2	8	3
Social landlord	0	2	1	0	2	0
Organisation working with tenants, landlords or agents	2	5	2	2	0	7
Letting agent	0	0	1	0	0	0
Public sector	3	1	0	0	0	1
Interested resident	10	3	0	0	1	0
Other	10	2	2	0	1	2
<b>Total</b>	<b>189</b>	<b>31</b>	<b>17</b>	<b>6</b>	<b>13</b>	<b>19</b>

Question 34: To what extent do you agree that the Good Landlord Charter could play a useful role in helping landlords sustain tenancies and reduce tenant turnover?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	139	7	3	1	0	6
Tenant of a housing association or council	23	1	2	0	0	1
Private landlord	3	9	9	3	5	3
Social landlord	2	1	1	1	0	0
Organisation working with tenants, landlords or agents	3	3	1	1	0	10
Letting agent	0	0	1	0	0	0
Public sector	3	1	0	0	0	1
Interested resident	9	3	0	0	1	1
Other	10	3	1	1	0	2
<b>Total</b>	<b>192</b>	<b>28</b>	<b>18</b>	<b>7</b>	<b>6</b>	<b>24</b>

Question 37: To what extent do you agree with the proposed approach to letting and managing agents in the charter?

Group	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree	Not Answered
Tenant of a private landlord	135	10	3	2	0	6
Tenant of a housing association or council	22	2	2	0	0	1
Private landlord	9	13	2	2	3	3
Social landlord	3	1	1	0	0	0
Organisation working with tenants, landlords or agents	4	3	3	0	1	7
Letting agent	0	0	1	0	0	0
Public sector	3	1	0	0	0	1
Interested resident	9	3	0	0	1	1
Other	10	2	1	0	2	2
<b>Total</b>	<b>195</b>	<b>35</b>	<b>13</b>	<b>4</b>	<b>7</b>	<b>21</b>



Question 39: To what extent do you agree with the proposed approach to the charter's operation and governance?

<b>Group</b>	<b>Strongly agree</b>	<b>Somewhat agree</b>	<b>Neither agree nor disagree</b>	<b>Somewhat disagree</b>	<b>Strongly disagree</b>	<b>Not Answered</b>
Tenant of a private landlord	6	139	4	1	0	6
Tenant of a housing association or council	2	20	4	0	0	1
Private landlord	6	9	9	2	2	4
Social landlord	3	2	0	0	0	0
Organisation working with tenants, landlords or agents	3	6	1	0	0	8
Letting agent	0	1	0	0	0	0
Public sector	1	3	0	0	0	1
Interested resident	2	11	0	0	1	0
Other	3	9	1	2	0	2
<b>Total</b>	<b>26</b>	<b>200</b>	<b>19</b>	<b>5</b>	<b>3</b>	<b>22</b>

## Appendix 2: Comms and Engagement

### Comms and engagement evaluation of the GLC

#### 1. The consultation portal

The consultation was hosted on [www.gmconsult.org](http://www.gmconsult.org)

During the consultation period, there was 1976 individual users on the portal, looking at the Good Landlord Charter consultation. This included 5894 views of the survey from across those users.

There were peak viewing days during the consultation –

- Launch of the consultation – 151 views
- 25 January – 259 views
- 22 February – 176 views

Most of the users accessed the survey via a desktop (73.1%) with 25.7% accessing via their mobile phones.

In terms of where people heard about the consultation, the majority of the traffic came direct to the site –

- 54.6% direct to [www.gmconsult.org](http://www.gmconsult.org)
- 8.7% via the GMCA website
- 8% across social media
- 6.6% via google
- 3.6% of visits can from Manchester Student Homes website, suggesting there was a link embedded in their site.

Majority of people viewed the survey in English, but there was some (limited) translation to Polish, Spanish, Chinese and Italian)

584 of the viewers accessed the site from within Greater Manchester and 552 viewers were from London. Cardiff was the third most accessed location with 118 views.

#### 2. The GMCA webpages

Details about the consultation were hosted here – [Good Landlord Charter - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](#)

**01/01/24 – 26/03/24**

<https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/good-landlord-charter/>

- Page views: 1914
- Page users: 1094
- Average engagement time:1m 35s
- Video views: 259

#### **Document downloads**

[Supporting document-Background to the Good Landlord Charter \(greatermanchester-ca.gov.uk\)](#)

- Downloads: 139

[GM Good Landlord Charter Equalities Impact Assessment \(greatermanchester-ca.gov.uk\)](#)

- Downloads: 45

[Briefing- Pilot TSM Analysis \(greatermanchester-ca.gov.uk\)](#)

- Downloads: 32

**01/01/24 – 26/03/24**

<https://www.greatermanchester-ca.gov.uk/what-we-do/research/research-housing-and-planning/research-good-landlord-charter>

- Page views: 209
- Page users: 104
- Average engagement time:9m 52s

#### **Document downloads**

- [PowerPoint Presentation \(greatermanchester-ca.gov.uk\)](#) - Downloads: 35
- [PowerPoint Presentation \(greatermanchester-ca.gov.uk\)](#) - Downloads: 0

- [Review of landlord accreditation schemes \(greatermanchester-ca.gov.uk\)](https://greatermanchester-ca.gov.uk) - Downloads: 43
- [impact-of-lha-freeze-in-gm.pdf \(greatermanchester-ca.gov.uk\)](https://greatermanchester-ca.gov.uk) - Downloads: 0
- 

### 3. Media coverage

The consultation was launched with a press conference and press release. This can be found here - [Mayor of Greater Manchester launches consultation on groundbreaking Good Landlord Charter - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://greatermanchester-ca.gov.uk)

The GLC was covered across local and regional media, and also national sector specific media in the immediate launch of the consultation and largely in the week after the launch.

- [Burnham launches consultation on Good Landlord Charter | News | Housing Today](#) - 08/01/24
- [Greater Manchester mayor launches consultation to stop 'untouchable' landlords | ITV News Granada](#) - 08/01/24
- [Andy Burnham Launches Consultation On Good Landlord Charter - Secret Manchester](#) - 08/01/24
- [Andy Burnham sets out how he plans to 'get serious' about housing - Manchester Evening News](#) – 08/01/24
- [Burnham ramps up mission to improve renters' living standards - Place North West](#) – 08/01/24
- [Property118 | The UK's first Good Landlord Charter unveiled in Greater Manchester - Property118](#) - 09/01/24
- [Consultation launches on Greater Manchester Good Landlord Charter - Marketing Stockport](#) - 09/01/24
- [Rochdale News | News Headlines | Consultation on Greater Manchester Good Landlord Charter launched - Rochdale Online](#) - 09/01/24
- [Property groups welcome Manchester Good Landlord Charter - Business Live \(business-live.co.uk\)](#) - 09/01/24

- [‘Good Landlord Charter’ consultation launched in Manchester \(mortgagesolutions.co.uk\)](#)
- [Labour Mayor’s landlord clampdown backed by Build T... \(landlordtoday.co.uk\)](#) - 10/01/24
- [Inside Housing - News - GMCA ‘confident’ social landlords will sign up to new Awaab Ishak-inspired scheme](#) -11/01/24
- [NRLA welcomes principles of Manchester Good Landlord Charter | NRLA](#) – 12/01/24
- [Andy Burnham explains why it's so important to 'get housing right' \(bigissue.com\)](#) - 12/01/24
- [Greater Manchester Combined Authority opens consultation on its new Good Landlord Charter - The Mancunian](#) – 29/01/24

#### 4. Social media

During the consultation period, we posted a range of posts across all social channels.

Facebook and X/Twitter were the best performing, which is to be expected with our audience size being larger on those platforms.

However, LinkedIn also performed well, with nearly 10k impressions.

The animation that was produced in-house for the consultation received 4,714 views.



**Greater Manchester Combined Authority** @greatermcr

The Good Landlord Charter is our plan to make renting in our city region better, and we want to hear from tenants and landlords about plans and how renting could be improved.

Find out more [orlo.uk/Y3tVi](https://orlo.uk/Y3tVi)



5:26 PM · Jan 8, 2024 · 4,716 Views

4 19 25 1

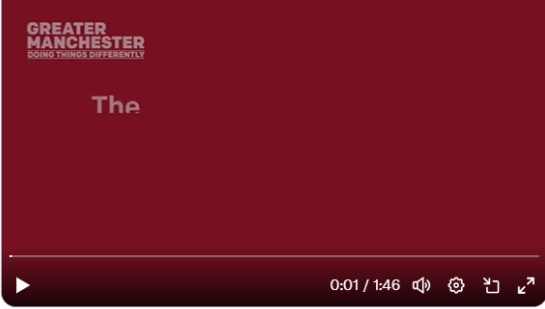
**Greater Manchester Information Governance** @GM\_Infogov

Our team helped support the Good Landlord Charter. Find out more [▶](#)

**Greater Manchester Combined Authority** @greatermcr · Jan 8

The Good Landlord Charter is our plan to make renting in our city region better, and we want to hear from tenants and landlords about plans and how renting could be improved.

Find out more [orlo.uk/Y3tVi](https://orlo.uk/Y3tVi)



8:56 AM · Jan 9, 2024 · 61 Views

## Overall

- Total posts: 71
- Total clicks: 706
- Reach: 14.5k
- Impressions: 40k

## Twitter/X

- Total posts: 18
- Total clicks: 229
- Impressions: 22.6k

### **Facebook**

- Total posts: 19
- Total clicks: 325
- Reach: 5.8k
- Impressions: 6k

### **Linkedin**

- Total posts: 18
- Total clicks: 144
- Reach: 7.3k
- Impressions: 9.9k

### **Instagram**

- Total posts: 16
- Total clicks: 8
- Reach: 1.4k
- Impressions: 1.5k
- 

### **5. Assets / collateral and other information**

Social video views: 1.7k

Impressions: 6.3k

Reach: 382

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# Greater Manchester Combined Authority (GMCA)

A report on the Focus Group consultation on the Good Landlord Charter

April 2024

Report Author: Jackie Grannell - Associate Consultant



## Background

Greater Manchester Combined Authority (GMCA) appointed Tpas, in January 2024, to facilitate, as part of the wider consultation process, thirteen focus groups on the Good Landlord Charter (GLC).

GMCA identified that the aims of the focus group are:

- To widen participation in the consultation by speaking to those who may be less likely to respond or engage with a traditional public sector consultation.
- To gather the views of groups where there is evidence of a more negative experience of renting for example those who are disabled or those who are in receipt of welfare benefits.
- To understand the views of those from focus groups on the proposed GLC to inform the development of the GLC.

This report describes Tpas approach to delivering 13 focus groups, the key themes identified across all the focus groups and provides recommendations for changes to the GLC that the participants suggested.

The report also highlights issues of concern around the renting experience of GMCA residents which although not strictly in the scope of this project, we feel they should be noted and acknowledged. We have detailed these out-of-scope views in a separate section in this report.

## Executive summary

There is broad support for the good landlord charter from tenants and private rented sector landlords and agents. It is welcomed as an addition to the already existing Regulatory Standards for Social Housing, the voluntary Codes of Practice and Conduct that operate within the private rented sector, and housing and property legislation.

We asked, 'What makes a good landlord' and it is interesting to note that tenants and PRS landlords identified the same characteristics.

- To provide a responsive service especially a responsive repair service
- To provide a home that is safe to live in.
- To not discriminate and adapt service delivery, including repairs, to account for individual difference.
- To be good at communication

The participants did not request or suggest any changes to the GLC criteria. Participants liked the plain language of the Charter. One suggestion, made by a participant, was to ensure that in the final design there are pictures that show wide representation of greater Manchester communities and people.

The biggest source of dissatisfaction for PRS and social housing is when landlords or agents fail to respond to phone calls, emails, or other communications in a timely and appropriate manner. This highlights that good customer service is at the heart of being a good landlord.



Participants queried as to how the Charter would be monitored to ensure compliance and asked what the penalties would be for non-compliance. It was also viewed as another tool in the arsenal for good property management which landlord and tenants would find useful, but it cannot replace good enforcement practices from local authorities using their legal powers to ensure landlords provide safe, decent legally compliant homes, particularly in the private rented sector (PRS). Agents are supportive of the Charter and will encourage their landlord clients to sign-up.

Tenants would like to be part of the process of monitoring compliance with GLC and feel that there is some finer detail behind the criteria that will make monitoring and landlord accountability easier to understand. For example the 'responsive' criteria in which it states that the landlord should 'respond satisfactorily to request for repairs, correspondence and complaints' raised some concerns. Tenants said they would be looking for timescales, for example, in terms of responses for requests for repairs, answering email or returning phone calls but it was not clear to the as to whether the GLC would be this prescriptive. This highlights tenants concerns about how to hold the landlord to account for service delivery. For social housing tenants this matter will be resolved by virtue of the fact that their landlord has to meet the Housing Ombudsman's Complaint Handling Code and, from the 1<sup>st</sup> April 2024, will be regulated against the four Consumer Standards, and it is the Home Standard that will regulate landlord performance on repairs, maintenance, and property compliance (fire, water, electrics, gas, asbestos and lifts).

For PRS tenants whose agents use the Property Ombudsman scheme, there is a clear line of sight around dealing with complaints about the property management and maintenance service. But for PRS tenants whose landlord does not follow an existing Code of Practice e.g. National Residential Landlord Association (NRLA), their only recourse is with the local authority.

The 'inclusive' criterium of the charter is welcomed and participants liked the phrase 'because of who you are'. The feedback does highlight barriers for some groups in accessing housing with disabled people particularly finding challenges in accessing and staying in their home. It might be that PRS tenants and landlords are unaware of the support that is available to help with minor and major adaptations.

All groups see the GLC as a public statement of commitment to high standards by landlords and that it is a good idea.

## Methodology

Over the period 5<sup>th</sup> February 2024 to 13<sup>th</sup> March 2024, Tpas facilitated thirteen focus groups, 11 via Zoom and 2 in-person sessions.

- Five focus groups with private rented sector tenants
- Five focus groups with social housing tenants
- Two focus groups with private sector landlords
- One focus group with managing and letting agents for private landlords.



GMCA identified the tenant focus group participants as those whose experiences of renting differed from the general population or the harder to reach groups in terms of responding to consultations. The specific characteristics of the groups included students, families, disabled people, older people, Housing First residents, those from minority ethnic communities, and those from the LGBTQ+ community. The landlord focus groups participants were private rented sector (PRS) landlords and agents.

We aimed for each session to have ten people in attendance. A £40 Love2Shop voucher was offered, as an incentive, to tenants attending the sessions. Only those who booked onto the session and subsequently attended were given vouchers. A Briefing Guide for each session was produced by Tpas and distributed by GMCA beforehand to encourage participation. Please see Appendix 3 for further information.

In total 116 people attended the sessions

- 22 Private rented sector tenants
- 81 social housing tenants
- 9 Private sector landlords
- 4 managing agents for private sector landlords

Overall we spoke with

- 103 tenants i.e. PRS and Social Housing tenants – this represents 89% of all participants.
- 13 PRS landlords and letting agents - this represents 11% of all participants.

Appendix one of this report details the dates and times and attendance record at each of these sessions.

### [Focus groups – how they contribute to wider consultation and research.](#)

Focus group interviews are a qualitative research technique. Qualitative research is more concerned with the way people think and feel and the aim is to gather participants perceptions, feelings, attitudes, or ideas.

Focus groups aim to create a normal candid detailed conversation around a specific subject within a group of people who have certain characteristics in common relating to the topic or subject for discussion. Focus Groups are a tried and tested research method that builds on the strength of working with people in groups through a structured focused process of selection and questioning.

A 'true' focus group.

- Meets only once.
- As a part of a wider programme of focus groups
- Is made up of a small group of people who don't know each other.
- Concentrates on only one issue.
- Is facilitated by an independent person.
- Is concerned with attitudes, feelings, beliefs, and responses.



This means that the data, i.e. the numbers attending session is of no statistical significance. In addition, the participants were self selecting and we did not collect equality information about each participant, so we cannot be certain that those attending each focus group are statistically representative of the focus group criteria.

Tpas have used the views, feelings and concerns expressed by participants to identify the key common themes from across all sessions.



## Findings

In this section we have summarised and identified the common themes across all of the focus groups. Appendix 2 contains the detailed notes, including comments made in the 'chat' function of Zoom, from each focus group.

### Support for the Good Landlord Charter (GLC)

All the groups expressed support for the good landlord charter. It is seen as a means of supporting other forms of regulation, codes of conduct and practice, and the requirements as set out in legislation for the management of property. The participants did not request or suggest any changes to the GLC criteria. Participants liked the plain language of the Charter. One suggestion, made by a participant, was to ensure that in the final design there are pictures that show wide representation of greater Manchester communities and people.

- *It's good because it will raise awareness about good standards for renting but it does need to have an integrity and a level of scrutiny behind it and that means holding the landlord to account, especially private rented sector landlords.*
- *The criteria in the Charter are good but, in all honesty, they are the bare minimum of what a tenant should expect and what a landlord should be delivering. It's just the basics so I would wonder why we need a Charter; it's just telling us what we should expect".*

***Comments from PRS tenants***

*As agents we definitely have landlords who would want to sign-up to this, and it won't be a hard to sell to them and it will complement our services and the complaints process.*

NB: Agents sign up to the Property Ombudsman Scheme for the PRS

***Comment from a PRS Agent***

*Social Housing tenants have opportunities to hold their landlord to account as they are already tightly regulated and if they meet this standard of regulation then they will meet the GMCA charter.*

***Comment from a formally involved social housing tenant***

We asked, 'What makes a good landlord' and it is interesting to note that all groups identified the same characteristics.

- To provide a responsive service especially a responsive repair service
- To provide a home that is safe to live in.
- To not discriminate and adapt service delivery, including repairs, to account for individual difference.
- To be good at communication

On this latter point of communication, PRS and social housing tenants specifically expressed this in terms of landlords answering telephone calls, responding to emails, being available to discuss matters, and for



landlords and contractors to make appointments that suit the needs of tenants according to lifestyle. PRS landlords spoke of having business practices that used good communication from the application, viewing and letting stages and working this through to the day-to-day management of the property.

The biggest source of dissatisfaction for PRS and social housing tenants is when landlords or agents fail to respond to phone calls, emails, or other communications in a timely and appropriate manner. This highlights that good customer service is at the heart of being a good landlord.

All groups see the GLC as a public statement of commitment to high standards by landlords and that it is a good idea. Landlords felt that by signing-up to the GLC it might offer them some commercial advantage in attracting new clients looking for property in the Greater Manchester.

- *A step in the right direction as it defines the concept of what the legislation requires of landlords.*
- *Above and beyond the minimum are the things you do every day as part of normal business.*

**Comments from PRS landlord/agent**

### [Support for the Good Landlord Charter \(GLC\) but there are questions about implementation, monitoring, and enforcement.](#)

From a tenants' perspective there are key questions around the implementation monitoring and enforcement of the GLC. Tenants want to know how, if a landlord is signed up to the Charter, they will be monitored against the criteria of the Charter. They want to know how the landlord performs against the Charter criteria and, what redress tenants have if the landlord is not meeting the Charter commitments or penalty the landlord pays for not meeting the Charter commitments.

- *It's a good mission statement and if a landlord doesn't follow the Charter, they should be struck off.*
- *Not clear how it will work and how landlords will prove they are following the Charter.*
- *I'd like to see some more specifics and some more definitions in the Charter that would make it more actionable.*
- *I'd like to know how it will be enforced – what recourse do tenants have if the landlord doesn't meet the Charter standards.*

**Comments from PRS tenants**

PRS tenants are concerned that an unintended consequence of the GLC is that it would give PRS landlords the opportunity to charge more rent.

- *I'd be concerned that if the landlord or agent signed up to the Charter that the rent will be more expensive – a sort of premium on the rent.*

**Comments from PRS tenants**

Likewise PRS landlords and PRS agents also have concerns about monitoring of the Charter but feel that for those who aspire to best practice, it makes sense to sign-up to the GLC.



- *As a PRS landlord with a small portfolio and who does manage the property themselves then I would sign up to this Charter but not sure how it would improve my relationship with my tenants. I already take my role seriously and respect my tenants' rights, but I would still sign up to this charter.*
- *What does above the minimum means and how will it be measured in practice?*

**Comments from PRS landlord**

Landlords and agents highlighted the fact that bad or rogue landlords are unlikely to sign up to the Charter and it is the enforcement against this group that needs to be strengthened by councils and the courts.

- *The real test for this charter is enforcement – because a rogue landlord is a rogue landlord, and they won't sign-up to his Charter. Councils need to be funded to investigate and take legal action against rogue landlords.*
- *What does above the minimum means and how will it be measured in practice?*

**Comment from PRS landlord/agent session**

### Tenants' views of the seven criteria of the GLC

In this section we have taken the seven criteria of the GLC and identified, were expressed, tenant responses to those criteria. The question asked was 'What do you like about the proposed good landlord Charter?'

- **Affordable -You should understand how your rents and other charges are set and should not be ripped-off.**

Participants agree with the criteria and statement, but the challenge is what 'affordable' means in practice. The term 'affordability' also raised the more complex issues faced by PRS tenants around deposit bonds, guarantors, and demands for rent in advance. The PRS Student participants gave examples of PRS landlords demanding 6 or 12 months' rent in advance and this is in addition to deposits and other fees. As mentioned previously PRS tenants are concerned that a landlord or agent who has signed up to the Charter might use this as an opportunity to charge more rent.

*'Not being ripped off' – I have faced issues about getting my deposit returned because of a loose and subjective interpretation of 'fair wear and tear.'*

**Comment from PRS tenant**

A PRS tenant described how their rent had increased in line with market levels, but that rent increase didn't reflect the increase in the household income and the rent is now unaffordable. It is important to identify, which the PRS tenants did, the drivers for finding accommodation in the PRS sector. Location is a key driver and participants described how they wanted a property that provided easy access work and education. Once they have identified a location, they then investigate the size of properties available and





the rent. Affordability becomes an issue once they realise that cannot afford to rent in their preferred location and as market for PRS homes becomes more competitive, so the rent becomes less affordable. One PRS tenant described how they were saving for a deposit to buy their own home and that because the landlord has recently increased the rent, which they can afford, it means that there is less being set aside each month into their savings.

Social Housing tenants did not make any specific comments about this criterion. It could be inferred that this is because their rents are controlled by the Regulator of Social Housing's Rent Standard and by virtue the fact that they rent from a social housing provider and know that the rents are less than the market rent charged in the PRS.

For PRS landlords their views on affordability are seen through limits of Local Housing Allowance (LHA) but they know that in areas of high demand they can charge whatever rent the person is willing to pay. Hence for PRS landlords, the market leads on price.

- Inclusive - You should not have a worse renting experience because of who you are.

This was welcomed and the phrase 'because of who you are' was highlighted as being positive. The feedback shows that there are barriers for some people to access housing and participants described discriminatory practices of landlords.

The minority ethnic group participants, both social housing and PRS, did not specifically describe any situations or give examples of discriminatory practices based on race and ethnicity.

Disabled residents in the private rented sector discussed how if they asked for adaptations or physical changes to a property the landlord would say they couldn't afford them, or they didn't want to do them because they didn't want the property marked as being for somebody who was disabled - this latter example was given in the case of somebody who wanted a ramp installed to the front door.

Disabled residents in the PRS also described how PRS landlords and contractors did not take the needs of the disabled tenant into account when organising repair appointments or thinking about the needs of that tenant and adapting their service response accordingly. For example, making appointments for contractors to visit at a time when the resident is receiving daily care or support.

The participants on PRS Disabled session described how they feel that there is a perception that disabled tenants are more trouble than they are worth, but the because the private rented sector is so competitive it means that all the power sits with the landlord, and they can choose who to house and who not to house. The participants also described how they have experienced retaliatory/no fault evictions because of an occupational therapist review or a social care review. They expressed a view that the landlord thinks *'this tenant's going to need a lot more from me and it's going to cost me time and money and so they*



*simply don't want to house people with disabilities.* A PRS landlord identified their knowledge gap in respect of helping a disabled tenant.

*As a landlord, if I'm not sure how to help someone with specific needs e.g. a disability or language needs, I know of other third part organisations who can help, and the Government website is useful.*

**Comment from PRS landlord**

- *They should respond in a timely way and should understand that they need to make reasonable adjustments as is required under the Disability Discrimination Act*
- *I've been told that there are people who have been denied housing in the private rented sector because of mobility aids such as scooters or walking aids and landlords describing how they don't want the equipment stored in the house.*

**Comments from PRS tenants about PRS landlords**

Social housing tenants can request adaptations to their properties because many housing associations provide for minor adaptations through the day-to-day repairs budget, but tenants felt that social landlords could be slow in responding to requests and in having the work completed. Examples of the types of minor adaptations provided by social landlords includes, grab handrails, specialist taps for kitchen sinks and bathroom basins. Participants described how, despite informing the landlord about their mobility challenges, contractors called at their home but didn't wait around long enough for the tenant to answer – they assumed the tenant wasn't at home. For social housing tenants this experience is a source of frustration particularly because they have advised the landlord of their circumstances and they are often asked, by the landlord, if the information is still relevant and correct. It highlights the need for this key personal information to be shared with the right people at the right time in the organisation. It should be noted that it is a regulatory requirement under the Safety and Quality Standard that social housing landlords assist tenants with adaptations and under the revised Code of Practice, in place from 1<sup>st</sup> April 2024, they will need *'provide more information around providing flexibility for more complex repairs and meeting the diverse needs of tenants.*

The LGBTQ+ participants reflections on the term 'inclusive' included:

- *The 'inclusive' criteria and statement is important – for all groups.*
- *I think it should not be discriminating others, on sexual orientation or colour of skin, yeah everyone should be included.*
- *Giving us a call out would make us seem different while we want to be treated the way others are, so I don't see any reason to change the text on inclusivity.*
- *Personally I don't think we should be called out especially in the charter, it doesn't need to be added to - just the parameters in the background need to be fully inclusive.*

**Comments from PRS tenants on LGBTQ+ session**



Whilst 'inclusive' can be taken to refer to the protected characteristics in the Equality Act 2010 we also heard examples of lived experiences that are not protected by law. For example, Housing First tenants highlighted how easy it is to evict somebody in the private rented sector and how the insecurity of the private rented sector can be a trigger for a person to return to addictive behaviours or to committing criminal offences and being returned to prison. This group also discussed the bias within the private rented sector towards recovering addicts and those leaving the prison system. The discussion then led into describing how unemployment and physical or mental illness is also a barrier to getting access to housing, especially the private rented sector.

In the PRS families group, the participants described the discriminatory practices by PRS landlords who didn't want children and/or pets in the property because of the potential damage to décor.

The Social housing participants discussed the challenges of being accepted onto a waiting list for social housing and how challenging this is for people with 'hidden' disabilities such as autism/ADHD because there isn't a priority for this type of person. They also discussed how, if not accepted onto a social housing waiting list, there they must rely on finding a home in the private rented sector and this has another set of challenges including short supply and high demand and if someone does have mental health needs the ability of a PRS landlord to support them to stay in their home.

- **Private and secure - You should be reasonably free to enjoy your home and make it your own.**

This was welcomed by the participants. Tenants who had a positive relationship with the landlord said that they were able to make the property their home and that their landlord trusted them to look after the property and this led to a responsive service for repairs or other requests.

Those who had a less positive experience in the PRS described how landlords had a set of keys to the property and let themselves into the tenant's home – sometimes the tenant was at home when this happened and on other occasions the tenant was not at home. International students described how they were not clear about UK laws on renting a property and felt that they were taken advantage of because of their status. They are reluctant to complain to or about the landlord as this may result in them being evicted.

- **Responsive - Your landlord should respond satisfactorily to requests for repairs, correspondence, and complaints.**

Under this criteria PRS and social housing participants queried the term 'respond satisfactorily'. They said they would be looking for timescales, for example, in terms of responses for requests for repairs, answering email or returning phone calls but it was not clear to the as to whether the GLC would be this prescriptive. This highlights tenants concerns about how to hold the landlord to account for service delivery. As the regulatory regime for social housing is changing Tpas would suggest that social housing customers should be seeing a more transparent reporting of performance from their landlord, where this



is not already the case. For PRS tenants the 'respond satisfactorily' remains subjective and open to interpretation.

Participants also described the fear of reporting a repair or making an inquiry with a PRS landlord/agent because they did not want to be perceived as being a nuisance, being demanding or to be thought of as a difficult tenant as they feared the consequences of this would be the landlord serving them with a section 21 (no fault eviction) notice or increasing the rent.

Repairs and maintenance are key issues for PRS and social housing tenants. One PRS tenant gave an example of having a roof leak and the contractor advising the landlord what needed to be done but the landlord refusing to have the work carried out. The tenant had taken the issue to council and the MP, but the landlord did not do the repair.

- **Safe and Decent - You should be able to live free from physical or psychological discomfort in your home.**

This commitment in the GLC is welcomed by participants and they understood this to mean that the property is safe and decent i.e. that gas, electricity, water services are working, legally compliant and safe. They queried as to whether that extended to issues such as anti social behaviour and domestic violence.

One PRS tenant provided their concerns about safety in the home as follows:

*I've suffered from anti-social behaviour from my neighbour. One of my children has autism and ADHD and he can sometimes be noisy, but the neighbours are not very understanding, and I've had the neighbour, when he's drunk, knocking on my front door, and threatening me. The police are involved and it's frightening. But my landlord won't do anything to help me and my children.*

**Comment from PRS tenant**

The following examples of landlords failing to carry out repairs shows the frustration of tenants:

- *We have waited since May of last year for a repair to be done to our roof. There is a hole in the roof and the landlord is refusing to do repairs. We have been to the council and to our local MP, but nothing has happened. We can't afford to move house at the moment stop we were advised to get the repair done ourselves and send the invoice to the landlord, but we are on a limited income at the moment because I'm on maternity leave and so we're not sure we'd get the money back for the repair. The house we live in is just not fit for human habitation. The solution for us would be to move but we'd have to find a deposit and guarantors, and we'd need moving fees. It's really expensive to move house in the private rented sector.*
- *We live in a bungalow, and we suffer from quite severe damp and mould. All the landlord says is that the damp and mould is all our fault. We have had a surveyor independently look at our property and they have told us that it's a structural problem and that bungalows, built during the late 1950s early 1960s suffer with damp and mould there is an easy solution, but the landlord won't spend the money on having the air circulation system installed in the roof space.*

**Comments from PRS tenants**



- Supportive - You should have essential information about renting your home and be helped to access support if you need it.

PRS and social housing tenants thought this also highlighted how a landlord needs to be good at communicating with tenants. This also relates to the basic safety information a tenant must have about the property including a gas safety certificate, electrical safety certificates and an EPC (Energy Performance certificate).

PRS landlords and agents discussed the requirement for homes to reach an EPC rating of C. They felt that this was not an important issue to their tenants because for some tenants' bills are inclusive as part of the rent agreement so irrespective of whether the property meets the EPC-C Rating the tenants are not concerned. The issue of EPC was not raised by the tenant participants but the counter argument to the landlord view is that an energy efficient home is important to tenants because it reduces the overall outgoings. If tenants are paying a rental charge which is inclusive of bills how does the landlord prove to the tenant that the utility costs are fair and accurate reflection of the actual costs.

- Well managed - Your landlord should be competent or use a competent managing agent.

Participants asked how you would measure competency. Social housing tenants queried the qualifications of staff as well as the experience of staff in managing properties. It is welcomed as part of the GLC, but the participants queried how it, i.e. the suitability and qualifications would be measured or enforced.

- *They need to employ the right people and staff need to be trained properly.*
- *I like this bit about being competent. In my experience as soon as a member of staff is competent, they leave, and we end up with someone who isn't competent. I'm not even sure if my landlord has proper training for new staff.*

**Comments from social housing tenant**

### PRS landlords and agents – What would encourage them to sign up to the Charter?

The GMCA brief asked us to explore with PRS landlords and agents the drivers that would encourage them to join the Charter.

As stated previously, landlord and agents, like tenants, have a positive view of the GLC and welcome it.

- *It's a step in the right direction as it defines the concept of what the legislation requires of landlords.*
- *We already have a good brand – signing up to this Charter might have some incentive but not sure it would change anything for us.*

**Comment from PRS landlord**

Some would welcome an incentive for signing up such as an exemption from some or part of the fees they are charged for schemes such as selective licencing or HMO licencing.



- *An incentive would be if by signing up to the Charter we were exempt from some or part of the fees we are charged for other schemes such as Selective Licensing Schemes and HMO licensing.*
- *If a landlord qualifies for this scheme, then by definition they would also meet the requirements of HMO licensing and Selective licensing schemes.*
- *If we operate an HMO we are checked and need to prove our homes meet legal standards – by signing up to the Charter might this enable the Housing Enforcement Teams to focus on those homes and landlords that are not meeting safe standards.*

**Comments from PRS landlord/agent**

They also wanted to understand more about how the GLC will be monitored and are concerned that signing-up and proving they meet the Charter will become another administrative task.

- *What does above the minimum means and how will it be measured in practice?*

**Comments from PRS landlord/agent**

We wanted to understand how agents would champion the GLC with their clients. Agents work with a wide variety of landlord clients from a person owning a single property to a company operating a Buy to Rent investment scheme. Agents also have to be registered and accredited to operate. They felt that signing up to the GLC would be welcomed by their clients but if the scheme became another cost to the landlord or if the PRS sector was more heavily regulated this might put people and organisations off from entering the PRS market as a landlord.

This being said there is positive support from Agents for the GLC and they will encourage their landlord clients to sign up.

- *Agents want to work with good landlords, and we can use this to tell landlords that we won't represent them if they don't meet the Charter criteria.*
- *Agents are part of the process of educating landlords, but we don't want to make life harder for landlords and we must be mindful of their individual circumstances.*
- *We should see the Charter as part of journey to improvement.*
- *Agent support GMCA's Charter but we can't enforce it and would want representation on the oversight of the Charter in the longer term.*

**Comments from PRS Agents**



### Wider issues of concern beyond the scope of the focus group research into the GLC.

The focus group discussions took us beyond the scope of the GLC, but we felt it was worth highlighting in this section some of those issues identified by landlords and tenants that relate to housing, more generally, and accessing suitable housing. In no particular order these issues include:

- **The challenge of supply of and demand for affordable housing of all tenures**

Underlying all the discussions is this key issue of supply and demand of affordable homes, of all tenures, across the region. People want choices about where they live, about the size and type of home and the permanency of that home. They want a home that also gives them access to their wider support and social networks of family and work.

- **The power imbalance between landlord and tenant especially in PRS tenancies**

Tenants' views about the power imbalance are expressed earlier in this report where we describe how tenants are fearful of contacting the landlord to report repairs as this might result in the landlord serving them with a Notice to Quit. The converse of this is the view expressed by PRS landlords is that the legislation specifically the 1988 Housing Act, which introduced assured shorthold tenancies, gives them the freedom to rent out their asset and to get that asset back when or if they need it by virtue of the fact, they can serve a Section 21 notice on the tenant at any time and without good reason. PRS landlords cited delays in getting court dates as one of the reasons they use the Section 21 route to end a tenancy and that by not using this they risk financial losses because the tenants are not paying the rent.

- **PRS landlords expressed concern about proposed new legislation which they feel will restrict their ability to end PRS tenancies quickly and cheaply.**

There was a view expressed that the potential changes to legislation e.g. Renters Reform Bill will lead to PRS landlords leaving the sector because they won't be able to gain access to their asset easily and quickly. A view was expressed that this proposed new legislation will result in good landlords leaving the PRS market and that this will lead to an increase in homelessness. In addition, another view that was expressed relates to the increase in mortgage costs due to increasing interest rates which might mean small portfolio landlords are leaving the sector resulting in an increase in corporate investors in the Buy to Rent market. This was described as a seismic shift in the PRS.

At the heart of this we would suggest is the argument about the economics of housing, the affordability of housing, and the supply of housing across the UK.

- **Access to suitable housing for older people and those with disabilities**

The social housing participants discussed the challenges of being accepted onto a waiting list for social housing and how challenging this is for people with 'hidden' disabilities such as autism and ADHD because there isn't a priority for this type of person. They also discussed how, if not accepted onto a social housing waiting list, then they must rely on finding a home in the private rented sector and this has



another set of challenges including short supply and high demand and concerns that a PRS landlord or agent might not be sympathetic to the specific needs of the tenant.

The social housing participants also described the challenges when wanting to move from family accommodation to smaller accommodation. The example given was a move from a three-bedroom family house to two/one bedroom flat or maisonette. They described how they would willingly move but the lack of supply of suitable accommodation for single person or older person households in the area in which they already live is in short supply or does not exist. They want to stay in the area because this is where their family and social connections live and so, they have decided it is better to stay in their current home. This highlights that location and community links matter to people and not building enough accommodation for an older age group or smaller households that enables them to live within their existing communities means that social landlords are not able to make best use of existing housing stock. This issue then links to the wider housing need strategy as well as planning strategies and planning for the future for an ageing population.

- **The restrictiveness of the social housing register**

Older Social housing tenants discussed how difficult it is for their children to access social housing because the threshold for the highest band is generally unachievable and they lamented the lack of stability their adult children had in respect of their housing.

For PRS tenants with children, the meeting at Home-Start highlighted the reality of families struggling with a complex system. Home-Start is 'a local community network of trained volunteers and expert support helping families with young children through their challenging times' ([www.home-start.org.uk](http://www.home-start.org.uk)) We met families who use the service and also had the opportunity to speak with the staff who described how they signpost families to the right places for specialist advice e.g. Housing Options teams for specialist advice on housing. They described how Homestart is a place where families feel safe and as place where clients will report issues of concern and housing is an issue of concern. They gave an example of a family of two adults and two children placed into temporary accommodation which was an attic room in a large Victorian house. The cooking facilities were very basic, the child had asthma and the property was full of mould and damp, but the Housing Option teams said that this was acceptable accommodation for this family.

The staff team also described how they helped a family of four, (2 adults and 2 children) who were living in one room in a house that they shared with their parents. They couldn't afford the upfront fees for private rented housing and one of the children had special needs. Home-Start and other agencies had to provide the evidence to enable this family to be given a priority banding for social housing – this took two years to achieve. The family now has its own home with a social landlord. Staff described how they spent a lot of time helping people who are struggling to access housing lists and decent housing.





## Acknowledgements

Tpas would like to extend thanks to the GMCA staff who helped to advertise the focus group sessions amongst the wider network of public, private and statutory organisations who work with landlords and tenants across Greater Manchester.

Tpas would also like to thank colleagues at GM Housing First who invited us to attend their Co-Production meeting to talk to Housing First tenants about their experiences.

We would also like to thank colleagues at Home-Start for enabling us to attend an in-person session with families at Ryecroft Hall, Urmston.

Finally, Tpas would like to thank each of the participants in the focus groups for the candour and honesty about their experiences and for sharing their views on the proposed Good Landlord Charter.

Should you require more information please contact us [info@tpas.org.uk](mailto:info@tpas.org.uk).



## **Appendices**

**Appendix 1 – Summary of Focus Group dates, times, and attendance**

**Appendix 2 – Detailed notes from each focus group**

**Appendix 3 – Focus Group Briefing Guides (four guides)**



## Appendix 1 – Summary of Focus Group dates, time, and attendance

Session Number	Date	Time	Group	Method	Number booked	Number attended
*1.	5.2.24	10am to 12pm	*Private Rented Sector Landlords	Online	9	3
2.	13.2.24	10am to 12pm	Minority Ethnic Groups Social Housing tenants	Online	29	26
3.	19.2.24	11am to 1pm	Disabled Social Housing tenants	Online	25	25
4.	19.2.24	5pm to 7pm	LGBTQ+ Private rented sector customers	Online	10	9
*5.	20.2.24	10am- 12pm	*Private Rented Sector Agents	Online	6	4
6.	20.2.24	1pm to 3pm	Elders Social Housing tenants	Online	14	14
*7.	20.2.24	6pm to 8pm	*Private Rented Sector Landlords	Online	10	6
8.	26.2.24	2pm to 4pm	Students Private rented sector tenants	Online	10	4
9.	29.2.24	10am to 12pm	Family Social Housing tenants	Online	11	9
*10.	29.2.24	1pm to 3pm	*Housing First Customers Attended the Co-Production meeting	In person	N/A	7
11.	12.3.24	10am to 12pm	Family Private rented sector tenants (3 staff also attended) Meeting held at Homestart, Ryecroft Hall, Urmston	In person	8	6
12.	12.3.24	2pm to 4pm	Disabled Private rented sector tenants	Online	8	2
13.	13.3.24	4pm to 6pm	Minority Ethnic Groups Private rented sector tenants	Online	9	1

- **TOTAL NUMBER OF PEOPLE ATTENDING A FOCUS GROUP SESSION = 116**
- **Total Number tenants =103 (89%)**
- **Total Number Landlords/Agents = 13 (11%)**
- Social Housing tenants = 81 (70% of all participants or 78% of tenant participants)
- PRS tenants = 22 (19% of all participants or 21% of tenant participants)



**Note Well: Groups with an \* were not incentivised to attend.**

## Appendix 2 – Focus Group detailed notes of each session.

This information is presented by cohort type and into three key groupings, as shown below.

Cohort	Session Number (as per described in Appendix 1)
Landlords and Agents	1, 5 and 7
Social Housing tenants	2,3,6, 9 and 10
Private rented sector tenants	4, 8, 11,12 and 13

COHORT	DATE	TIME	NUMBER IN ATTENDANCE
PRS Landlords	5.2.2024	10am to 12pm	3
<p><b>Summary of views, comments, concerns</b></p> <p><b>What makes a good landlord?</b></p> <ul style="list-style-type: none"> <li>• Somebody who communicates well from the start to the end of the process – at application, viewings, lettings.</li> <li>• Customers need one point of contact throughout the process and during the time of the tenancy – they need to know who to talk to.</li> <li>• The geographical location of Head Office should not matter as long as the customer knows who is and how to get in touch with their main point of contact.</li> <li>• Landlords should have clear lines of communication and use different channels.</li> <li>• Landlords should provide an easy way of customers getting access to information about the landlord and the landlord services.</li> <li>• Landlords should respect that the property is the customer's home.</li> </ul> <p><b>What would encourage you to sign up to the charter?</b></p> <ul style="list-style-type: none"> <li>• An incentive would be if by signing up to the Charter we were exempt from some or part of the fees we are charged for other schemes such as Selective Licensing Schemes and HMO licensing.</li> <li>• If a landlord qualifies for this scheme, then by definition they would also meet the requirements of HMO licensing and Selective licensing schemes.</li> <li>• If applicants knew about the Charter not sure how this would benefit landlords – would we get 'better' clients for instance?</li> <li>• If applicants don't know about the Charter, then this becomes a 'tick-box' exercise for landlords.</li> <li>• How would landlords demonstrate that they are meeting the Charter – might this become another administrative task.</li> </ul>			



- If we operate an HMO we are checked and need to prove our homes meet legal standards – by signing up to the Charter might this enable the Housing Enforcement Teams to focus on those homes and landlords that are not meeting safe standards.
- Private landlords use ‘HomeView’ as a place for tenants to rate their landlord (bit like a TripAdvisor for housing) – would the Charter be something like this? Could it be something like this?
- We already have a good brand – signing up to this Charter might have some incentive but not sure it would change anything for us.
- Any PRS landlord who is already a good landlord will sign-up – but they are not the problem. The problem is the ‘bad’ landlords with poor management practices.
- How is the Charter going to achieve its aims and how will it help to tackle the ‘bad’ PRS landlords.

**What concerns do you have about the proposed charter?**

- How will it be enforced, staffed, and resourced?
- How will tenants (potential and current) know about the scheme and be able to judge the landlord’s performance.

**Other points raised.**

We discussed what the drivers are for tenants in the PRS – and it was agreed that location is a key driver when people are looking for a PRS property. The group identified the key drivers as proximity to work, the area’s reputation, schools, transport links, the impact of seasonality on the PRS lettings market. They are not sure that a Charter would make an impact because it’s not the first thing on the renters mind. BUT it was felt that if the PRS landlord had the ‘charter badge’ attached to the advertisement on say Right Move or Zoopla, this will give the renters an indication of quality of service and certainty about landlord conduct.

We ended the session with the fact that good communication and service from the start of the experience (application, viewing etc) remains hugely important as way to build a good relationships with the customer.

COHORT	DATE	TIME	NUMBER IN ATTENDANCE
PRS Agents	20.2.2024	10am to 12pm	4

**Summary of views, comments, concerns**

**What makes a good landlord?**

- Everything on the Charter makes a good landlord.
- Landlords need to be compliant with the law.
- A landlord should be qualified to be a landlord.
- Landlords need to recognise that it is their property, but it is the tenants home.
- I know all my tenants and have good communication channels with them – WhatsApp has really changed the way I can communicate with my tenants and they with me.
- A good landlord is a good communicator and is aware of cultural differences.



- We need to be seen and this means visiting the property and speaking with residents to understand what they are asking of us.
- We need to be better at listening.
- We want tenants to stay with us as our customers and so it is in our best interest to ask, as soon after they have moved in, if we have missed any repairs or maintenance issues.

#### **How might you encourage/champion the Charter to your clients?**

- As a landlord I'd have no problem signing up to this.
- As a landlord, if I'm not sure how to help someone with specific needs e.g. a disability or language needs, I know of other third part organisations who can help, and the Government website is useful.
- As agents we definitely have landlords who would want to sign-up to this, and it won't be a hard to sell to them and it will compliment our services and the complaints process (the one agents sign up to is the Property Ombudsman Scheme for the PRS).
- Enforcement of the Charter – would it result in a fine?
- Agents could encourage landlords to sign up if there was a financial incentive such as a reduction in licensing fees but not sure if this would be consistently applied across all the borough's within GMCA.
- Agents want to work with good landlords, and we can use this to tell landlords that we won't represent them if they don't meet the Charter criteria.
- We should see the Charter as part of journey to improvement.
- Agent support GMCA's Charter but we can't enforce it and would want representation on the oversight of the Charter in the longer term.

#### **What concerns do you have about the proposed charter?**

- It's a step in the right direction as it defines the concept of what the legislation requires of landlords.
- Agents are part of the process of educating landlords, but we don't want to make life harder for landlords and we have to be mindful of their individual circumstances.
- What does above the minimum means and how will it be measured in practice?
- Above and beyond the minimum are the things you do every day as part of normal business.
- The real test for this charter is enforcement – because a rogue landlord is a rogue landlord, and they won't sign-up to his Charter. Council's need to be funded to investigate and take legal action against rogue landlords.

#### **Other points raised.**

We discussed the fact that agents are NOT landlords. In some cases the landlord is not known to the tenants, and they deal with agent for everything. Agents are accredited in some way through a voluntary scheme such as NRLA or SafeAgent and this gives assurance to tenants about the process of making a complaint with ultimate redress via the Property Ombudsman Scheme. This ensure that Agents have a clearly defined complaint process.



Agents have to be checked and validated each year for their SafeAgent accreditation. The question asked is if they meet the accreditation could they automatically be signed up to or be recognised as a champion of the GMCA Good Landlord Charter?

Should it be a Landlord and Agents Charter? Or should agents be able to say that they are ‘Champions’ of the Charter instead?

We also discussed the issue facing PRS landlords in respect of rent arrears and waiting for a court date for a hearing, liaising with the councils on S21 and eviction notices, the role of PRS in preventing homelessness – on this point it was asked if the Charter specifically makes reference to the ‘Duty to Refer’ under the Homelessness Prevention Act?

COHORT	DATE	TIME	NUMBER IN ATTENDANCE
PRS Landlords	20.2.2024	6pm to 8pm	6

**Summary of views, comments, concerns**

**What makes a good landlord?**

- Somebody who looks after their tenants.
- We have tenants who are students, many are international students, and we need to be aware of their specific needs.
- You need to manage expectations – this means we need to tell tenants what is expected of them as well as what they can expect from us. We must be transparent with tenants.
- The PRS has an over representation of younger people and often this is the first time they have lived away from home – this is challenging for them and for landlords.
- When tenants vacate there are issue about what constitutes ‘fair wear and tear,’ and this can lead to disputes about return of deposits and it at this point that tenants feel exhorted.
- Communication
- Doing repairs on time
- Affordability – rent controls are in place via LHA caps and social housing rents are regulated. PRS led by the market demands.
- Make the relationship less adversarial and have it as customer/supplier relationship.

**What would encourage you to sign up to the charter?**

- Signing up won’t make a difference.
- On the build to rent schemes the landlord is usually an anonymous company, so tenants don’t have a direct relationship with a landlord because the day-to-day service delivery relationship is through the agent. It means tenants in these schemes have a detached relationship with a landlord – so is this Charter for agents or landlords?
- As a PRS with a small portfolio and who does manage the property themselves then I would sign up to this Charter but not sure how it would improve my relationship with my tenants. I already take my role seriously and respect my tenants rights, but I would still sign up to this charter.
- Manchester student homes is an example of a good landlord. It's accredited with the NRLA.



- As a social housing provider we will sign up to the scheme. We already do this work as we're obliged to through our regulatory standards. Our housing association board discussed the charter and decided that if we didn't sign up to it, we'd be creating a further divide between people in the private rented sector and people in the social housing sector.
- If you're a renting to students, they might not be interested in this Charter, but their parents might be and if students had a concern, they would probably use GM Student Housing for complaints rather than the council.

#### **What concerns do you have about the proposed charter?**

- Big institutional landlords of the buy to let/build to rent schemes don't want their investors and funders to be worried about letting properties as they want a regular return on their investment and so don't want to be overly regulated.
- How can we get rogue/bad landlords to sign-up to this charter?
- If we don't meet the Charter criteria what happens and where do tenants go for redress (other than existing Ombudsman schemes)
- What powers sit behind the Charter and what is enforceable.

#### **Other points raised.**

This group discussed how there are many bad landlords and how they get away with bad behaviours and bad service because of the deficit in the supply of housing and lack of targeted enforcement by councils. The group also discussed EPC ratings and the expectations and the challenges of meeting the rating 'C.' The example given was that some tenancy's are inclusive of bills, so the EPC rating has little effect on tenants.

The group also discussed how there is a two tier PRS market - by this they meant a large number of 'grey' lettings which result in overcrowding issues and illegal letting situations. It was felt that local authorities should be focusing on dealing with these illegal and unsafe lettings.

PRS landlords are worried about the Renters Reform bill. They explained that they use section 21 (no fault eviction) because it's easier than going through the courts and relying on the legal process.

The group also discussed how to future proof this charter and the impact of potential upcoming legislation such as the Renters Reform Act which is about re balancing the relationship between tenants and landlords. But the climate for landlords is one of concern because we want a return on our investment. If the government devolve more power to GMCA a will this mean more left-wing influence and more changes to housing law – this will mean fewer PRS in the sector. Regulating of the PRS is making us feel vulnerable and we feel there are risks of good landlords leaving the PRS market. This will lead to an increase in homelessness and won't tackle the issue of bad landlords. Couple all of this with higher mortgage costs and we are seeing small portfolio landlords all leaving the sector and an increase in the big corporate investors in buy to rent market - this is a seismic shift in the PRS sector. The 1988 Housing Act brought more private sector landlords into the market because they knew they could easily get their homes back. This Charter won't address the fact that housing supply is a big issue.





COHORT	DATE	TIME	NUMBER IN ATTENDANCE
Minority Ethnic Groups Social Housing tenants	13.2.24	10am to 12pm	26
<p><b>Summary of views, comments, concerns</b></p> <p><b>What makes a good landlord?</b></p> <ul style="list-style-type: none"> <li>• Willingness to work with the tenant.</li> <li>• Transparent</li> <li>• Does not discriminate.</li> <li>• Willing to listen to tenants and to resolve issues.</li> <li>• The property and the service should be what the was led to believe it would be.</li> <li>• Listens to tenants and pays attention to details.</li> <li>• Fair and competent – goes above and beyond to look after your home and treats everyone with respect irrespective of where they are from.</li> <li>• You want to feel safe both inside and outside your home and it's the landlord who is responsible for this.</li> <li>• Landlords need to have an input into the community and work to make an area good.</li> <li>• They need to respond to all reports of anti-social behaviour with fairness.</li> <li>• Good communication generally</li> <li>• Ability to communicate with people from different backgrounds.</li> <li>• Be available and to sense/plan for issues before they happen (repairs and property safety)</li> <li>• Property should be up to standard before it is let – deal with damp and mould, improve or put in decent flooring.</li> <li>• It's when I start seeing that rents are affordable, and I get the same type of housing someone who is Caucasian gets.</li> </ul> <p><b>What do you like about the proposed 'Good Landlord Charter'?</b></p> <ul style="list-style-type: none"> <li>• I like everything in the Charter, but the landlord needs to do everything in the Charter.</li> <li>• If landlords followed the Charter, it would make the renting experience better.</li> <li>• It will give a landlord credibility if they meet the Charter commitments.</li> <li>• Tenants will know, from their own experience, if the landlord is meeting the Charter requirements.</li> <li>• Social Housing tenants have opportunities to hold their landlord to account as they are already tightly regulated and if they meet this standard of regulation then they will meet the GMCA charter.</li> <li>• I like that it mentions 'inclusivity.'</li> <li>• It hits the right points that tenants want and expect from a good landlord.</li> <li>• It's written in good plain language.</li> <li>• I would say the Charter would work if lots of landlords adopt it but being voluntary makes it even better because the ones who really want it would adopt and implement it.</li> </ul>			



- I think the Charter is great, my problem is in it being voluntary and, in this way, I don't think it would work much and thinking about that too, it would make landlords adopt what they can't maintain if it's not voluntary.
- The Charter is great and is an amazing resource and I hope most landlords adopt it.

**What you might change about the proposed 'Good Landlord Charter.'**

- How will landlords be encouraged to sign-up to the Charter?
- Will they be 'rewarded' for proving that they are good (meeting the Charter commitments)
- Will tenants be able to report a landlord who doesn't meet the Charter commitments?
- How will I know if my landlord has signed up to the GMCA Charter?
- Pictures would be helpful in the final design to show inclusivity and pictures will help people who do not have English as their first language or who have literacy challenges.

**Other points raised.**

This group discussed homes that were let with damp and mould but because of the Choice Based Letting system and allocation of social housing they felt they had to take the property, irrespective of the standard, as a refusal would mean being taken of the social housing register.

The group also talked about a landlord being accessible in the sense that there needs to be a local contact for emergencies.

They also talked about social landlords having staff to cover holidays and sickness when the designated Neighbourhood Officer is not available.

They also asked if the social landlord could be 'reported' to GMCA if they did not meet the Charter commitments – this led to a discussion about social housing tenants' rights to complain to the Housing Ombudsman Service.

COHORT	DATE	TIME	NUMBER IN ATTENDANCE
Disabled Social Housing tenants	19.2.24	11am to 1pm	25

**Summary of views, comments, concerns**

**What makes a good landlord?**

- It has a good relationship with tenants.
- Completes repairs.
- Good all-round communication from how they speak to you on the phone, how soon they answer the phone, how they answer emails etc.
- They need to employ the right people and staff need to be trained properly.
- Need to have a good business plan which means they can invest in their homes.
- They must respect that this is my home.



- My physical disability means that it takes me a long time to answer the front door so if I have told them this then it needs to be passed down the line to staff and contractors so that they wait for me to answer the door.
- I don't want to have to fight for aids and adaptations to be fitted/installed in my home.
- Tenants should be treated as a partner.
- There needs to be a trusting relationship and if I don't get my repairs done then I don't feel I can trust the landlord.
- Landlords need to remember that we are the custodians of the property.
- Landlords must provide reasonable accommodations for disabled tenants. Housing facilities must be accessible. Disabled tenants cannot be harassed or evicted based on disability.

**What do you like about the proposed 'Good Landlord Charter'?**

- It's a good mission statement and if a landlord doesn't follow the Charter, they should be struck off.
- Not clear how it will work and how landlords will prove they are following the Charter.
- Is this another 'tick-box' exercise?
- It shows that GMCA care, which is good, but will it change the way landlords behave.
- Tenant expectations need to be managed – don't give tenants false hope and think about how allocations impact those with a disability.

**What you might change about the proposed 'Good Landlord Charter.'**

- How does Manchester Move link into the Charter?
- The void standard for property needs to be better and could be included in this Charter.

**Other points raised.**

This group discussed the challenges of being accepted onto a waiting list for social housing and how challenging this is for people with 'hidden' disabilities such as autism/ADHD because there isn't a priority for this type of person.

They also discussed how, if not accepted onto a social housing waiting list, there they must rely on finding a home in the private rented sector and this has another set of challenges including short supply and high demand and if someone does have mental health needs can/will a PRS landlord be able or willing to support a person to stay in their home?

Would GMCA support the setting up of a formal independent Manchester tenant representative body – funded, with its own employed staff.

COHORT	DATE	TIME	NUMBER IN ATTENDANCE
Older People Social Housing tenants	20.2.24	1pm to 3pm	14

**Summary of views, comments, concerns**

**What makes a good landlord?**

- Good listening skills – listens to what customers say and acts upon it.



- I've been involved in developing a new customer strategy and it feels to me that there is culture shift from top to bottom and a refocus on customers.
- We used to get regular feedback from our landlord at meetings, but we haven't had any of those meetings for a while.
- I've reported a damp and mould problem in the communal areas of my block but I'm not feeling very confident that anything will get done. I felt the person talking at the other end of the phone just explained their process and didn't understand my concerns.
- I live in an over 55's block and the landlord treats us like imbeciles – attitudes to 'older people' are ageist.
- We are told they can't do anything because finances are tight, but we see that on their website they talk about how much investment they are doing in other places – I need a new kitchen but doesn't look like I'll get one any time soon.
- I'm on a scrutiny panel and it's great because the staff have to answer our questions and explain processes and decisions – repairs is big issue for our tenants.
- Lack of communication and poor communication is an issue and changes in staff doesn't really help as they need time to get to know an area and the customers.
- I know that we need to use online systems more, but we'd also like to speak to a real person – I think landlords think that as long as everything is online then they've got it sorted. They haven't people need help.
- We need a variety of ways to contact the landlord and they need to communicate with us in different ways – for example they might write to us, but I know that there are people in my area who never open a letter from the landlord.
- A landlord should be accessible – an office nearby would be good.
- For me it's about the bread-and-butter things – they need to be better at repairs, communication, accessibility.
- They need to be aware of people living alone as they are often the silent ones, and this is why face to face contact is so important.
- Are homes for older people really suitable for older people – for example, my landlord has some bungalows for older people but there are steps into the bungalows so they're not really accessible for anyone with mobility issues?
- Service charges bother me – they are charging us for things, but I can't see what we get for the money.
- I get a good service from my landlord and if I do have a problem, I just contact the Head of Older People Services.
- The willingness to work with them to ensure that their housing needs are met, regardless of their race or ethnicity.
- Fair and transparent rental policies that do not discriminate against them based on their race.
- A landlord who is willing to listen to their concerns and work with them to resolve any issues.



### What do you like about the proposed 'Good Landlord Charter'?

- 'Well Managed' – I like this bit about being competent. In my experience as soon as a member of staff is competent, they leave, and we end up with someone who isn't competent. I'm not sure even if my landlord has proper training for new staff.
- 'Safe and decent' – how would GMCA enforce this? What would the reporting system be? Is this just an airy-fairy comment. Is the Charter meant to be 'policed' and checked?
- 'Safe and decent' – this is not just about the condition of the property, is it? Does it also mean ASB?
- How will the Charter be enforced and checked? How many strikes will a landlord get before they are struck off as members?
- Overall the proposals in the Charter are commendable and will support the changes in the social housing sector around regulation.

### What you might change about the proposed 'Good Landlord Charter.'

- Overall the proposals in the Charter are commendable and will support the changes in the social housing sector around regulation.

### Other issues

The group discussed the challenges around downsizing from a family home to smaller accommodation. The example given was someone who lives in a three bedroomed house and would willingly downsize but wants to stay in the area they live in but because of the lack of one and two bedroomed accommodation in the area then she doesn't feel the need to move. She said this felt wrong because she knows that there are younger people with families who really need her type of property.

COHORT	DATE	TIME	NUMBER IN ATTENDANCE
Family Social Housing tenants	29.2.24	10am to 12pm	9

### Summary of views, comments, concerns

#### What makes a good landlord?

- Being attentive to the needs of tenants
- Provide a safe home and enforce safety.
- Easily approachable and accessible
- Able to communicate well.
- Respects the tenant's privacy.
- Knowledge of the law
- Provides a secure and safe home that meets legal standards.
- Good maintenance service
- Takes responsibility for its action and how it operates.
- Being flexible and open to listening to tenants and tenants needs



- Tenants need to feel they belong and if the landlord isn't listening and isn't getting things done then I don't feel I belong with them.
- A good landlord must look out for the general wellbeing of his tenants
- A good landlord should know how to effectively communicate with their tenants and sense problems even before they happen.
- A good landlord must cater for the welfare of the building and the tenants as well.
- I feel quite insecure and intimidated as I can't express myself enough to my landlord. This Charter looks a lot cool and well detailed. A competent and capable landlord is a very important thing to me though.
- Should be a good and trusting relationship between the landlord and tenant.
- Landlord should be flexible and willing to compromise.
- Tenants need to feel safe in their home and not fear contacting the landlord.
- Landlords should know how to approach problems in the property or with the tenant.

#### **What do you like about the proposed 'Good Landlord Charter'?**

- 'Responsive' – this is the most important criteria because they should be able to communicate with you.
- 'supportive' – that's also about being good at communicating with you
- 'Private and secure' – wouldn't want to see that change.
- 'Well Managed' – any association is bound to have problems with the homes, so the staff need to do checks from time to time. They need to inspect homes to make sure they are safe and decent. I would say that safe and decent should be very important and put into practice - I rarely set my eyes on my landlord.
- My landlord does come for general check just once a year, but he does send other representatives more frequently.
- My landlord used to do regular check but hardly comes at all now – this Charter will make things better for everyone.
- The Charter has potential to improve things, but landlords need to prove that they 'practice what they preach' – they need to show evidence that the tenant is happy, and they need their website to be accurate and up to date.
- Tenants could leave reviews about a landlord and how they are doing against this Charter.

#### **What you might change about the proposed 'Good Landlord Charter.'**

- There needs to be an independent body that oversee the activities of the landlord – if this were in place it would protect the interest of both landlord and tenant.
- How will I check on how the landlord is doing against this Charter – will there be a review team to make sure that landlords are reaching the criteria in the Charter?

#### **Other issues**



The group discussed being fearful of reporting repairs because there might be consequences for them as the tenant.

They also want to understand more about how and when they will know if the Charter is successful.

COHORT	DATE	TIME	NUMBER IN ATTENDANCE
Housing First Social Housing tenants	29.2.24	1pm to 3pm	7

### Summary of views, comments, concerns

#### What makes a good landlord?

- One who listens.
- Gets stuff done properly.
- Does repairs.
- Answers the phone.
- Who knows the job and if they can't help, they can sign post you to someone else.
- Someone who cares.
- Visits the property and keep appointments with you.
- I want a home and I want the landlord to look after the report – keep an eye on by doing an MOT on the property.
- They need to check when they let the property that there is no debt (for gas, electricity, or water) already attached to the property – this happened to me, and I had to fight with the gas company to explain that the debt belonged to the previous tenant – it was stressful to deal with.

#### What do you like about the proposed 'Good Landlord Charter'?

- It's good but will it change anything?

#### What you might change about the proposed 'Good Landlord Charter.'

- What's the incentive for landlords if they sign up to the Charter?
- How will we know if the landlord is meeting the standard in the Charter?
- Rogue landlords won't sign up to this. They're not doing the basic legal stuff and they need to the council to pursue them and take legal action so that they do provide homes that meet the legal standards.
- Is it just another Charter and will it change anything – there are bigger problems to deal with like supply of housing and affordability of housing.

#### Other issues

This group all lived in social housing but had experience of the private rented sector. They discussed the barriers to find a home in the private rented sector and cited things like the upfront costs and checks that are required. For example the demand for six months' rent in advance, deposit bonds and guarantees. They also highlighted how quickly is to evict somebody in the private rented sector and



how the insecurity of the private rented sector can be a trigger for a person to return to addictive behaviours or to committing criminal offences and being returned to prison. The group also discussed the bias within the private rented sector towards recovering addicts and those leaving the prison system. The discussion also then led into identifying how unemployment and physical or mental illness is also a barrier to getting access to housing, especially the private rented sector.

The group agreed that the Housing First programme, which has given them access to secure accommodation, has proven to be beneficial for each of them. One delegate used the words that they felt blessed to be able to live in social housing. Another delegate described how, in the past, they had been set up to fail but now with the support of Housing First and the social housing provider they feel safer, they feel they can achieve and that they can help themselves.





COHORT	DATE	TIME	NUMBER IN ATTENDANCE
LGBTQ+ PRS tenants	19.2.2024	5pm to 7pm	9

### Summary of views, comments, concerns

#### What makes a good landlord?

- The know what the Charter says.
- They are available to make complaints to.
- Able to listen to my frustrations.
- Understand what I feel about the property.
- Understand that I'm not making trouble by asking for things to be fixed.
- Who understand and listens to me.
- A landlord should be considerate.
- They should be proactive and not reactive.
- One who isn't defensive when you ask for something that is your right.
- They should trust their tenants to do the right thing.
- You need a relationship of trust as this means you are more confident to report repairs.
- When you leave that they repay your deposit.

#### What do you like about the proposed 'Good Landlord Charter'?

- It describes what every tenant wants from their landlord – no need to add to it.
- It's a good mission statement and if a landlord doesn't follow the Charter, they should be struck off.
- The 'inclusive' criteria and statement is important – for all groups.
- I think it should not be discriminating others, on sexual orientation or colour of skin, yeah everyone should be included.
- Giving us a call out would make us seem different while we want to be treated the way others are, so I don't see any reason to change the text on inclusivity.  
The charter talks about how to make things quite easy for tenants and I love it!
- I don't think anyone was asking for a call-out for any specific groups. We were just asked if, like the disabled group this morning, there was anything from an LGBTQ+ perspective that concerns us around the charter or being a tenant in general.
- Personally I don't think we should be called out especially in the charter, it doesn't need to be added to - just the parameters in the background need to be fully inclusive.
- I think in signing up to the Charter Landlords should be given access to information to support them in being inclusive and signposting (e.g. what to do if your tenant's name changes)
- Not clear how it will work and how landlords will prove they are following the Charter.
- Is this another 'tick box exercise'?



**If this Charter was in place, what impact might it have on you when looking for a home in the private rented sector?**

- You would know if they were a good landlord by their appearance and conduct with you when you meet them.
- I’d look at online reviews as well as looking for this Charter.
- Will there be a way of making a complaint to GMCA if the landlord doesn’t meet the Charter criteria.

**Other points raised.**

We discussed if this scheme is similar to the Disability Confident scheme.

The group also asked how GMCA will administer the scheme. Will they for example, have a data base of landlords who have signed up.

They suggested that at the end of a tenancy you could give review and or feedback to GMCA on how the landlord performed against the Charter criteria – and would this be a way of landlords understanding their value.

COHORT	DATE	TIME	NUMBER IN ATTENDANCE
Students PRS tenants	26.2.2024	2pm to 4pm	4. 2 from Manchester Metropolitan University and 2 from Salford University

**Summary of views, comments, concerns**

**What makes a good landlord?**

- Someone who is experienced.
- A good communicator
- Is available easily when you need to contact them.
- Understands what we need and that we understand what is expected of us.
- My experience is that they don’t answer emails – poor communications.
- I live in fully furnished accommodation, but the quality of the furniture is poor, and the landlord takes too long to fix things like the shower and washing machine – this is not helpful as I’m living with my family, and we all need these things to work.
- Being responsive and being quick to deal with problems.
- Letting you know in plenty of time if/when they will be visiting (at least 24 hours notice but more notice would be better because I need to make sure I can be there when they visit. I think they assume that we are just sitting at home all day.
- Regular checks on the property to ensure that repairs are up to date.
- We report repairs, as we are meant to, and they make appointments but don’t turn up to do the repair and then turn up when it suits them and blames us for not giving access – not a balanced or respectful relationship.
- My experience with the landlord is really bad. Landlord treats us like we are nothing less of a being and to be grateful to the landlord as he has given us a place. Rather we are paying him.



- For me, the things that can make a good property is the best care. The important thing in UK is good heating in room. Most of the landlords visit home every time just to check if the residents are using heating every time or not. Just to save bills.
- My landlord uses WhatsApp and share messages with other house mates and they pass the messages to me. Which sometimes gets offensive.

#### **What do you like about the proposed 'Good Landlord Charter'?**

- 'affordable' – I like this bit. The problem is that the rent is increased in line with market levels, but the rent does not reflect my income, so the rent is, for me, becoming unaffordable.
- 'Well managed' – what does competent mean and how would I know if the landlord was competent?
- 'Not being ripped off' – I have faced issue about getting my deposit returned because of a loose and subjective interpretation of 'fair wear and tear.'
- 'Respond satisfactorily' – I think I'd be looking for timescales- for example, if I send an email should I expect a response in 24 hours or two weeks?
- On the whole I like the Charter as it has all the right things in it
- I like the affordable and safe and decent clauses of the charter.

#### **If this Charter was in place, what impact might it have on you when looking for a home in the private rented sector?**

- It would make me feel it's a safer property I'm more likely to look at the property and consider whether or not to rent it.
- If a PRS landlord signed up to this charter would that make the property more expensive to rent because it (the Charter) is a quality mark.
- If you are renting in the private rental sector you are led by the rent price so you live where you can afford to live
- As an international student and temporary visitor to the UK I wouldn't know what a quality private rented sector property was. The key drivers for us are the location, the size of the property and the rental price.
- The charter has great potential, but it depends very much on what teeth it must change anything in the private rented sector.
- I would like the place if I will feel more mentally safe at a place rather than physically safe. Physical safety is also mandatory but living in a place where you are always under pressure that someone will/ might criticise you of not doing this or doing that is quite strategically hurting.
- I prefer asking the students or individuals who are from the same place I am from to guide me about which place to see, and which person would be best to ask for getting a property.

**Other points raised.**



This group discussed how difficult it was as international students to make complaints about landlord behaviour because by making a complaint they felt they were putting their housing at risk. The examples given were of landlord's calling at the property and letting themselves in with their own key sometimes when the tenant was in the property but also at times when the tenant was out. This is of course illegal practise, but the delegates felt they could not make a complaint as this might result in them losing their homes and as they were in the UK with their families it was putting not just themselves at risk but also their family.

As international students they also described the issues around having a UK based guarantor if they wanted to rent. The issue of guarantors means that landlords have all the power and you, as the tenant, lose all your bargaining power because landlords can ask for 12 months of rent upfront if a guarantor can't be found.

The group also discussed how even when they make a complaint that it's not taken seriously because they are international students and have fewer rights than the UK born students.

- The starting month for international students gets really difficult to find a place. I would request the charter to make the starting months easier. By providing the easily accessible and little cheaper in the beginning would be helpful rather than us relying on everyone to just share a place.
- As this is confidential and I would like this information to be anonymous. Some of the houses are not registered from the council.
- They prefer the international students in it just to take advantage as they don't have enough information about the law.
- My landlord even asked me to leave when I said to him that you are being intimidating and not fulfilling the said requirements.
- My landlord come every week thrice and never informed us before coming. Just show up using his own keys.
- I believe an informed twice a month visit will be helpful.
- Yes, everyone must pay. But my landlord asked for UK based individual who can give guarantee. But unfortunately me and my friend didn't manage anyone so we couldn't find a home altogether. So now me and my friend are sharing a small room together.



COHORT	DATE	TIME	NUMBER IN ATTENDANCE
Families PRS tenants	12.3.2024	10am to 12pm	6

### Summary of views, comments, concerns

#### What makes a good landlord?

- When you tell them a problem or report a problem they act upon it. I waited three years for my landlord to sort out a damp problem. I told the agent, and the council enforcement team came out and contacted the agency, but the agency denied there was an issue and that meant we had to move. We moved to a new property and the new landlord is so much better - they fixed the boiler within a couple of days of us reporting it.
- I feel that because we are young, and we have young children that we're not respected, and we are taking advantage of because they think we are quite naïve.
- A landlord should be contactable easily and quickly. I've got the landlords number and the agents number.
- Our experience of a letting agent was quite positive. We had someone we could contact, and they were very helpful. We've now got a different person to contact but they're really not as responsive and don't answer emails or return our phone calls.
- We have waited since May of last year for a repair to be done to our roof. There is a hole in the roof and the landlord is refusing to do repairs. We have been to the council and to our local MP, but nothing has happened. We can't afford to move house at the moment stop we were advised to get the repair done ourselves and send the invoice to the landlord, but we are on a limited income at the moment because I'm on maternity leave and so we're not sure we'd get the money back for the repair. The house we live in is just not fit for human habitation. The solution for us would be to move but we'd have to find a deposit and guarantors, and we'd need moving fees. It's really expensive to move house in the private rented sector.
- We live in a bungalow, and we suffer from quite severe damp and mould. All landlord says is that the damper mould is all our fault. We have had a surveyor independently look at our property and they have told us that it's a structural problem and that bungalows, built during the late 1950s early 1960s suffer with damp and mould there is an easy solution, but the landlord won't spend the money on having the air circulation system installed in the roof space.
- Some landlords aren't keen on having children in their properties because they think children are going to damage the property. I think that sometimes means they'll charge more rent if you have children. That's really hard for us as a young family.
- I've suffered from anti-social behaviour from my neighbour. One of my children has autism and ADHD and he's can sometimes be noisy, but the neighbours are not very understanding, and I've had the neighbour, when he's drunk, knocking on my front door, and threatening me. The police are involved and it's frightening. But my landlord won't do anything to help me and my children.
- I'm lucky because my partner earns a good wage. We're trying to save to buy our own house but it's hard when you have quite high rent costs. Being pregnant with my second child is also going to be challenging for us as a family. I will return to full time work at some point in the future. At the



moment we are relying on my partner's income and will have to do so for the foreseeable future until such times as the children are eligible for funded nursery places.

- I've had a good experience of renting. I've lived in my property for 10 years and I've always had a really good partnership with the landlord and the agency. Repairs are done when we ask for them, we are left to live in our own home without interference from the landlord. Landlord doesn't mind how we decorate the house, and we can put up pictures - it is our home. The landlord doesn't do spot checks, but I know that if I ring and ask for a visit they will turn up and they will help, so we've got that balance of privacy and freedom. The rent been increased a couple of times over the 10 years, and we always get a letter to explain how much it will go up by. I'm allowed to live my life in my home. We use text messaging and WhatsApp messaging if we do need to talk to each other. The biggest concern is that at some point the landlord will want to sell the property and you do worry about getting the section 21 notice.
- A good landlord should be proactive rather than reactive. They need to keep an eye on things and look to see when things need to be repaired and replaced rather than waiting for it to break down because when this happens there's lots of back and forth and chasing for repairs to be done. It would be better if they planned and thought about what works might need to be done in the future.
- The good relationship between landlord and tenant is really important. If the property is an investment for the landlord surely, they need to look after not just the property, but they need to look after the people who are looking after their investment.

#### **What do you like about the proposed 'Good Landlord Charter'?**

- 'affordable' – I like this bit. But what does affordable really mean?
- Private and secure- what does this really mean in practise. Our information as individuals should be confidential. A participant gave an example of a private rented sector landlord who was a friend off the tenant's ex- partner and the landlord would share information with his friend about the tenant.
- The criteria in the charter are good but, in all honesty, they are the bare minimum of what a tenant should expect and what a landlord should be delivering. It's just the basics so I would wonder why we need a Charter; it's just telling us what we should expect.
- Is this for agents as well as landlords? The landlord might sign up, but the agent doesn't and sometimes the agents are not as easy to contact all as responsive as you would want them to be.

#### **If this Charter was in place, what impact might it have on you when looking for a home in the private rented sector?**

- I'd look out for the charter because we all want good quality accommodation.
- If there's no legal basis for the Charter what are the consequences for the landlord if they don't meet the criteria of the charter.
- How often will the landlord be checked that it's meeting the Charter standards?



- I'd be worried that if the landlord says it's meeting this Charter that means they can charge higher rents.
- If the Charter was recognised, I'd feel confident when seeing it as part of the landlord's business, so I think it's a good idea.
- I think there's a lot that goes into being a landlord because they are investing their own money into property and if it is only the money that they're focused on that means they sometimes don't want to carry out repairs and regular maintenance, so they don't want to adhere to the standards in the Charter what do we do about these landlords.
- How will we know if the landlord or agent is living up to the standards in the Charter who will check this and how will we know that they have been checked?
- If I saw that a landlord had signed up to the Charter, I think I'd probably be more likely to choose them and their property than somebody who didn't sign up to the Charter.
- Might this result in landlords attracting better tenants.
- We need to see a register that tenants can check that the landlord has not only signed up to the Charter but has also met the charter criteria. I work in a sector where there is a voluntary accreditation scheme, and you see other organisations who have not signed up to the accreditation scheme using the logo and it fools people into buying products so we wouldn't want it to happen with this Charter. If somebody doesn't comply with the Charter, they should be taken off the list with GMCA.
- Could tenants be involved in checking that a landlord is complying with the charter perhaps we could use something like the star rating that the food hygiene people use for restaurants?

#### **Other points raised.**

Homestart hosted this session with families and the staff team described how this is a valuable local resource and is a place for free advice as well as providing play activities for children. They described how they signpost families to the right places for specialist advice e.g. Housing options teams for specialist advice on housing. They described how Homestart is a place where families feel safe it's also a place where they're more likely to report issues of concern and housing is an issue of concern. They gave an example of a family of two adults and two children placed into temporary accommodation which was an attic room in a large Victorian house. The cooking facilities were very basic, the child had asthma and the property was full of mould and damp, but the Housing Option teams said that this was acceptable accommodation for this family.

The staff team also described how they helped a family of four, (2 adults and 2 children) who were living in one room in a house that they shared with their parents. They couldn't afford the upfront fees for private rented housing and one of the children had special needs. Homestart and other agencies had to provide the evidence to enable this family to be given a priority banding for social housing – this took two years to achieve. The family now has its own home with a social landlord. Staff described how they spent a lot of time helping people who are struggling to access housing lists and decent housing.



The group also described the challenges of getting deposits back and how unreasonable landlords can be about deductions from deposits.

COHORT	DATE	TIME	NUMBER IN ATTENDANCE
Disabled PRS tenants	19.2.2024	2pm to 4pm	2

### Summary of views, comments, concerns

#### What makes a good landlord?

- Someone who understands what accessibility really means in practice.
- Ability of landlord staff to understand that they need to work around the care and support a disabled tenants has – this means organising repairs when the tenant isn't having any care needs met.
- Being able and willing to do minor adaptations for tenants both inside and outside the property.
- When I phone and ask for help or repairs, I need them to adapt their approach - I once phoned for a repair and they answered that 'they'd like to help but they couldn't.'
- They should respond in a timely way and should understand that they need to make reasonable adjustments as is required under the disability Discrimination Act
- I've been told that there are people who have been denied housing in the private rented sector because of mobility aids such as scooters or walking aids and landlords describing how they don't want the equipment stored in the house.
- We've also seen examples of private sector landlords who don't want to put in ramps to help with accessibility even if the cost of installing that ramp is covered by another organisation or the tenant themselves, the landlord doesn't want their property marked as being for a disabled person.
- I've had a landlord make ablest comments about me and also a landlord that does not want to deal with damp and mould in my home.

#### What do you like about the proposed 'Good Landlord Charter'?

- 'Private and secure' -I like this because it defines and describes that it means you can make the place your own,
- The criteria and headings in the charter are really good and the phrasing is good, but we wonder about what the detail is behind those phrases. I'd like to see some examples with more tangible descriptions.
- 'Inclusive' -like the phrase 'because of who you are.' But it needs to be recognised that there are barriers for certain individuals including discriminatory practices by landlords for those people with a marginalised identity and this includes disabled people.
- How realistic is this charter and how will I know if it works.
- 'Safe and Decent' - this section needs more teeth to it. For example surely there should be a reasonable response time for responding to a repair request. Waiting months for repair is not acceptable but without a way of measuring this against other landlords then how do we know if the service we receive is any good. I know of a disabled person who waited nine weeks for a boiler replacement because the landlord was waiting for a friend to do the repair and the friend wasn't





available to do the repair. This is an example of how the response is based around the landlord needs and not around the needs of the tenant.

- We'd like better guidelines for repairs especially, for example, where children are part of the household, or older people, or disabled people, or immuno-compromised people. If we had tangible measurements, we would then know whether the landlord is meeting the charter requirements.

**If this Charter was in place, what impact might it have on you when looking for a home in the private rented sector?**

- I'd definitely look for the charter mark, but I do want to understand more about how it will be implemented how the landlord will be held to account and how tenants will be able to feedback on their experience.
- It's good because it will raise awareness about good standards for renting but it does need to have an integrity and a level of scrutiny behind it and that means holding the landlord to account, especially private rented sector landlords.
- What measures or actions would be taken if the landlord does not meet the criteria standards because if there is no penalty then the Charter is paying lip service to the experience of tenants

**Other points raised.**

Participants described how PRS landlords are sometimes not keen to house a person with disabilities because they think it's going to cost more money.

The biggest thing that private rented sector landlords could do is to take a socially informed approach when either housing or offering housing to somebody with a disability.

We feel there is a perception that disabled tenants are more trouble than they are worth, but the private rented sector is so competitive it means that all the power sits with the landlord, and they can choose who to house and who not to house. The participants also described how they have experienced retaliatory/no fault evictions because of an occupational therapist review or a social care review. We feel that the assumption is that the landlord thinks this tenant's going to need a lot more from me and it's going to cost me time and money and so they simply don't want to house people with disabilities.

This group also discussed the meaning of and understanding of the words equality and diversity. The view was that PRS landlords don't understand the difference between these two words and don't understand that the actions from these two words are vastly different. The group was very clear that equality is about treating everybody in a fair way and diversity is about adapting how you treat people so that you don't treat people in the same way i.e. you recognise difference and change your approach and it was felt that that fundamental difference was perhaps not always understood by some private rented sector landlords and agents.



COHORT	DATE	TIME	NUMBER IN ATTENDANCE
MEG PRS tenants	13.3.2024	5pm to 7pm	1

**Summary of views, comments, concerns**

**What makes a good landlord?**

- Rent increases are always a source of concern.
- The response times for requests for repairs and maintenance need to be defined in the Charter. The Charter doesn't have any timescales then we need to understand what that really means in reality for tenants.
- PRS landlords should be responsible in their use of notices to their tenants. There is a massive power imbalance, and the landlord holds all the power because of their ability to serve a section 21 notice. What this means is that if you feel you are annoying your landlord by asking for repairs maintenance or other services, they hold the power over you to end your tenancy, so it is quite a fearful place to be because of this power imbalance.
- Tenants need to know what the service standards are of the landlord or the agent as that's the only way the landlord can be held to account and potentially measured against the criteria in this Charter.
- They should listen to the tenants be respectful of their tenants.

**What do you like about the proposed 'Good Landlord Charter'?**

- The charter is a good idea as it might help address the power imbalance between landlord and tenant.
- I've lived in the PRS for over 10 years, and it is stressful finding an apartment and this Charter just might be a good way of helping us to see how good an agent or landlord is or aspires to be.
- If an agent or landlord is signed up it will mean that they have committed publicly to being better than just providing a service that meets the legal minimum requirements. I'd like to see some more specifics and some more definitions in the Charter's that would make it more actionable.
- I'd like to know how it will be enforced – what recourse do tenants have if the landlord doesn't meet the Charter standards.
- I'd be concerned that if the landlord or agent signed up to the Charter that the rent will be more expensive – a sort of premium of the rent.
- I've had a good experience of renting because I have good managing agent and my rent is expensive, but it is part of the price I pay for receiving a good standard of service.
- The Build to Rent sector is I feel a higher standard of property than general needs sector and I think the Build to Rent sector already contains a premium
- When I first rented housing in Manchester, I was a student and the accommodation I was living in was poor quality and not well managed. When I think back to this time to where I am now, I can see how this Charter has the potential to have a positive benefit on the student rental market because it's likely to raise standards and improve the condition of homes for students. I can also imagine that parents who are sending their child to university in Manchester might look to see if



the Charter is being used by the landlord or agent who is providing the accommodation for their child.

**If this Charter was in place, what impact might it have on you when looking for a home in the private rented sector?**

- It wouldn't be the deciding factor. The deciding factors when you're looking for accommodation in the private rented sector are price, location, and amenities. These are the key factors when deciding whether you do or don't accept a property.
- It might make me look at a landlord or an agent in a different way. I'd come to a decision more quickly if they'd signed up to the Charter. For example if an agent or landlord hadn't signed up to the Charter and I knew others had I probably wouldn't go with that agent because it would make me think they weren't committed to higher standards



## Appendix 3 – Briefing Guides for Focus Group Participants

### 1. Briefing guide for agents attending a focus group to discuss GMCA's proposed Good Landlord Charter

We are Tpas, England's leading tenant engagement experts. We're dedicated to improving tenant engagement standards across the country. We bring tenants and landlords together through a wide range of services, independent and impartial advice, support, consultancy, and training.

We have been commissioned by Greater Manchester Combined Authority (GMCA) to hold a series of focus group sessions about their proposed Good Landlord Charter.

*We are pleased you are keen to attend and give your views – thank you.*

#### How will the Focus Group session be held?

This will be an online session held via Zoom.

#### Housekeeping for the session

- Respect the views of others.
- The facilitator will ensure everyone has the opportunity to contribute.
- Your thoughts, feeling and views will be used as feedback to GMCA on the proposed 'Good Landlord Charter'.
- Tpas will be collating the views and themes from each session and producing a report for GMCA.
- Your names and personal details will not be shared with GMCA.
- It is a confidential session and views and comments made will be anonymised in the Tpas report.
- The session will last no more than 2 hours.

#### What are the aims of the Focus Group?

As agents we are keen to understand

- What you think makes a good landlord.
- How might you encourage /champion the charter to your client landlords.
- What concerns you have about the proposed charter.

[Good Landlord Charter Focus Group Advertisement PDF](#)



## 2. Briefing guide for landlords attending a focus group to discuss GMCA's proposed Good Landlord Charter

We are Tpas, England's leading tenant engagement experts. We're dedicated to improving tenant engagement standards across the country. We bring tenants and landlords together through a wide range of services, independent and impartial advice, support, consultancy, and training.

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- Your names and personal details will not be shared with GMCA.
- It is a confidential session and views and comments made will be anonymised in the Tpas report.
- The session will last no more than 2 hours.

### What are the aims of the Focus Group?

As landlords we are keen to understand

- What you think makes a good landlord.
- What would encourage you to sign up to the charter.
- What concerns you have about the proposed charter.

[Good Landlord Charter Focus Group Advertisement PDF](#)



### 3. Briefing guide for Private Rented Sector tenants attending a focus group to discuss GMCA's proposed Good Landlord Charter

We are Tpas, England's leading tenant engagement experts. We are dedicated to improving tenant engagement standards across the country. We bring tenants and landlords together through a wide range of services, independent and impartial advice, support, consultancy, and training.

We have been commissioned by Greater Manchester Combined Authority (GMCA) to hold a series of focus group sessions about their proposed Good Landlord Charter.

*We are pleased you are keen to attend and give your views – Thank you.*

#### How will the Focus Group session be held?

This will be an online session held via Zoom.

#### Housekeeping for the session

- Respect the views of others.
- The facilitator will ensure everyone has the opportunity to contribute.
- Your thoughts, feeling and views will be used as feedback to GMCA on the proposed 'Good Landlord Charter.'
- Tpas will be collating the views and themes for each session and producing a report for GMCA.
- Your name and personal details will not be shared with GMCA.
- It is a confidential session and views and comments made will be anonymised in the Tpas report.
- We cannot resolve any specific issues you may have with your landlord.
- The session will last no more than 2 hours.

#### What are the aims of the Focus Group?

As private rented sector tenants we are keen to understand:

- What you think makes a good landlord.
- What you like about the proposed 'Good Landlord Charter.'
- If this Charter was in place, what impact might it have on you when looking for a home in the private rented sector.

[Good Landlord Charter Focus Group Advertisement PDF](#)



## 4. Briefing guide for social housing residents attending a focus group to discuss GMCA's proposed Good Landlord Charter

We are Tpas, England's leading tenant engagement experts. We are dedicated to improving tenant engagement standards across the country. We bring tenants and landlords together through a wide range of services, independent and impartial advice, support, consultancy, and training.

We have been commissioned by Greater Manchester Combined Authority (GMCA) to hold a series of focus group sessions about their proposed Good Landlord Charter.

*We are pleased you are keen to attend and give your views – Thank you.*

### How will the Focus Group session be held?

This will be an online session held via Zoom.

### Housekeeping for the session

- Respect the views of others.
- The facilitator will ensure everyone has the opportunity to contribute.
- Your thoughts, feeling and views will be used as feedback to GMCA on the proposed 'Good Landlord Charter.'
- Tpas will be collating the views and themes for each session and producing a report for GMCA.
- Your name and personal details will not be shared with GMCA.
- It is a confidential session and views and comments made will be anonymised in the Tpas report.
- We cannot resolve any specific issues you may have with your landlord.
- The session will last no more than 2 hours.

### What are the aims of the Focus Group?

As customers/tenants of a social landlord we are keen to understand

- What you think makes a good landlord.
- What you like about the proposed 'Good Landlord Charter.'
- What you might change about the proposed 'Good Landlord Charter.'

[Good Landlord Charter Focus Group Advertisement PDF](#)

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## Greater Manchester Combined Authority

Date: Friday 12<sup>th</sup> July 2024

Subject: Delivering the Bee Network

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport  
and Caroline Simpson, Group Chief Executive, GMCA

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### Purpose of Report

To update GMCA on progress implementing the Bee Network: a high-quality, affordable and fully integrated public transport and active travel system which can support sustainable economic growth.

### Recommendations:

GMCA is asked to note the update on delivery of the Bee Network.

### Contact Officers

Steve Warrener, Managing Director, TfGM

[steve.warrener@tfgm.com](mailto:steve.warrener@tfgm.com)

## **Equalities Impact, Carbon and Sustainability Assessment:**

N/A

## **Risk Management**

N/A

## **Legal Considerations**

N/A

## **Financial Consequences – Revenue**

N/A

## **Financial Consequences – Capital**

N/A

**Number of attachments to the report:** Appendix 1 – Franchised Bus Performance

## **Background Papers**

Delivering the Bee Network Update, GMCA, Friday 22<sup>nd</sup> March 2024

## **Tracking/ Process**

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

No

## **Exemption from call in**

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

## **Bee Network Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

## **1. Introduction**

- 1.1. The Bee Network is our plan for a high-quality, affordable and fully integrated public transport and active travel system for the people and businesses of Greater Manchester.
- 1.2. The Bee Network will be pivotal to delivering sustainable economic growth and the city region's objectives, set out in the Greater Manchester Strategy, by connecting people with education, jobs and opportunity, unlocking development, enabling housing growth, acting as a catalyst for regeneration, reducing carbon emissions and supporting social inclusion and active and healthy lifestyles.
- 1.3. Greater Manchester has led the way in reforming and improving its transport network, and we are now in the transition phase with some elements of the Bee Network already starting to change the way in which people travel across the city-region. As pioneers of bus franchising, we now have local control of our most-used form of public transport, in addition to the largest light rail network in the country – Metrolink, and we are delivering a world-class walking, wheeling and cycling network as part of a wider infrastructure investment programme with an aggregate value of up to ~£3.5bn. This paper reports on recent progress in delivering the Bee Network and looks ahead to further delivery in the coming months.

## **2. Bus Franchising Delivery and Operation**

- 2.1. The Bee Network launched on 24 September 2023 following the successful implementation of bus franchising across Wigan, Bolton and parts of Bury and Salford (Tranche 1).
- 2.2. Passenger numbers remain strong for Tranche 1 services with ridership increasing by 5% over the last 6 months. The week ending 18<sup>th</sup> May saw the highest weekly patronage to date since franchising commenced with over 849,000 passenger journeys. Passenger revenues for the period from 24<sup>th</sup> September 2023 to March 31<sup>st</sup>, 2024, exceeded £20m, c£3m higher than budgeted for the financial year 2023/24. This strong revenue performance has continued into the new financial year with passenger revenues currently exceeding the new 2024/25 budget target by c5%. This strong patronage and revenue performance helps to mitigate wider financial pressures and risks across the bus franchised network and wider transport operations.

- 2.3. The punctuality of services in Tranche 1 is consistently outperforming both the current non-franchised network, and the pre-franchised network in the Tranche 1 area that operated over the same period last year. A further key performance indicator is 'kilometres (km) operated' which measures the actual volume of services delivered compared to what was scheduled. It includes any fully or partially cancelled trips. Overall, across the Tranche 1 area, over 98% of scheduled km has operated with a consistent upward trend in the 6 week period to 22 June 2024.
- 2.4. We are focused on the continuous improvement of service delivery to meet the high standards we have set for the Bee Network through a Network Excellence Plan. This includes moving quickly to introduce an additional twenty vehicles across Tranche 1 during April. This has delivered promising results, including on the popular V1 and V2 Busway services. All except two of the amended bus routes have seen on time punctuality above target levels (80%) during the 4 week period ending 22 June. The punctuality of some routes has significantly exceeded this target and the overall punctuality of Tranche 1 services has significantly increased as a result (see Appendix 1). During the period 28 April to 23 June 2024 the average punctuality of Tranche 1 services overall was 82.9%; a circa 20% / 14% points improvement compared to the same period twelve months ago (68.7%).
- 2.5. We are working closely with operators to address any negative feedback that arises from our Rate Your Journey survey as well as complaints. This covers specific complaints and also any trends that occur and we work to uncover the root cause of the issue and address that, e.g. not accepting a certain type of ticket, because the drivers were not aware of it, would require additional training.
- 2.6. Diamond operates 69 vehicles across 7 small franchises in Tranche 1. Since the start of March, 60 brand new single deck vehicles have been introduced (ADL Enviro 200), many on local routes which have not benefited from new buses for many years. The older interim fleet suffered from a number of reliability issues, with frequent breakdowns in service. Since the new fleet arrived, Diamond's reliability has improved significantly, with over 99.8% of scheduled KMs operated in the 4 week period to 22 June 2024.
- 2.7. Tranche 2 of Bus Franchising commenced in Rochdale, Oldham and parts of Bury on 24th March 2024. Together with Tranche 1 (Wigan, Bolton parts of Bury and Salford), this means that half of the Greater Manchester bus network is now franchised.

- 2.8. The successful implementation of Tranche 2 represented the culmination of months of hard work between TfGM and the Tranche 2 franchise operators Stagecoach, First and Diamond to mobilise the franchise services, and work with the outgoing operators (First, GNW, and Transdev/Rosso) to demobilise and transition depots, services and employees. Depots were acquired in Oldham and Queen's Road, with electrification works carried out at Oldham depot to accommodate a new fleet of zero emission electric buses. New ticket machines, radio and CCTV were installed, and drivers and other new members of staff were recruited and trained. Stagecoach is currently operating franchise services from Middleton Depot under their existing lease arrangement. We have now reached agreement on terms with the landlord and are working toward completion of the lease acquisition by July 2024.
- 2.9. High staff absence levels at the Oldham depot initially affected the performance of some Tranche 2 services, but those initial problems were quickly addressed by Stagecoach and performance continues to improve.
- 2.10. As part of our focus on continuous improvement, work is underway, in partnership with Stagecoach and individual Local Authorities, to assess what interventions are necessary to improve the worst performing routes and mitigate where possible the impact of congestion on bus passengers.
- 2.11. Our original patronage and revenue forecasts for Tranche 2 were increased in light of the positive trends seen in Tranche 1. Actual performance is tracking in line with these revised forecasts. However, it remains relatively early days and we need to observe performance over a longer period of time before reaching any conclusions.
- 2.12. Overall, operated KM across the Tranche 2 franchises is consistently over 98.5%. Further detail on the performance of franchised bus services can be found in Appendix 1.
- 2.13. In addition to the immediate operational changes being made to drive up performance, franchising also allows us to plan the network differently and provides opportunities to introduce new services or make existing services more efficient. Network Reviews of services in Bolton and Wigan are already underway and include engagement with local authorities (including local Bee Network committees), the public, businesses and our partner operators.
- 2.14. At the end of March, contracts were awarded to operate the final round of Bee Network bus services in Stockport, Tameside, Trafford and remaining parts of

Manchester and Salford from 5 January 2025 – at which point all buses across Greater Manchester will be franchised and under local control.

- 2.15. Metrolink has been awarded contracts to operate four of the five large franchises, with Stagecoach awarded the contract to operate the fifth. Diamond Bus has been awarded contracts to run three of the four small franchises and Go North West the remaining one.
- 2.16. Mobilisation has commenced and detailed mobilisation plans have been received from all operators. Metrolink has established a mobilisation office on Hyde Road, near to the bus depot there, as well as a training centre at the Arriva Wythenshawe site. They have commenced recruitment of key mobilisation and operational roles and will shortly launch a campaign to recruit drivers and engineers. Metrolink are working with trade union officials and employees, via the outgoing operators, regarding the TUPE process.
- 2.17. The acquisition of the final Tranche 3 area depot in Sharston is in the final stages and we have commenced the design for the electrification of Hyde Road and Ashton (Tameside) which will be operational ahead of 5th January 2025. Stockport and TfGM officers continue to work closely to deliver the new Zero Emission Bus fleet depot in Stockport.

### **3. Metrolink Operations**

- 3.1. The reliability of Metrolink services has been consistently very good, which has helped to increase passenger numbers to above pre-Covid levels. Passenger satisfaction levels are also high with the most recent surveys showing 91% of passengers are satisfied with the service.
- 3.2. Surveys also show increasing perceptions that Metrolink represents value for money, with 64% of passengers responding positively. Metrolink fares have been frozen since 2020, and the introduction of the Bee Network App now enables the purchase of multi modal bus and tram tickets with a 20% saving, offering even better value for money.
- 3.3. In January, Metrolink increased tram capacity between Piccadilly and the Etihad, in anticipation of the launch of the Coop Live Arena. This increase helped cater for increased demand both for football matches and the busy schedule of concerts and events that are now taking place at the new venue. Additional trams have also been added on the Ashton line to support the evening peak.

- 3.4. In an innovative partnership between TfGM and Co-op Live, Metrolink and shuttle bus travel has been included in the event ticket for the opening season of the venue (to end of July 2024). This has successfully supported the launch of Co-op Live, with over 200,000 passengers carried to and from the Etihad campus for events so far. Feedback from customers and partners has been very positive. Discussions are ongoing with a view to extending this initial integrated ticketing offer for future events.
- 3.5. Following the opening of Co-op Live, a significant number of other major events across GM, and continuing the trend of increasing levels of patronage on the network, Metrolink had its busiest ever month in May, with patronage reaching 4.1 million journeys in the month. Overall Metrolink revenue is showing year on year growth of 17%.
- 3.6. However, Metrolink has not been without some challenges. A track fault earlier this year resulted in a suspension of service between Victoria and Exchange Square, with services through Oldham reduced in frequency. This issue was resolved at the start of May and the 6-minute service restored on the Oldham line.
- 3.7. The most significant issues impacting on Metrolink performance in recent periods were an overhead line issue on the Altrincham Line caused by a construction vehicle near to Old Trafford cricket ground, and a number of road traffic collisions blocking the tracks on the Ashton Line.
- 3.8. Work has commenced to restore the escalator at Bury interchange, which saw a large number of complaints in recent months as flooding resulted in major damage.
- 3.9. A programme of Metrolink renewal and improvement works is planned for the city centre throughout the summer to safeguard the continued good performance and strengthen the resilience of the network.

## **4. Safety and Security**

- 4.1. Tackling network anti-social behaviour, crime and fare evasion remains a key focus. TravelSafe Support and Enforcement Officers (TSEOs) are now deployed across the franchised bus network, interchanges and bus stations. In May alone TSEOs attended 425 incidents, submitted 62 intelligence reports and dealt with 60 safeguarding incidents. TSEOs boarded almost 4,000 buses, checking over 56,000 passenger tickets.

- 4.2. Further TSEO recruitment is taking place, in advance of franchising arriving in Tranche 3. These staff will supplement existing teams and provide enhanced security and protection in bus interchanges.
- 4.3. Since September 2023, an additional 50 Customer Service Representatives were also recruited on Metrolink, dedicated to tackling fare evasion and providing support to customers. This measure has been extremely effective in driving down fare evasion, which reduced from a post-Covid high of nearly 17% to approximately 10%, and although there is more to do, passengers have greatly appreciated the additional staff presence.
- 4.4. A recent passenger survey on Metrolink has shown an increase in passengers feeling safe on the network. 75% of passengers now feel safe on board trams during hours of darkness (up from 71%) and 73% of passengers feel safe on stops (up from 68%).
- 4.5. These results are welcome, and TfGM will be seeking to improve perceptions further still. In the coming months we will be continuing our programme of joint operations between Operators and GMP, including and “Operation AVRO”, a high profile policing operation, dedicated to the transport, in July.
- 4.6. In May we added GMP Live Chat to the Bee Network app, enabling customers to report any safety concerns and we have plans to promote it and improve its prominence over the coming months.

## **5. Active Travel**

- 5.1. Providing people with the opportunity to walk, wheel or cycle is fundamental to the Bee Network, helping people move around Greater Manchester in different ways, particularly for short trips or giving barrier free access to public transport stops.
- 5.2. Delivery of Bee Active Network schemes across Greater Manchester continues with the third phase of the Bee Network Crossings Programme, which has delivered new and upgraded crossings at 9 sites across Bolton, Rochdale, Salford, Stockport, Tameside and Trafford.
- 5.3. Other works include delivery of the Trafford Borough Council’s Talbot Road scheme - a junction upgrade linked to a wider set of improvements for the A56 corridor, which is planned for completion in June 2024; and Manchester City Council ’s

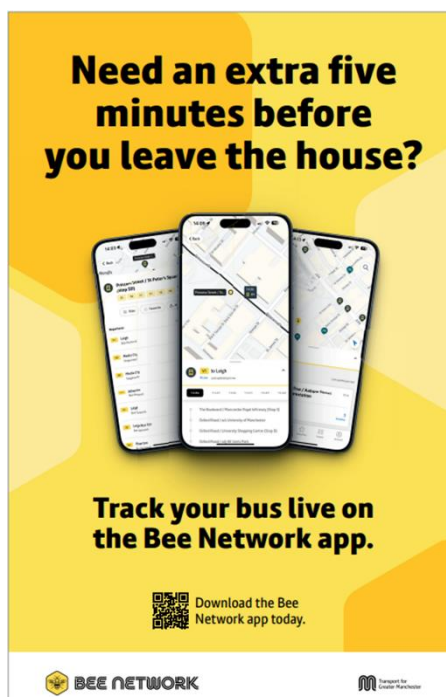
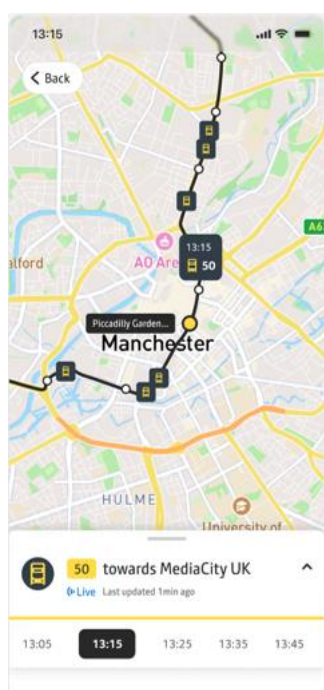


Northern and Eastern Gateway scheme, which is progressing through a phased delivery, with a number of early phases complete.

- 5.4. As well as dedicated active travel schemes, inclusion of active travel in the wider infrastructure programme being delivered is embedded through the Streets for All design guide and the infrastructure design assurance process.
- 5.5. In January Starling Bank were announced as the first sponsor of Greater Manchester's cycle hire scheme. The partnership represented TfGM's biggest commercial sponsorship in its history. The Starling Bank branding continues to be rolled out across the scheme and is nearing completion.
- 5.6. Starling Bank Bikes continues to operate well with over 790,000 rides taking place using the scheme. The recovery plan put in place last year has made excellent progress. Over 1,100 bikes are now regularly available with an average of over 1,400 rides taking place each day. Continuing the delivery of the recovery plan 48 of stations closed during the delivery of the recovery plan have now been re-opened.
- 5.7. The bikes on Metrolink pilot concluded successfully in April following 6 weeks of supervised trials to test whether bikes and non-standard cycles can be taken on trams safely in a variety of operational settings.
- 5.8. The trial took place on off-peak services on different lines, routes and stops across the Metrolink network. Testing included the carriage of adapted bikes used as mobility aids, scooters and a broader range of mobility scooters that are not currently permitted.
- 5.9. Feedback from passengers was recorded as a part of the pilot along with feedback from the volunteers taking part and any other participants involved. A report on the pilot results will be brought to the Bee Network Committee in the autumn with recommendations on next steps.

## 6. Wider Bee Network Delivery and Operation

- 6.1. To coincide with the start of Tranche 2 of bus franchising, and following feedback from customers, new functionality was added to the Bee Network app. The new features include journey planning and live bus tracking.
- 6.2. Bus Tracking supports people when waiting for the bus by showing the location of that service on a map using the GPS tracker on the vehicle.



- 6.3. On average 20,000 people are using the app every day to track their bus and over 6 million buses have been tracked so far.
- 6.4. Improvements have also been made to our real time stops and departures information to make the predicted arrival time of buses more accurate. This, alongside bus tracking, is helping customers with better live travel information.
- 6.5. Journey Planning has also been added supporting new and existing customers wanting to check how to get to a destination using public transport or active travel. This covers bus, tram, train and bike hire alongside park and rides and active travel. Over 1.2m journeys have been planned since launch.
- 6.6. Supporting Greater Manchester's leisure economy and major events is a key focus. A bespoke bus shuttle service for Manchester City FC games went live in February, with usage above expectations, and was well received by match going fans. Discussions are taking place to continue the shuttle service into the 2024/25

season, and several other local clubs wish to explore the potential of providing match day travel for their fans as well.

- 6.7. In addition, Metrolink carried 126,00 people on the day of the Manchester Marathon and Manchester City Parade and shuttle buses and Metrolink supported Parklife festival in June, with event tickets sold on the Bee Network app for the first time to make it simpler for customers. Planning for additional events taking place over the busy summer months is at advanced stages.
- 6.8. There have been some price rises by commercial operators, but TfGM have held the fares across bus and Metrolink.
- 6.9. Stockport's new, state-of-the-art, transport interchange and rooftop park opened to the public in mid-March. The new facility is the first phase of the transformational regeneration of Stockport Town Centre West. The interchange features 18 bus stands allowing up to 164 departures an hour, residential apartments, a two-acre park, recently named as Viaduct Park, a spiral active travel ramp and new walking and cycling links to the railway station and the town centre.

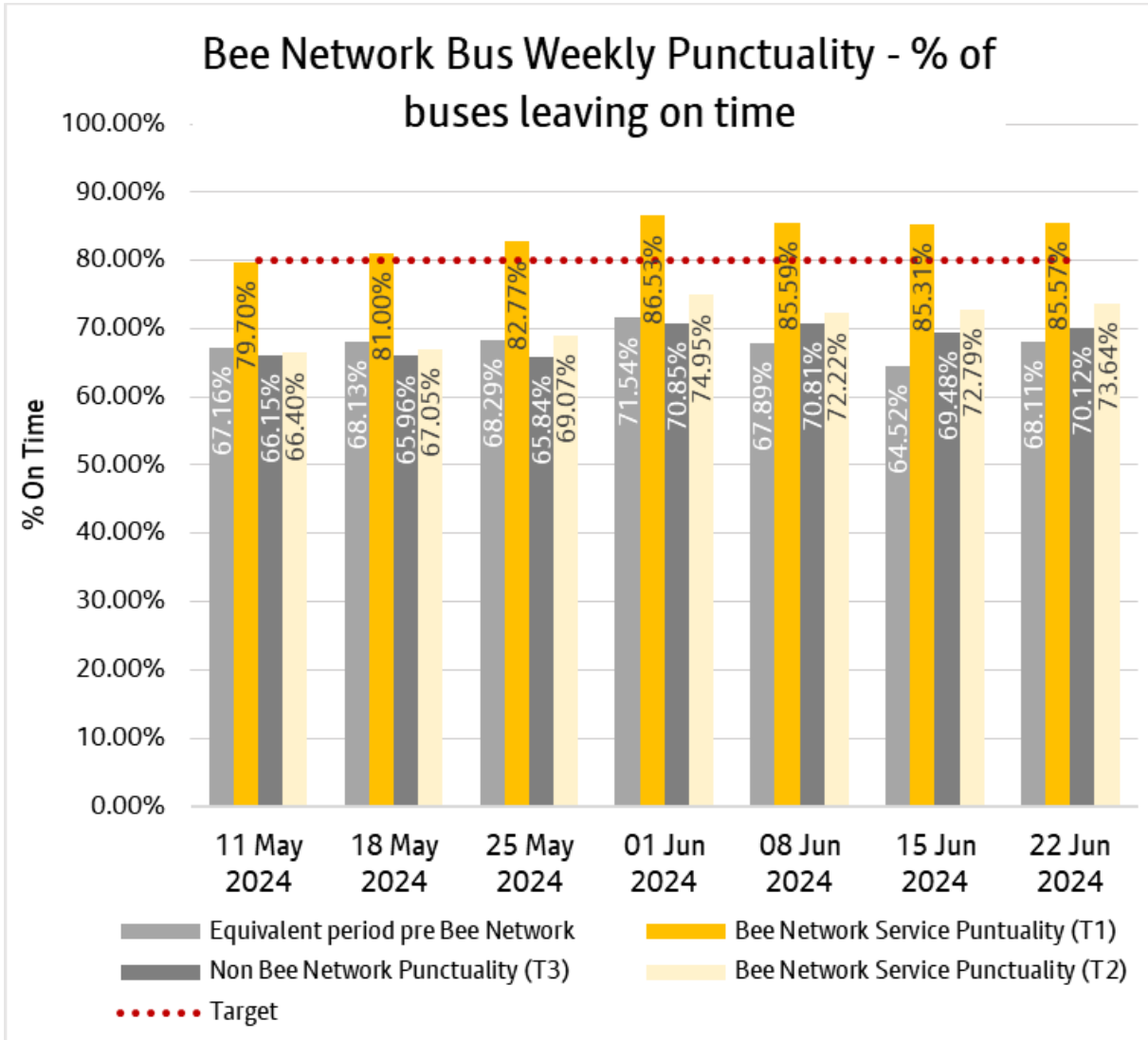
## **7. Continuing to Deliver**

- 7.1. Looking ahead there are a multitude of other schemes and initiatives planned for delivery in the coming months. Highlights include:
  - Development of a refreshed 2040 Transport Strategy – GM's statutory local transport plan;
  - Publication of a draft Rapid Transit Strategy setting out the future of Metrolink and rapid transit in the city region;
  - A roadmap to integrate local rail services into the Bee Network by 2028;
  - Continuation of the work on the six city centre rail stations and Stockport rail station regeneration and development work.
  - Working with the rail industry and central government to deliver a new station in Cheadle as part of the Towns Fund Scheme.
  - Finalising the case for the roll out of the fares and ticket pilot on the Glossop and Stalybridge lines – delivery expected by the end of 2025.
  - Making the case for Greater Manchester's high speed rail ambitions, including the establishment of a Liverpool-Manchester Railway Board;
  - Initiatives to tackle network crime, anti-social behaviour and fare evasion;
  - Further plans for simpler and more affordable fares and ticketing;

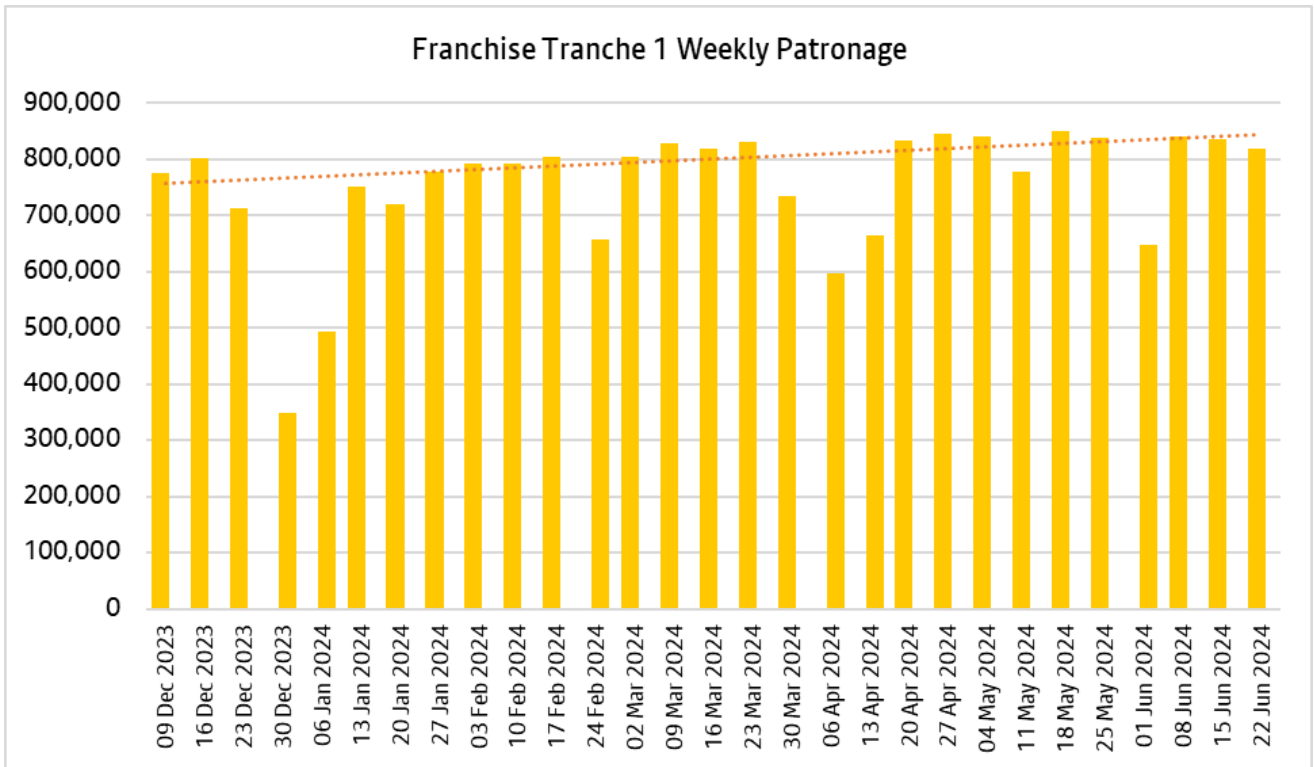
- Further Bee Network app improvements including promotion of active travel options and continuous improvements made to Bus Tracking and Journey Planning features;
- Development of a Vision Zero Action Plan to reduce the number of people killed and seriously injured on GM roads;
- Highways measures to tackle congestion including red routes, a Roadworks Charter and lane rental scheme;
- Infrastructure delivery, including road and junction improvements, active travel schemes and bus priority measures;
- Submission of planning applications for a new rail station at Golborne and a new southern access for Bury Interchange;
- Completion of the cycle hire recovery plan and looking to extend the cycle hire scheme further in GM;
- Further delivery of the Bee Active Network, including corridors, crossings and junction improvements to support more walking, wheeling, and cycling;
- A plan to deliver School Streets and school crossings to enable more children to walk, wheel or cycle to school; with 100 School Streets to be delivered by 2028;
- Delivery of electric vehicle charging points and a plan for a zero-emission bus fleet;
- Proposals for a 24hr bus pilot - with a view to have a network of night bus services serving all 10 GM local authority areas by 2028;
- Identifying the next steps following the 'Bikes on Metrolink' pilot;
- Network Reviews to integrate and enhance Bee Network services;
- Implementation of the final Tranche (Tranche 3) of bus franchising in Stockport, Tameside, Trafford and remaining parts of Manchester and Salford;
- Delivery of step free access at Daisy Hill and Irlam stations, and Dementia Awareness Training for all frontline staff, to support an accessible and inclusive transport network; and
- Exploration of how the MBacc (Greater Manchester Baccalaureate) – a new technical education pathway can provide a 'Bee Network pathway' for those who want to work in public transport.

# Appendix 1 – Franchised Bus Performance Data

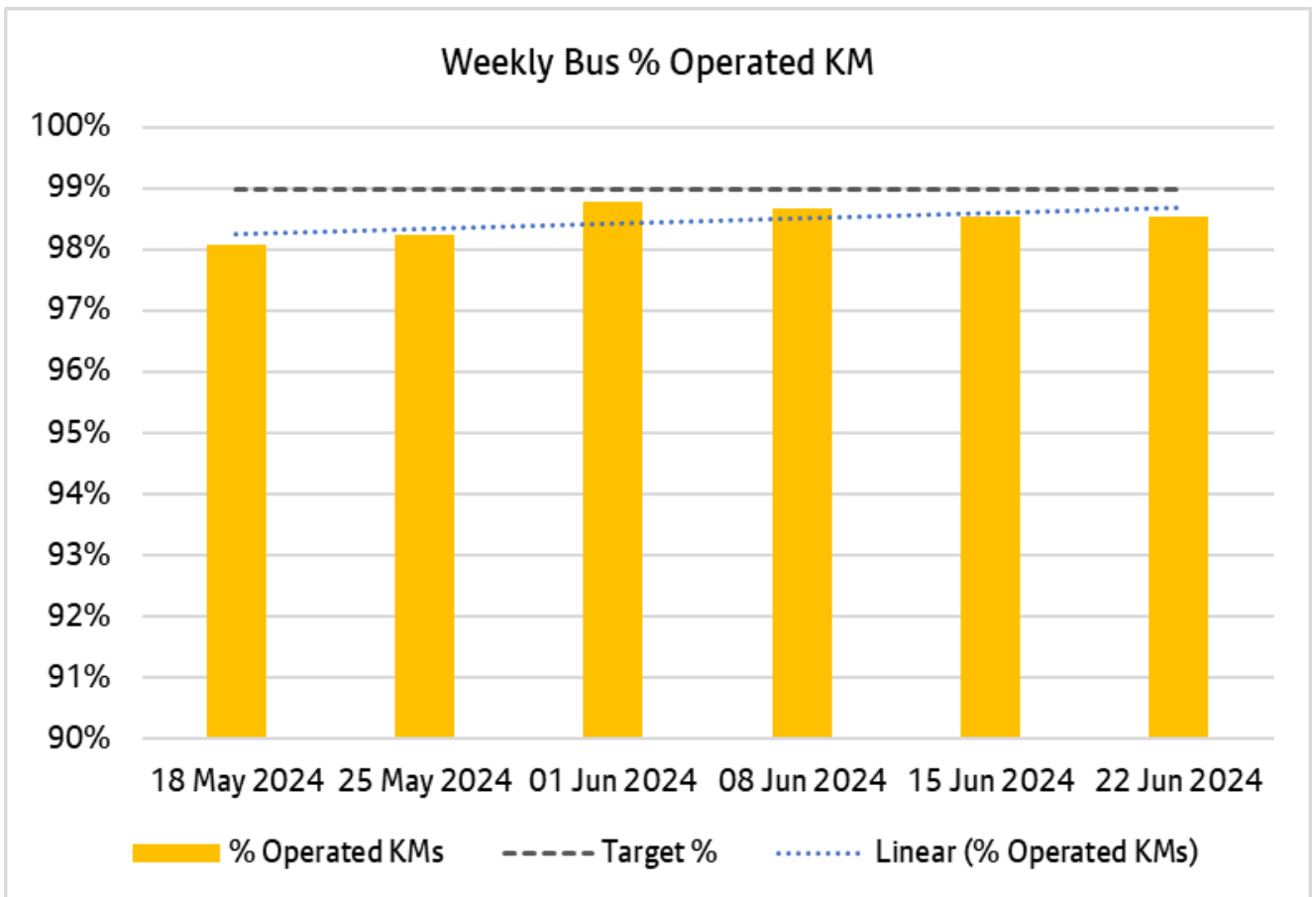
## Tranche 1 and 2 – Punctuality



## Tranche 1 – Patronage

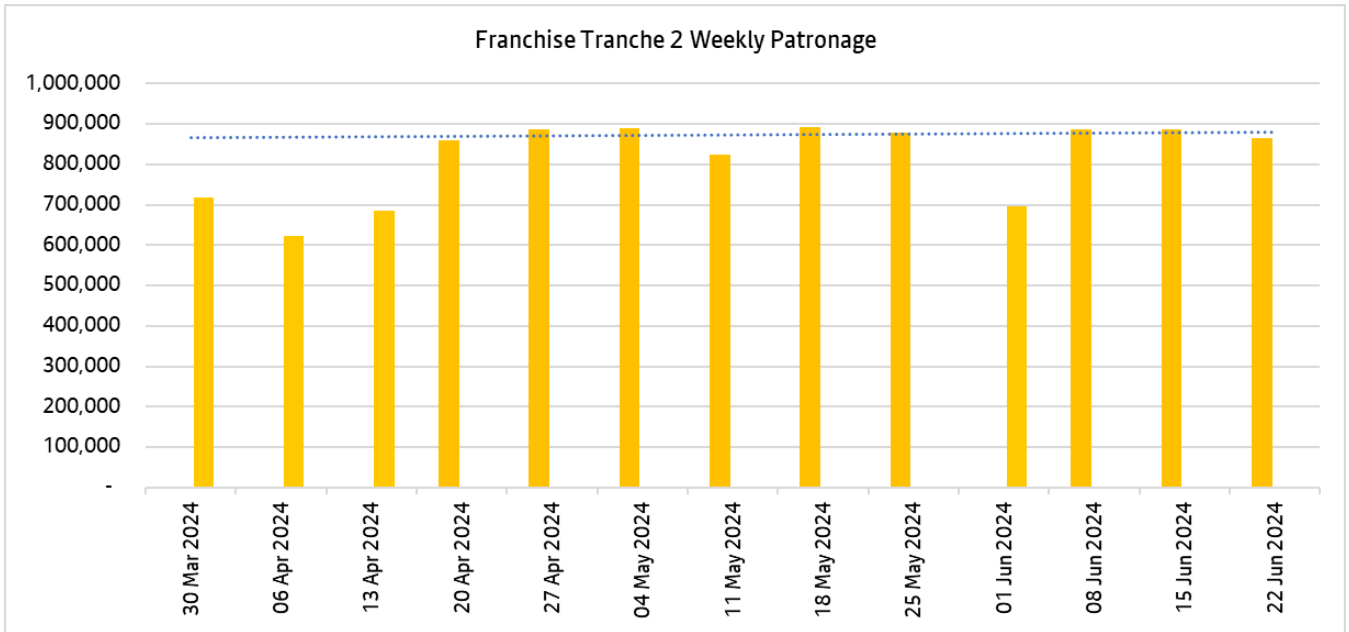


## Tranche 1 – Operated KMs\*

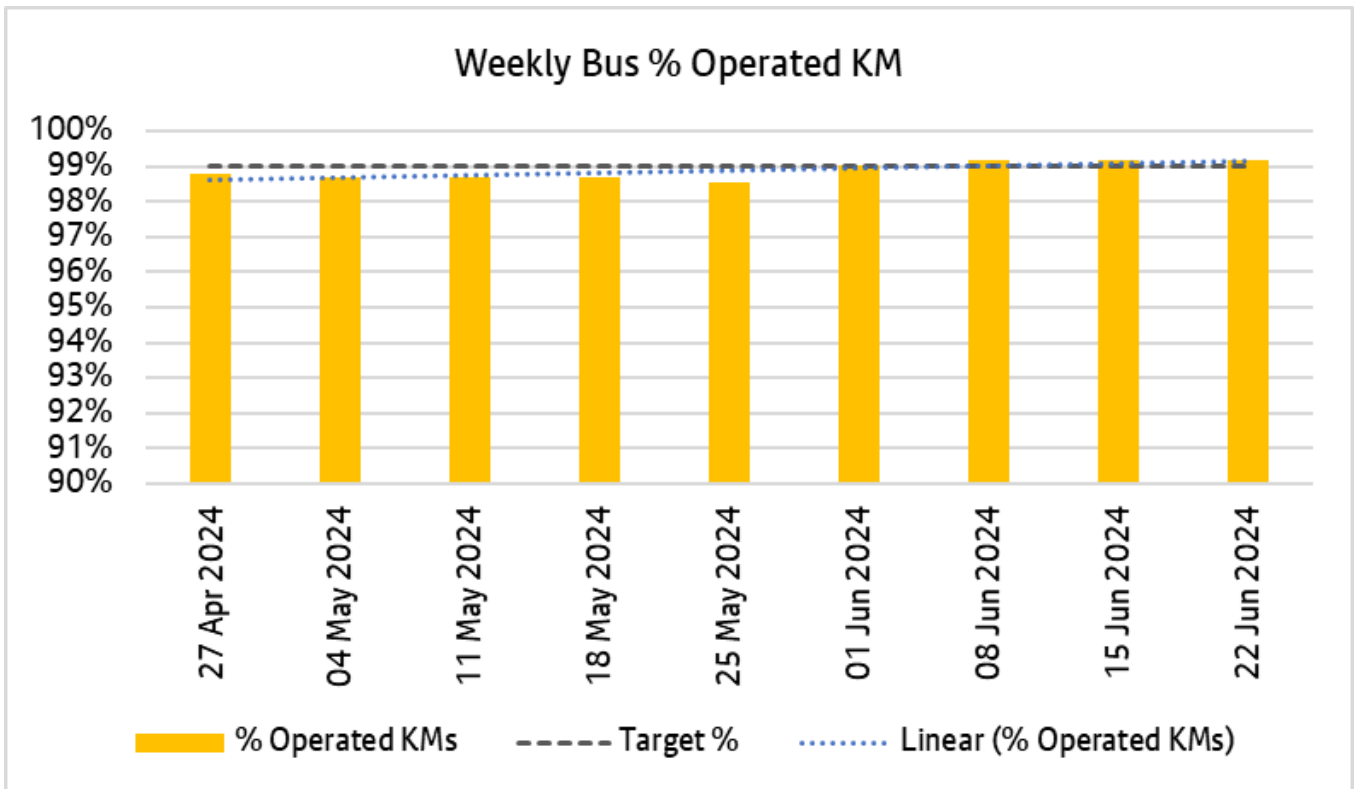


\*Operated kilometres are provided by the bus operators

## Tranche 2 - Patronage



## Tranche 2 - Operated KMs\*



\*Operated kilometres are provided by the bus operators

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## Greater Manchester Combined Authority

Date: Friday 12<sup>th</sup> July 2024

Subject: Draft Greater Manchester Rapid Transit Strategy –  
Trains, Trams, Busways and Beyond for the Bee Network

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport  
and Caroline Simpson, Group Chief Executive, GMCA

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### Purpose of Report

This report seeks approval of the draft Greater Manchester Rapid Transit Strategy, a sub-strategy of the 2040 Transport Strategy, and summarises its contents – including how fast and frequent mass transit will support the integrated Bee Network.

### Recommendations:

The GMCA is requested to:

1. Consider the draft Greater Manchester Rapid Transit Strategy;
2. Approve the draft Greater Manchester Rapid Transit Strategy, subject to any feedback from the Bee Network Committee, for wider engagement.

### Contact Officers

Martin Lax      Transport Strategy Director, TfGM      Martin.Lax@tfgm.com

Luke Bramwell      Head of Rapid Transit Development, TfGM      Luke.Bramwell@tfgm.com

## Equalities Impact, Carbon and Sustainability Assessment:

### Recommendation - Key points for decision-makers

The GMCA is requested to, noting the positive impacts for equalities, carbon and sustainability:









1. Approve the draft of the Greater Manchester Rapid Transit Strategy and the commencement of a period of engagement as part of the wider engagement on refreshing our Local Transport Plan.
2. Note any recommendations or feedback from the Bee Network Committee.

### Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	Includes improving safety & security and their perception (an issue for women and girls esp. at night) and accessibility (an issue for disabled people). Metrolink Phase 3, an exemplar of rapid transit, provided the following >10% door-to-door improvement in public transport access for the following proportions of the GM population: 18.2% for employment (rising 30.5% of the 10% most deprived communities); 18.8% further education (27.7%); 19.8% for healthcare (29.5%). Publishing the draft strategy is intended to allow a period of engagement on its contents (timescales to be set by the wider timescales for preparing the next statutory GM Local Transport Plan). There is not yet a discernible community cohesion aspect.
Health	G	Metrolink Phase 3 was estimated for the financial year 2019/20 to have removed 3.2 million car trips and 38.8 million car kilometres from the roads, equating to the removal of 12.8 tonnes of NOx nitrous oxides. The greatest mode share for accessing rapid transit stops and stations is for walking, wheeling and cycling: rapid transit promotes regular active travel. The draft strategy includes a section on considering how active travel infrastructure and services could be co-delivered with rapid transit. Evidence from the Wythenshawe-specific evaluation showed strong evidence that Metrolink Phase 3 had enhanced the social experiences of residents and Metrolink has had strong off-peak (shopping, leisure) traffic from day one and has Concessionary arrangements in place - all contributing to lessening social isolation. Rapid transit has less relevance than (say) deliveries, local provision, or bus and active travel to access food services. Draft strategy covers reopening disused spaces at stations for community hubs.
Resilience and Adaptation	G	The draft strategy contains sections on asset resilience, safety & security, healthy travel and environmental commitments. Overall, the draft strategy aims at the 2040 'Right Mix' and 2038 carbon neutral target. Whilst the draft strategy has proposals for new and improved infrastructure, which would consider resilience and adaptation in relation to disruption in its design, this would come through at a plan or individual scheme level. Measures on NOx and CO2 for Metrolink Phase 3 are given above in 'Health' and below in 'Carbon, Nature and Environment' respectively. The draft strategy sets out TfGM's commitment to PAS 2080. The draft strategy contains a section on the TravelSafe Partnership and overall safety and security including crime and antisocial behaviour. Whilst green and blue infrastructure would be addressed in plans and individual schemes, the draft strategy has no discernible impact at this stage.
Housing	G	Whilst the strategy emphasises the importance of land use planning and bringing forward residential density around rapid transit stops and stations, there is no discernible impact directly on homelessness at this stage. The draft strategy contains sections on density, and statistics on Metrolink Phase 3's contribution to door-to-door improvements in accessibility have been given in sections above. However, house price increases around rapid transit stops and stations have been recorded. The draft strategy contains a section on community uses for underused rapid transit buildings (e.g. parts of stations) and housing around stops and stations, including a new vehicle to make use of underused rail land, and density targets. The draft strategy contains sections on new stops and stations to serve new-build residential developments including those as part of Places for Everyone.

Economy	G	The draft strategy's core aims and objectives involve improving economic development, including improving transport connectivity to growth locations, and contains many possible options that would lead to direct employment (e.g. construction) and then better access to employment. It is anticipated that any jobs eventually created (particularly in any rapid transit construction) would be 'good jobs' and that better rapid transit would attract 'good jobs'. GM's growth locations themselves embody an industrial strategy regarding innovation, R&D and the knowledge economy. Metrolink is thought to have played a part in inward investment in GM, but as acknowledged by the Phase 3 evaluation, direct evidence / linkages are difficult - statistics on employment and education accessibility have been given above. The draft strategy contains a section on underused land and buildings at stations.
Mobility and Connectivity	G	Whilst the rapid transit network can be used to route digital connectivity trunk cabling, and the draft strategy covers fares and ticketing, the actions here are largely in hand through existing activity including the Bee Network. The draft strategy reflects the Bee Network customer commitment to affordability but is not specific regarding this. The draft strategy's core aims and objectives cover provision of new transport links (Metrolink's statistics regarding removal of car-kilometres from roads have been given above) to improve connectivity (inc. Regional Centre, wider city-region, and growth locations) and provide an attractive alternative to driving in pursuit of the 'Right Mix' vision of accommodating GM's growth with zero net growth in motor vehicle traffic. The draft strategy outlines improving availability and access to trains, trams and busway, with supporting active travel and TfGM's 'Travel Hubs' approach for rapid transit stops and stations which involves wider consideration of the first and last mile including shared transport. Whilst some potential proposals for new/extended/converted rapid transit lines could involve roadspace, the draft strategy places its main emphasis on making better use of existing infrastructure (including extending and joining it), limiting the potential impacts. The draft strategy sets out the aim to develop and procure 'Next Generation Vehicles' for Metrolink, as well as working with the rail industry on de-carbonising rolling stock and replacing the busway fleet with zero emission buses.
Carbon, Nature and Environment	G	Metrolink Phase 3 estimates in regard to NOx are given above under the Health section, as an example of what rapid transit expansion can achieve. Rapid transit schemes may produce emissions, run-off, light pollutants, noise pollutants, impacts on natural carbon sinks and visual amenity - but the draft strategy is at a high level and any schemes brought forward would be expected to be designed to relevant environmental standards (and subject to EIA in some cases) to mitigate these impacts. Standards in place for Biodiversity Net Gain mean that the overall impact of any infrastructure schemes that eventually flow from the draft strategy would be expected to be positive. It is anticipated that given the door-to-door public transport accessibility improvements described above for Metrolink Phase 3, that rapid transit proposals would improve the local community's access to greenspace. Measures such as dogs on trams have further improved this situation. Metrolink Phase 3 was estimated for the financial year 2019/20 to have removed 3.2 million car trips and 38.8 million car kilometres from the roads (6,700 tonnes of CO2 equivalent) as an example of rapid transit's potential. The draft strategy sets out TfGM's commitment to PAS 2080.
Consumption and Production	G	Building more rapid transit infrastructure would result in construction waste, however the draft strategy is a not a plan or scheme proposal. No discernible impact at this stage. There are no discernible impacts on current or future reuse or recycling rates at this stage. With regard to resource efficiency, the draft strategy sets out an approach to making the best use of our existing infrastructure and states TfGM's commitment to PAS 2080 (as a proxy). No discernible impact on level of single-use plastics and packaging.

<p>Contribution to achieving the GM Carbon Neutral 2038 target</p>	<p>The draft Greater Manchester Rapid Transit Strategy has as part of its core aims (see "Our vision for rapid transit" and "Why there's a case for change") both the Right Mix vision and the 2038 Carbon Neutral target itself. The potential for carbon emission reductions achievable by rapid transit is illustrated in statistics given for Metrolink Phase 3 above in 'Carbon, Nature and Environment) - estimated for the financial year 2019/20 to have removed 3.2 million car trips and 38.8 million car kilometres from the roads (6,700 tonnes of CO2 equivalent). The draft strategy acknowledges embodied carbon and sets out TfGM's commitment to PAS 2080. Climate change mitigation measures held in asset plans (i.e. at a plan level rather than the draft strategy level).</p>		
<p><b>Further Assessment(s):</b></p>	<p>Equalities Impact Assessment and Carbon Assessment</p>		
<p><b>G</b> Positive impacts overall, whether long or short term.</p>	<p><b>A</b> Mix of positive and negative impacts. Trade-offs to consider.</p>	<p><b>R</b> Mostly negative, with at least one positive aspect. Trade-offs to consider.</p>	<p><b>RR</b> Negative impacts overall.</p>

<h2>Carbon Assessment</h2>				
<p><b>Overall Score</b></p>				
Buildings	Result	Justification/Mitigation		
<p>New Build residential</p>	<p>N/A</p>	<p>N/A - the draft strategy contains sections on new stops and stations to serve new-build residential developments (including those as part of Places for Everyone) and a section regarding housing around stops and stations (including a new vehicle to make use of underused rail land, and density targets) - but these are at a high level.</p>		
<p>Residential building(s) renovation/maintenance</p>	<p>N/A</p>			
<p>New build non-residential (including public) buildings</p>	<p>N/A</p>	<p>The draft strategy contains a section on community uses for underused rapid transit buildings (e.g. parts of stations) - but this is at a high level.</p>		
<p><b>Transport</b></p>				
<p>Active travel and public transport</p>		<p>See Impacts Questionnaire, particularly the sections 'Health' for active travel in relation to rapid transit and 'Mobility and Connectivity' for public transport and shared transport in relation to rapid transit.</p>		
<p>Roads, Parking and Vehicle Access</p>	<p>N/A</p>			
<p>Access to amenities</p>		<p>See Impacts Questionnaire, particularly the sections 'Health' for active travel in relation to rapid transit and 'Mobility and Connectivity' for public transport and shared transport in relation to rapid transit.</p>		
<p>Vehicle procurement</p>		<p>The draft strategy sets out the intention to develop and procure Metrolink 'Next Generation Vehicles' with tram-train capability, to work with the rail industry on rolling stock replacement and to replace the busway fleet with zero-emission buses.</p>		
<p><b>Land Use</b></p>				
<p>Land use</p>	<p>N/A</p>			
<p>No associated carbon impacts expected.</p>	 <p>High standard in terms of practice and awareness on carbon.</p>	 <p>Mostly best practice with a good level of awareness on carbon.</p>	 <p>Partially meets best practice/ awareness, significant room to improve.</p>	 <p>Not best practice and/ or insufficient awareness of carbon impacts.</p>

## **Risk Management**

At a strategic level, to not have a published Rapid Transit Strategy would risk constraining the future growth of Greater Manchester by failing to articulate the overall case for investment in the rapid transit system – both to provide adequate capacity for background growth and to stimulate further growth through improved connectivity.

## **Legal Considerations**

There are no legal considerations specifically arising from this Report. In due course, if adopted, the realisation of the Strategy will require detailed proposals to be brought forward, at which time there will be specific legal considerations.

The original Greater Manchester Transport Strategy 2040 was the subject of an Integrated Assessment, covering matters such as Strategic Environmental Assessment and Equalities Impact Assessment. It is anticipated that the contents of the draft Greater Manchester Rapid Transit Strategy will ultimately form part of a refreshed 2040 Transport Strategy and a refreshed Integrated Assessment.

## **Financial Consequences – Revenue**

The draft Greater Manchester Rapid Transit Strategy is not a costed or funded delivery plan. The document contains sections dealing with financial and funding considerations in broad terms. Financial consequences in terms of revenue for the ongoing work programme in support of the draft strategy's aims are managed through annual budgets.

## **Financial Consequences – Capital**

The draft Greater Manchester Rapid Transit Strategy is not a costed or funded delivery plan. The document contains sections dealing with financial and funding considerations in broad terms. Financial consequences in terms of capital for the ongoing work programme in support of the draft strategy's aims are managed through Transport Capital Programme submissions.

## **Number of attachments to the report: 1**

The draft Greater Manchester Rapid Transit Strategy

## **Comments/recommendations from Overview & Scrutiny Committee**

N/A

## **Background Papers**

The draft Greater Manchester Rapid Transit Strategy is a sub-strategy to the Greater Manchester Transport Strategy 2040 (the 2040 Strategy) and is aligned with our Right Mix vision; Our Five-Year Transport Delivery Plan (2021-26) and other sub-strategies including the Greater Manchester Bus Strategy. It is also closely aligned with the Bee Network vision, the Greater Manchester Strategy and our growth locations.

## **Tracking / Process**

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

Yes

## **Exemption from call in**

N/A

## **Bee Network Committee**

This draft Greater Manchester Rapid Transit Strategy will be considered by the Bee Network Committee on Thursday 25<sup>th</sup> July 2024.

# 1. Introduction

- 1.1 Greater Manchester is building the Bee Network, an integrated transport system that will support delivery of sustainable growth across the city-region.
- 1.2 With the buses being brought under local control and into the [Bee Network](#) from September 2023, this first phase of the Bee Network will be complete in 2025. Local train services are then to be brought into the Bee Network in a second phase by 2028. Looking beyond this to 2040, the [Greater Manchester Transport Strategy 2040](#) sets out how transport is an enabler of sustainable economic and housing growth in support of the [Greater Manchester Strategy](#).
- 1.3 Rapid transit (fast and frequent mass transit, that today in GM includes suburban train services, tram services, and busway services) must play its role alongside other public transport services and active travel as a key part of the Bee Network.
- 1.4 Some scheme development work, including that on prioritisation of expansion options (new, extended and/or converted rapid transit lines) is shaped by the draft strategy. Publishing the draft strategy is therefore an important step towards our City Region Sustainable Transport Settlement 1 (CRSTS 1) Delivery Plan commitment of “Development of a Powers application for one scheme and pre-Powers development for two schemes” (i.e. 3 schemes proposed to be taken forward, with one of these to Powers, in addition to the tram-train Pathfinder) with CRSTS1 funding allocated for this development activity to March 2027.
- 1.5 As part of the ongoing work to prepare the next statutory GM Local Transport Plan, the draft strategy will also play a key role in shaping the rapid transit elements of the refreshed 2040 Strategy and the next Five Year Delivery Plan (2027-32).
- 1.6 Publishing the draft strategy now therefore provides the strongest foundation to move rapid transit policy, strategy, development and delivery work on forward at pace in line with our statutory commitments for the GM Local Transport Plan and our CRSTS1 Delivery Plan commitments.
- 1.7 Publishing the draft strategy now provides a full and transparent update to a wider audience, with both the progress made to date and the next steps – including engagement on the draft strategy – set out.

## 2. Structure, purpose and content of the draft strategy

2.1 The structure of the draft Greater Manchester Rapid Transit Strategy sets out:

- our vision for rapid transit and why there's a case for change;
- what we need in broad terms, and how we'll seek to deliver it in more detail;
- the 8 rail corridors to be integrated into the Bee Network by 2028;
- c.15 emerging priorities for expansion of the rapid transit system;
- next steps.

2.2 The draft strategy, with its contents ultimately being adopted via the process to create the next statutory GM Local Transport Plan, will support Transport for Greater Manchester in planning its work. This will be achieved by having a document that:

- informs decisions on prioritisation;
- underpins our case to government and external organisations, including those that make up the rail industry;
- can be referred to as part of the planning and policy case when promoting schemes.

2.3 The draft strategy is not a costed or funded delivery plan and its full ambitions would require significant funding to be delivered. Plans will come forward over time to support implementation of the strategy, for example, concerning integration of rail into the Bee Network.

2.4 The draft strategy is built upon the network principles of the 2040 Strategy and our Bee Network Customer Commitments.

2.5 The draft strategy addresses **sustaining**, **integrating** and **improving** rapid transit so that it is:

- well-maintained, resilient and reliable;
- environmentally responsible, healthy and sustainable;
- safe, secure, accessible and inclusive.

This includes steps already in hand as part of the Bee Network to 2025 – including the integration of information, fares, ticketing and operating hours between tram and bus. It also includes interim milestones towards bringing rail into the Bee Network, such as the pay-as-you-go contactless ticketing pilot in 2025.



2.6 **Growing** rapid transit coverage and patronage is described by the draft strategy:

- addressing mounting capacity challenges on Metrolink with a fleet of longer, walkthrough 'next generation vehicles' with tram-train capability;
- working with the rail industry on train and platform lengthening, and remaining responsive to demand on the busway;
- developing and delivering new stops and stations – and improving our existing ones, including with access for all and better first and last mile connections;
- working to improve key links that knit together the existing rapid transit system.

2.7 The draft strategy also looks to a future beyond this by **transforming** rapid transit:

- **Rail integration:** Significant progress is being made on rail integration. To facilitate the delivery of the 8 priority corridors by 2028 (Wigan via Bolton; Wigan via Atherton; Wigan via Golborne; Airport; Alderley Edge and Buxton via Stockport; Glossop, Hadfield and Rose Hill Marple via Guide Bridge; Ashton-under-Lyne and Stalybridge; Rochdale) we have developed with the rail industry a collective understanding of Bee Network rail integration. The proposition for this is included in the draft strategy, to facilitate further detailed implementation plans coming forward.
- **System expansion:** The draft strategy presents a principles-based prioritisation of options for new, extended and converted rapid transit lines, with c.15 emerging priorities identified for rapid transit system expansion. These include the Mayoral Manifesto prioritisation of plans for Heywood, Middleton, Stockport along with building a business case for Bolton working with government, and complementary priorities. These options include introduction of tram-train services to join up the light and heavy rail networks, and potential major new tunnelled capacity.

2.8 All of the above is in support of the current Right Mix vision which anticipates more than doubling rapid transit trips by 2040. This is within a context of 10% population growth in that period, our city-region's commitments to be carbon neutral by 2038 with improved air quality and biodiversity, and the need to transform opportunities for all and respond to our growth locations. Ultimately, the draft strategy's contents are in support of the Greater Manchester Strategy's vision.

### 3. Engagement

- 3.1 This is a draft strategy, and its further development will benefit from hearing a wide range of opinions on what our future rapid transit network should look like.
- 3.2 A key next step is therefore commencement of wider engagement on the contents of the draft strategy through 2024, including targeted engagement sessions to help shape its final contents. These sessions will be planned in consideration of the wider engagement work on the next GM Local Transport Plan. They will take place:
- with groups of people who could be affected in different ways by the contents of the draft strategy (for example, the Disability Design Reference Group);
  - with business (for example, the Business Transport Advisory Council);
  - with government (for example, the Department for Transport);
- 3.3 This engagement process will continue as our plans evolve in support of the strategy, including consideration of place-based and community approaches.

### 4. Next steps

- 4.1 Work as part of the CRSTS1 Delivery Plan in support of the draft strategy's aims will continue. Much of this work concerns schemes 'in flight' (such as Golborne Station, Access for All, Bury Interchange Redevelopment and Metrolink Next Generation Vehicles / Tram-Train Pathfinder); these schemes are reflected in the draft strategy and included in wider masterplanning activities.
- 4.2 With regard to **rail integration**, agreeing our long-term partnership with the rail industry which embeds local accountability for our rail network.
- 4.3 With regard to **system expansion**, further detailed prioritisation will take place during 2024 of the c.15 emerging priorities for new, extended and/or converted rapid transit lines to sequence a potential future expansion programme, alongside ongoing business case development, working with local authorities to space-save for potential future routes in Local Plans, and planning for capacity in the regional centre and network optimisation.



# Draft Greater Manchester Rapid Transit Strategy

Trams, trains, busways  
and beyond for the  
Bee Network



BEE NETWORK



Transport for  
Greater Manchester

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# Foreword

Greater Manchester is the country's fastest growing city region and has huge potential for further growth. However, like other UK cities, our economy is underperforming compared to our European peers. We need to better connect people, businesses and places to the opportunities that exist throughout Greater Manchester, supporting the future prosperity of the North and the UK.

We are committed to delivering a world-class, integrated transport system for Greater Manchester: the Bee Network. Rapid transit – public transport options like trams, trains and busways that are fast and frequent – form a critical part of this.

Greater Manchester is already a proven leader when it comes to developing and providing rapid transit. Metrolink, our light rail system, is the largest in the country with 99 stops across over 100km of track. Its yellow trams have now become an icon for our city region. The demand for new lines and extensions is testament to this success and reflects how the network has transformed since the very first line opened in 1992, with May 2024 being Metrolink's busiest month on record.

The Leigh–Salford–Manchester Busway is another clear example of our successful approach to rapid transit in action, carrying over two and a half million journeys per year and removing the need for around half a million car journeys.

Our rail network will play an important role in bringing the benefits of rapid transit to more of Greater Manchester and we are committed to bringing local rail services on eight corridors into the Bee Network by 2028. By bringing rail into the Bee Network, we will have a greater ability to improve the customer experience. Through investing in growing patronage we could, in time, reduce the subsidy required to support local rail services – helping to deliver a better service at a lower cost.

This draft strategy sets out our vision for rapid transit and how we'll aim to deliver it – both through sustaining and growing the existing system and transforming our services and infrastructure.

Developing and delivering new rapid transit requires time and significant funding. That will mean considering better use of existing funding, and new forms of funding. This draft strategy will support Transport for Greater Manchester to plan its work, extending rapid transit to more of Greater Manchester and helping create a fairer, greener and more prosperous city region.



**Andy Burnham, Mayor of Greater Manchester**

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# Executive summary

Greater Manchester (GM) is building the [Bee Network](#), an integrated transport system that will support sustainable travel across the city-region. With the first buses brought under local control from September 2023, we have now franchised 50% of the bus network. This has yielded ridership growth of 5% in the last 6 months through strongly improved reliability, customer service and fleet. All buses will be franchised, and the first phase of the Bee Network complete, in 2025.

Local train services are then to be brought into the Bee Network in a second phase, with 8 rail corridors integrated by 2028. Looking beyond this to 2040, the [Greater Manchester Transport Strategy 2040](#) sets out how transport is an enabler of sustainable economic and housing growth in support of the [Greater Manchester Strategy](#).

## **Purpose and structure**

The Draft GM Rapid Transit Strategy sets out how better rapid transit (fast and frequent mass transit) is to play its role for the city-region alongside other public, active and shared modes as part of the Bee Network. As a sub-strategy flowing from the GM Transport Strategy 2040, the draft strategy complements and reinforces other published Bee Network family documents such as the [GM Streets for All Strategy](#) and the [GM Bus Strategy](#).

The draft strategy will help people to understand how the rapid transit system can be sustained and support GM growth to a horizon of 2030, and how the network could continue to be transformed to 2040 and beyond. The draft strategy will support Transport for Greater Manchester (TfGM) by informing decisions on prioritisation, underpinning our work with government and external organisations – including those that make up the rail industry – and setting out the background to our planning and policy case when promoting schemes.

As we refresh the GM 2040 Transport Strategy, the draft strategy will play a key role in shaping the next Five Year Delivery Plan (2027-32). For that reason – and also to ensure that rapid transit is part of a fully integrated Bee Network approach to refreshing the 2040 Strategy itself – this document is being published in draft so that it can form part of the wider engagement on this activity.

Work as part of our City Region Sustainable Transport Settlement 1 (CRSTS1) Delivery Plan in relation to this draft strategy will continue. Much of this work concerns schemes ‘in flight’ – such as Metrolink Renewals, Metrolink Next Generation Vehicles / Tram-Train Pathfinder, Bury Interchange Redevelopment, Golborne Station, Access for All, and integration of 8 rail lines into the Bee Network by 2028. These schemes, and others, are all reflected in the draft strategy.

One key piece of scheme development work in relation to our CRSTS1 Delivery Plan – namely the planning for new, extended and/or converted rapid transit lines – is shaped by the draft strategy rather than simply being reflected in it. Our principles and emerging priorities for rapid transit network expansion are described.

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This draft strategy therefore sets out the following, which are summarised below and overleaf:

- our vision for rapid transit and why there's a case for change
- what we need (in broad terms) and how we'll seek to deliver it (in more detail)
- integrating rail into the Bee Network by 2030, with 8 priority corridors by 2028
- c.15 emerging priorities for expansion of the rapid transit system
- next steps

## Our vision for rapid transit

In GM, rapid transit is defined as a public transport service that is fast, frequent and capable of moving large numbers of people (mass transit). Throughout this draft strategy, 'rail-based rapid transit' includes suburban rail and metro services (today in GM, that means trains and trams) and 'bus-based rapid transit' includes busway services (today in GM, that means the 'V' bus services on the Leigh–Salford–Manchester busway). We also look ahead to a future where tram-train technology and underground technology play a role, by joining up the light and heavy rail networks and providing major new Regional Centre rapid transit capacity, respectively.

Rapid transit offers faster journeys with fewer stops than local buses, and more frequent services than inter-city and regional trains and coaches. However, it shouldn't be thought of as being separate with individual services, information, and fares and ticketing. It needs to be a seamless part of the Bee Network – integrated with other public transport and underpinned by active travel.

This draft strategy sets out the overall policy position for rapid transit as part of the Bee Network including the 'Right Mix' vision – **aiming to more than double rapid transit trips by 2040** – and our ambitions for a greener, fairer and more prosperous city-region in the context of:

- an approximately 10% population increase in that period
- our commitment to be carbon-neutral by 2038, and improved air quality and biodiversity
- transforming opportunities for all, and responding to GM's growth locations

## Why there's a case for change

This draft strategy sets out the case for rapid transit playing its part in **tackling inequalities**. The case is made with reference to the Levelling Up White Paper, Centre for Cities research, and the National Infrastructure Assessment – which all show that a lack of infrastructure to get large numbers of people quickly to and from the centres of economic activity is a key factor limiting the productivity of city-regions including GM.

The argument for rapid transit's role in **delivering the opportunities for good growth** across GM is also made in relation to our growth locations – by having enough rapid transit capacity to accommodate growth in Regional Centre and town centre trips, and achieving a step change in connectivity with rapid transit taking a greater share of wider city-region trips.

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**Meeting our environmental commitments** makes up the third part of the case for change, with rapid transit offering an attractive alternative to driving (and therefore tackling congestion and moving us towards the Right Mix vision and our carbon-neutrality target). The challenges and opportunities regarding embodied carbon and operational emissions are considered.

The success story of Metrolink from its opening in 1992 onward, the serious challenges faced by suburban rail in recent years, and the continual evolution of busway services including their integration into the Bee Network in 2023 all form part of the **story so far** for rapid transit.

Rapid transit can play an important role in orbital connectivity, with the **complementary role** of Quality and Express Bus services for some middle distance trips rounding out the case for change.

## **What we need, and how we'll seek to deliver it**

In broad terms, we need three things for rapid transit:

- We need it to be part of a **seamless Bee Network**.
- We need **room to grow** because capacity is the single biggest challenge to our vision.
- We need it to work at its best, which is when it has local **accountability**.

In this draft strategy, we set out how we'll seek to deliver that by:

- **Sustaining, integrating and improving.**
  - Sustaining a well-maintained, resilient and reliable rapid transit system.
  - Integrating our rapid transit system within the Bee Network and the regional and national context, including the rail pay-as-you-go contactless ticketing pilot by 2025.
  - Continually improving our offer to customers in terms of the environment and health, safety and security, and accessibility and inclusion.
- **Growing.**
  - Addressing mounting capacity challenges on Metrolink with a fleet of longer 'next generation vehicles' that have tram-train capability, working with the rail industry on train and platform lengthening, and remaining responsive to demand on the busway.
  - Developing and delivering new rapid transit stops and stations, whilst improving our existing ones with access for all and better first and last mile connections.
  - Working to improve key links that knit together the existing rapid transit system.
- **Transforming.**
  - Integrating rail into the Bee Network by 2030, with 8 priority corridors by 2028.
  - Developing proposals for new, extended and converted rapid transit lines including tram-train technology, the Airport as a hub, and major Regional Centre capacity.



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## **Integrating rail by 2028**

Between now and 2028 rail integration delivery will focus on 8 priority corridors across GM. This will bring customer-facing improvements that align rail services with the Bee Network, including consistent branding, information, fares, accessibility, and station enhancements. This will deliver early realisation of customer benefits, create an environment for passenger growth and provide the first step in establishing a single cohesive recognisable 'Bee Network' product that incorporates rail.

## **Emerging priorities for rapid transit system expansion**

The draft strategy presents a principles-based prioritisation of options for new, extended and converted rapid transit lines, with c.15 emerging priorities identified for rapid transit system expansion. These will be taken forward for further detailed prioritisation during 2024, alongside ongoing business case development and supporting activities.

Developing new, extended or converted rapid transit lines requires significant time and funding, so it is vital to prioritise the proposals to achieve our aim of a steady, rolling pipeline that builds up skills and moves them from scheme to scheme – driving efficiency and applying lessons learned.

Prioritising in this way allows us to focus our finite scheme development resources on those that would most effectively move us towards our vision. It also allow us to maintain a proper focus on the other key actions to sustain, grow and transform the rapid transit system that do not involve new, extended or converted rapid transit lines.

The emerging priorities are described in both text and map form, and are shown in the context of the 8 rail lines to be integrated into the Bee Network by 2028 and complementary Quality Bus routes.

## **Next steps**

The draft strategy is not in itself a costed or funded delivery plan, and its fullest ambitions would require significant funding (including considering better use of existing funding, and new forms of funding) and statutory powers to be delivered. It is anticipated that a number of delivery plans (for example, concerning the full integration of rail into the Bee Network) will come forward over time to support implementation of the draft strategy. The main next steps are:

- **Wider engagement** on this draft strategy as part of our Local Transport Plan refresh, which itself starts with refreshing the GM Transport Strategy 2040 and is followed by the creation of the next Five Year Delivery Plan (covering 2027-2032).
- Further work on **future funding** arrangements, including as part of the Single Settlement and for the anticipated City Region Sustainable Transport Settlement 2 (CRSTS2) period 2027/28 to 2031/32 – with an indicative overall CRSTS2 allocation of £2.5 billion for GM, subject to further engagement and agreement with central government.

- Continued development and delivery of our **existing commitments** including those in the City Region Sustainable Transport Settlement 1 (CRSTS1) Delivery Plan 2022/23 to 2026/27 that will **sustain** and **grow** our rapid transit system.
- Continuing work on **transforming** our rapid transit system:
  - Working with the rail industry to fully integrate rail into the Bee Network, including the key next step of agreeing our long-term partnership with the rail industry to embed local accountability for our rail network.
  - Development of the Metrolink Next Generation Vehicles and Tram-Train Pathfinder, which will be crucial to addressing capacity challenges and developing viable business cases for tram-train schemes on a larger scale respectively – unlocking future expansion of GM’s rapid transit system.
  - Further detailed prioritisation during 2024 of the c.15 emerging priorities for new, extended and/or converted rapid transit lines, to sequence a potential future expansion programme – this is alongside ongoing business case development, working with local authorities to space-save for potential future routes in Local Plans, and planning for Regional Centre capacity and network optimisation.



# A trip on our future rapid transit network

1

More Greater Manchester residents live a short walk from their nearest rapid transit stop or station. Housing developments are often completely integrated with rapid transit, and some developers have invested in the facilities.



2

Rapid transit stops and stations are easy to access for everyone. In particular, rail stations feel like part of the Bee Network, and step-free access to them has been transformed.



3

For those that live close enough, walking, wheeling and cycling are the main way to get to and from the rapid transit stops and stations – and there are excellent facilities to support this active travel. For those that live further away, local bus services and other first and last mile options are fully physically integrated with the stops and stations.



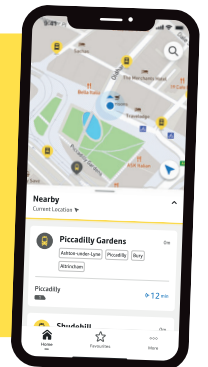
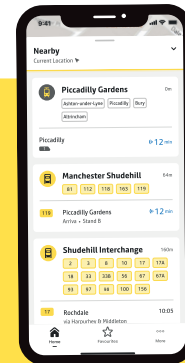
4

Tram and busway services have remained reliable and frequent, and reform has allowed suburban rail services to rise up to meet reliability and frequency standards across the day and week.



5

People can plan the best journey for them in one place – the Bee Network app and other journey planners – without having to think about the different modes of transport involved. They can purchase best value and flexible tickets before boarding.



6

The rapid transit service departs on time and is easy to board for everyone – with level boarding as is already standard on all tram services, and ramps and other devices provided as needed to bridge any gaps on busway and suburban rail services.



Cont. on next page.

# A trip on our future rapid transit network

7

The rapid transit service makes swift progress on its route – faster than a local bus service – because it is mainly separated from general traffic, and is given priority at junctions. There is enough capacity for everyone to travel safely and comfortably, without excessive crowding.



8

A trip on a Bee Network rapid transit service feels safe at any time of day or night. Stops and stations are bright and well-lit. Frontline staff, including partnerships with the police, are on hand to help. CCTV and audio-visual announcements mean everyone can use rapid transit with confidence.

Transport for Greater Manchester

10

In the background, the Operational Control Centre is monitoring the network to keep passengers informed, taking decisions to keep tram and busway services on time, and working with partners to achieve the same for suburban rail services.



9

Changing from one rapid transit service to another during the journey is seamless, with the right infrastructure supported by information and signage to help passengers find their way. There are no worries about getting the best-value fare, because tickets are simple and multi-modal.

12

The rapid transit service arrives on time and passengers are able to change seamlessly to other local services - like buses and cycle hire - or walk or wheel to their destination. Using the Bee Network app, customers can rate their journey and provide immediate feedback on their experience.

11

All tram and busway services are zero-emission, and suburban rail is increasingly electrified – using overhead wires and batteries to move away from diesel.



# Our vision for rapid transit

GM is building the Bee Network, an integrated transport system that will support sustainable travel across the city-region. Our overall vision is to have “World class connections that support long-term, sustainable economic growth and access to opportunity for all.”

In seeking to achieve our vision, the GM Transport Strategy 2040 sets out our ambition “To extend the benefits of rapid transit to more of GM and provide the capacity and reliability needed to support growth in the economy.” We will strive to deliver an enhanced rapid transit system that enables everyone to travel easily and affordably, that is safe, accessible, reliable and sustainable – and is an integrated and accountable part of the Bee Network.

Improved public transport is essential for increased productivity and economic growth, and better living standards. Here in GM, we need to invest in and expand the capacity and coverage of our rapid transit system to deliver greater access to jobs, education, healthcare, culture and leisure opportunities, to support healthy and active lifestyles, and to reduce carbon emissions.

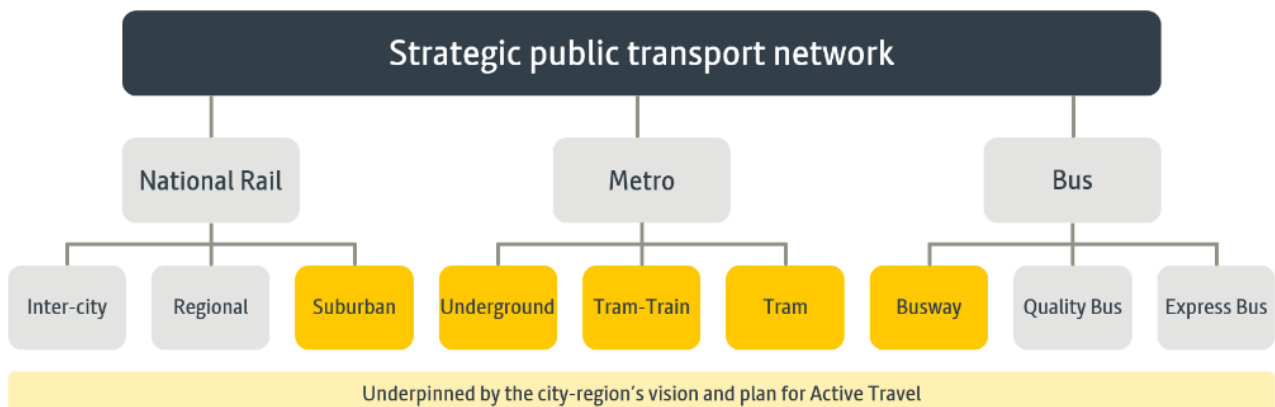
## What is rapid transit?

In GM, rapid transit is a public transport service mainly focussed on middle distance trips that is:

- Faster than local bus services. Local bus services with closely spaced stops are good for serving shorter distance trips. For middle distance trips, faster journeys with fewer stops are critical.
- More frequent than city-to-city services. Inter-city and regional trains and coaches are good for serving longer distance trips. For middle distance trips, services need to run more frequently.
- Able to move large numbers of people. Rapid transit uses dedicated routeways, with a high degree of segregation, to serve major passenger flows concentrated on key corridors.

Throughout this draft strategy, we describe ‘rail-based rapid transit’ as including suburban rail and metro services, and ‘bus-based rapid transit’ as including busway services.

**In the figure below, current and potential future rapid transit modes are shown highlighted in yellow, in the context of the wider strategic public transport and active travel network.**



# Our ambitions

## Sustainable growth with the 'Right Mix'

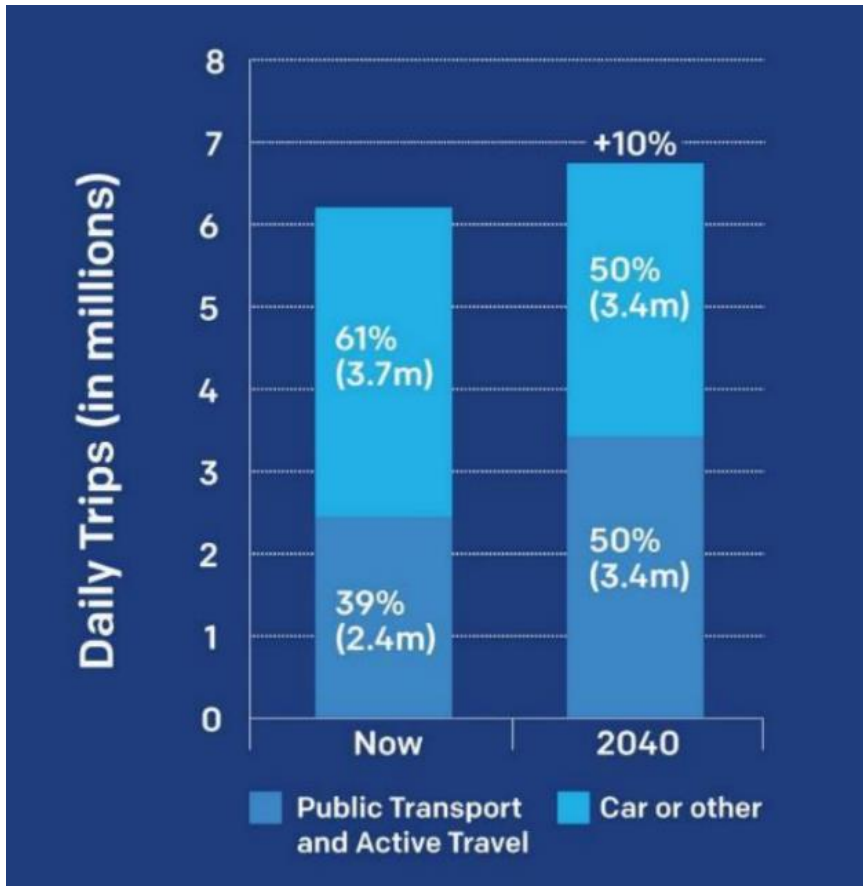
Since 2000, GM's population has grown by 300,000 to 2.8 million – and is expected to exceed 3 million by 2037. We need to accommodate that growth in a sustainable way.

By 2040 we want at least 50% of all journeys in GM to be made by active travel and public transport. That will mean one million more sustainable journeys every day enabling us to deliver a healthier, greener, and more productive city-region. This is our 'Right Mix' transport vision.

The Right Mix vision anticipates a much greater role for rapid transit, supporting a stronger Regional Centre and a step change increase in the use of rapid transit for wider city-region trips, including to and from thriving town centres. That will require the number of trips made by rapid transit to more than double by 2040 – with consequential increases in connecting active travel trips by walking, wheeling and cycling, and connecting public transport trips by bus.

Achieving the Right Mix would enable us to make progress towards reducing carbon emissions, with local authorities across the city-region having declared a Climate Emergency, and the aim being for the city-region to be completely carbon neutral by 2038.

Our Right Mix vision is currently being reviewed in the light of the longer term effects of the COVID-19 pandemic. Initial indications are that changes to working patterns may reduce growth in the travel-to-work peak but could also lead to more use of rapid transit for non-work trips.



## Transforming opportunities

As well as accommodating the sustainable growth of GM’s population, our ambition is for rapid transit to play a key role in transforming opportunities for everyone across our city-region. Over the last 30 years, improvements to our metro, suburban rail and busway services have connected people with jobs, education, healthcare, culture and leisure opportunities.

But there is much more to be done, in line with the Places for Everyone spatial plan and emerging Local Plans. The vast majority of growth will be within the existing urban area. In addition to this, Growth Locations represent opportunities for the whole city-region to bring forward housing and employment development at a scale which can drive the transformational change we want to see. By linking opportunity and need – and connecting investment and development – the growth locations offer a chance to realise improvements for communities and places which may not have benefited previously from economic development and growth, or where there is major scope to drive growth.

GM is a potential catalyst of substantial growth, supporting the future prosperity of the North and the UK. The city-region is home to large clusters of high-value jobs in advanced materials and manufacturing, health innovation, and digital, creative and media. To thrive and grow, these high productivity sectors need to be connected to a large pool of highly skilled labour.

Rapid transit needs to respond to and shape these opportunities, by ensuring that all our residents and communities are able to benefit from the opportunities that growth and increased economic prosperity brings – and ensuring that new development is supported by sustainable transport.



# Why there's a case for change

## Tackling inequalities

Addressing regional inequalities across the UK is a key priority. The 2022 White Paper, '[Levelling Up the United Kingdom](#)', highlights the role of cities as drivers of productivity. Currently, productivity in the UK's major cities outside of London lags international comparators, and a combination of lower population density and poorer public transport infrastructure are the root causes.

The White Paper set out that "The UK's second cities have generally lower population densities and relatively poor local transport infrastructures. Centre for Cities, for example, found that in Europe, on average, 67% of people can get to their local city centre in 30 minutes using public transport, compared with 40% in Britain. This suggests public transport in UK cities may limit productivity by reducing effective density and, as a result, agglomeration".

In recognition of this weakness, the White Paper sets out a mission that, by 2030, local public transport connectivity across the country and all transport networks in all major urban centres will be significantly closer to the standards of London – with improved services, simpler fares, and integrated ticketing.

'[Greater Manchester's productivity resurgence](#)' published by the Northern Powerhouse Partnership makes the case that "Greater Manchester is experiencing the beginning of a productivity resurgence, with analysis showing the city region's productivity growth outstripping that of comparable Northern cities and closing the gap with London. Evidence shows that income and productivity growth is being felt across Greater Manchester more widely thanks to investment in intracity transport connectivity."

MetroLink Phase 3's [Monitoring and Evaluation Second Report, March 2021](#) showed the power of that investment, achieving a 10%+ improvement in public transport door-to-door access to healthcare, employment (ages 16-75) and further education (ages 16-19) for around 20% of GM's total population. Because the Phase 3 MetroLink lines targeted a number of areas with high deprivation, the 10%+ connectivity improvement was achieved for a greater proportion of people living in the most deprived areas in GM – with 30% of these people seeing the 10%+ improvement in public transport door-to-door access.

## **National Infrastructure Assessment**

The National Infrastructure Commission carries out an overall assessment of the UK's infrastructure requirements – including transport – every five years. The Commission published its second Assessment in October 2023 and published its latest Progress Review in May 2024. The Assessment was guided by objectives to support sustainable economic growth across all regions of the UK, improve competitiveness, improve quality of life, and support climate resilience and transition to net zero carbon emissions.



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The Assessment emphasises that better transport networks can support economic growth across regions, with cities being the main engines of economic growth. It also notes that there has been underinvestment in transport systems in regional English cities. The proposed solution is better public transport and active travel – noting that these are much more space efficient than cars.

The Assessment recommends that “Government should invest £22 billion [between 2028 and 2045] to improve public transport in the largest regional English cities to unlock economic growth. Birmingham, Bristol, Leeds, and Manchester are important economic hubs within their wider regions but face the biggest transport capacity constraints. They should be the... initial priorities for investment in mass transit systems.” This recommendation is restated in the Progress Review. The National Infrastructure Commission sets out some conditions, such as local funding contributions.

The Assessment also stresses the clear need for action to invest in the maintenance and renewal of existing transport infrastructure on both a national and local level.

## The GM view

The National Infrastructure Commission’s recommended level of investment, whilst significant, should be seen as a minimum if we are to seek to unlock the scale of economic growth that the largest regional cities have the potential to deliver. But this will also mean considering better use of existing funding, and new forms of funding.

Individual schemes to be promoted for investment would be subject to detailed, bottom-up assessments and appraisals – as is standard practice.



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# **Delivering opportunities for good growth**

## **Core Growth – the Regional Centre and the Central Growth Cluster**

Our future rapid transit system must support the development of a well-connected Regional Centre at the heart of the North. At present, more than half of rapid transit trips in the city-region start or finish in the Regional Centre. It is GM's principal hub for rapid transit services due to its high concentration of employment, education, health, culture and leisure trip attractors – and its role as the city-region's central hub for inter-city connections. Its economy depends on people being able to travel in and out of it, and without rapid transit there would be significantly increased congestion.

As a result, radial links connecting the city-region into and across the Regional Centre represent the principal markets for rapid transit. These will continue to be a main driver of the case for further investment – noting that combining radial links facilitates cross-city journeys, and some radial links can also make a strong contribution to orbital and semi-orbital journeys between town centres.

We want to support the continuing growth of the Regional Centre and the Central Growth Cluster. We aim to do this without increasing car travel, meaning that the volume of Regional Centre trips made by rapid transit will need to double by 2040. That requires attractive rapid transit services with sufficient connectivity, capacity, and reliability – and increased development densities around rapid transit stops and stations.

## **Town centres**

As well as the doubling of Regional Centre trips, our Right Mix vision includes a step change increase in the use of rapid transit for wider city-region trips. Many of those wider city-region trips will be to, from, or passing through our key town centres. Rapid transit therefore has an important role to play in supporting the growth of our key town centres. Whilst at the time of writing the Right Mix does not have explicit targets for these town centre trips, it is anticipated that these will be developed. With its emphasis on fast and frequent services, rapid transit can create opportunities for travel between town centres (whether on orbital or semi-orbital links, or via the Regional Centre).

## **Boosting northern competitiveness – from west to east**

Beyond the Regional Centre, rapid transit needs to play a much greater role in serving other centres of employment, education, health, culture and leisure. By serving a wider range of origins and destinations, rapid transit can spread prosperity more widely in GM.

In the north of the city-region, this includes responding to the emerging growth locations spanning from west Salford and the Western Gateway, to the Wigan-Bolton Growth Corridor, the North East Growth Corridor (including the Atom Valley cluster across Bury, Rochdale and Oldham) and the Eastern Growth Cluster in Tameside. Ensuring that residents across the north of the city-region can access the established major employment centres in the Regional Centre, at Trafford Park and at Manchester Airport is also important. Traffic congestion on the highway network and some slow public transport links mean that many of these trips are difficult at present, especially at peak times.

## **Sustaining southern competitiveness – Airport and southern gateway**

Our overall spatial strategy seeks to spread prosperity to all parts of the city-region. This is balanced with the need to ensure that the existing competitiveness of the southern areas is sustained, and the potential is realised of key assets such as Manchester Airport and the town centres of Altrincham, Wythenshawe and Stockport. Further development of rapid transit can play a vital role in supporting the objectives of the development of the Airport and Southern Growth Corridor.

Manchester Airport is our 'Global Gateway'. The Greater Manchester Strategy notes that "the international connectivity afforded through the airport, Airport City, and development of the wider integrated transport system connecting the airport to all parts of Greater Manchester and the wider North will be important in... rebalancing both the local and national economy".

In the longer term, the jobs growth in this area means that the Airport has the potential to become a second hub for rapid transit in GM. In the nearer term, the cancellation of the northern sections of High Speed 2 means that Stockport's role as GM's southern gateway is more important than ever.



## **Meeting our environmental commitments**

In 2019 Greater Manchester Combined Authority (GMCA) and the GM Local Authorities declared a Climate Emergency and stressed that urgent action is needed to put GM on a path to carbon neutrality by 2038, 12 years ahead of the Government's net zero target of 2050. In March 2022, GMCA also declared a Biodiversity Emergency, and GM leaders signed the Edinburgh Declaration – a statement of intent calling for local, national, and international action to reverse devastating biodiversity loss.

Transport currently accounts for around a third of carbon emissions in GM. The Bee Network is critical to enable people to travel in a different way – increasing the use of active travel and public transport will help us to tackle our most pressing economic, environmental, and quality of life challenges, and address environmental concerns around carbon, climate change, noise pollution and biodiversity.

To achieve this, GM needs more people to choose to travel by these more sustainable forms of transport. Rapid transit, supporting a stronger Regional Centre and a step change increase in the use of rapid transit for wider city-region trips, will help give everyone travelling in GM an attractive alternative to driving. This will move us toward achieving the Right Mix and enable us to make progress towards reducing carbon emissions.

Where we invest in rapid transit we will not consider that investment in isolation. Instead, we will examine how it can also better support walking, cycling, wheeling and bus trips as part of overall sustainable journeys – and how investment in these modes can grow the rapid transit market.

TfGM will incorporate the nationally recognised standard for managing carbon in infrastructure into our development and delivery process to ensure that carbon is considered throughout the scheme lifecycle. Known as PAS 2080, the standard aims to reduce carbon and cost through intelligent design, construction and usage decisions.

We also need to make the best use of our existing infrastructure (including the potential of tram-train technology to join up existing light rail and heavy rail infrastructure with new rapid transit services) as a way of mitigating carbon emissions – and seek reductions in the carbon intensity of the rapid transit trips themselves, for example with further electrification of rapid transit services.



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## **Rapid transit – the story so far**

Rapid transit shouldn't be thought of as being separate – with individual services, information, and fares and ticketing. It needs to be a seamless part of GM's Bee Network. But to describe the story so far, a quick description of metro, suburban rail and busway in the GM context follows below.

### **Metro**

These are tram, tram-train, and underground train services that call at stops in the heart of the city centre. Customers can 'turn up and go' without checking a timetable first, because they run frequently. A large proportion of their routes operate on their own dedicated tracks, which are owned and maintained locally. In GM, Metrolink is our metro system.

Metrolink has grown from two lines to Bury and Altrincham in 1992 to eight lines today. The number of trips people took more than doubled between 2010 and 2020, and before the COVID-19 pandemic there were over 45 million tram trips each year. The increase in trips has not just a result of opening new lines, though. As with National Rail, Metrolink has seen strong growth on existing lines. Metrolink passenger numbers have now exceeded pre-pandemic levels during most weekday peaks, and significantly exceeded them on weekends. It saw its busiest month in its 32 year history in May 2024, with 4.1 million tram trips. Capacity is once again a challenge.

One of Metrolink's particular strengths from day one has been the growth in off-peak travel for shopping and leisure purposes, encouraged by a service that is easy to use for all.

### **Suburban Rail**

These are train services that call at stations on the edge of the city centre. They might run often enough that people can 'turn up and go' without checking a timetable first, but this is not always the case. Services run on tracks that form part of the National Rail network, owned and maintained by Network Rail – so they often need to be timetabled around inter-city, regional and freight services, which make their own important contribution to GM, the North and the UK. The rail line through east Manchester and across the boundary to Hadfield and Glossop is an example of suburban rail.

On the National Rail network, trips to (and through) the Regional Centre during the morning peak increased by 72% between 2002 and 2017. Some of those additional trips were carried by the suburban rail services that form part of GM's rapid transit system. Despite this significant growth, investment in capacity of the network has not kept pace. Rail passenger numbers have also shown a strong recovery, with a similar pattern to Metrolink of greater weekend use.

In attempting to squeeze more out of available capacity, the over-ambitious May 2018 rail timetable was an example of an insufficiently robust approach to development and delivery. As a result of over-stretching Victorian infrastructure and a failure to deliver required enhancements in time for the timetable change, customers suffered major disruption. Since then, recovering reliability has been at the expense of the loss of services in the December 2022 timetable. Greater investment and joined up development and delivery will be essential to provide benefits to passenger and freight customers, and avoid constraining the growth potential of GM, the North and the UK.

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## Busway

By this, we mean buses that are highly segregated from general traffic (with a good degree of continuity of that segregation) and more widely spaced stops than is usual. This allows higher frequencies, increased speeds and reduced journey times. Segregation can be achieved either with bus lanes, bus-only streets or a guideway, as shown in GM by the Leigh–Salford–Manchester busway. Busways offer more flexibility than suburban rail or metro because they can use the existing highway when they need to, without the need for tracks or signalling.

Since 2016, the Leigh-Salford-Manchester busway has formed an important part of our rapid transit system. The 7km of guideway from Leigh, and the bus lanes and priority measures between Ellenbrook and the Regional Centre, make it a particularly effective service.

Patronage on the busway services grew from 2.1 million annual trips in its first year of operation to over 3 million trips prior to the pandemic. Like most public transport services, patronage is still recovering, but in 2023/24 over 2.6 million trips were made on the busway – an increase of over 300,000 from the previous year. Growth in passenger demand for busway services brought capacity challenges, and it is expected that demand will continue to recover and grow. Busway services became part of our Bee Network in September 2023 as part of the first phase of taking local control of GM's bus services (due to be complete by January 2025). Frequencies have increased, and more buses deployed.

## Complementing rapid transit

Where passenger flows are not great enough to justify the significant investment in rapid transit, there are two particular types of bus service that also form a critical part of our city-region's strategic public transport network and complement rapid transit. Whilst Quality Bus and Express Bus are part of the [GM Bus Strategy](#), the features that they share with rapid transit – and the need to plan GM's Bee Network as a seamless whole – mean that they are outlined here. They play a particularly important role on orbital and semi-orbital routes, where these routes are not served by rapid transit.

### Quality Bus

We want all Bee Network journeys to be high quality, regardless of transport mode. Quality Bus refers specifically to whole route upgrades on key corridors – with bus priority to achieve reliable services, attractive waiting environments integrated with the public realm, and sometimes an even higher quality of vehicles than would be the norm. Quality Bus proposals can have features in common with rapid transit including higher frequencies, faster speeds and reduced journey times.

### Express Bus

Limited stop services that enable people to make middle distance trips due to the faster journey times they achieve. GM examples include cross-boundary services to Rawtenstall, Burnley, and Accrington. In seeking to maximise the service offer to passengers, Express Bus services can be aligned with complementary Quality Bus whole route upgrades on key corridors.

# What we need

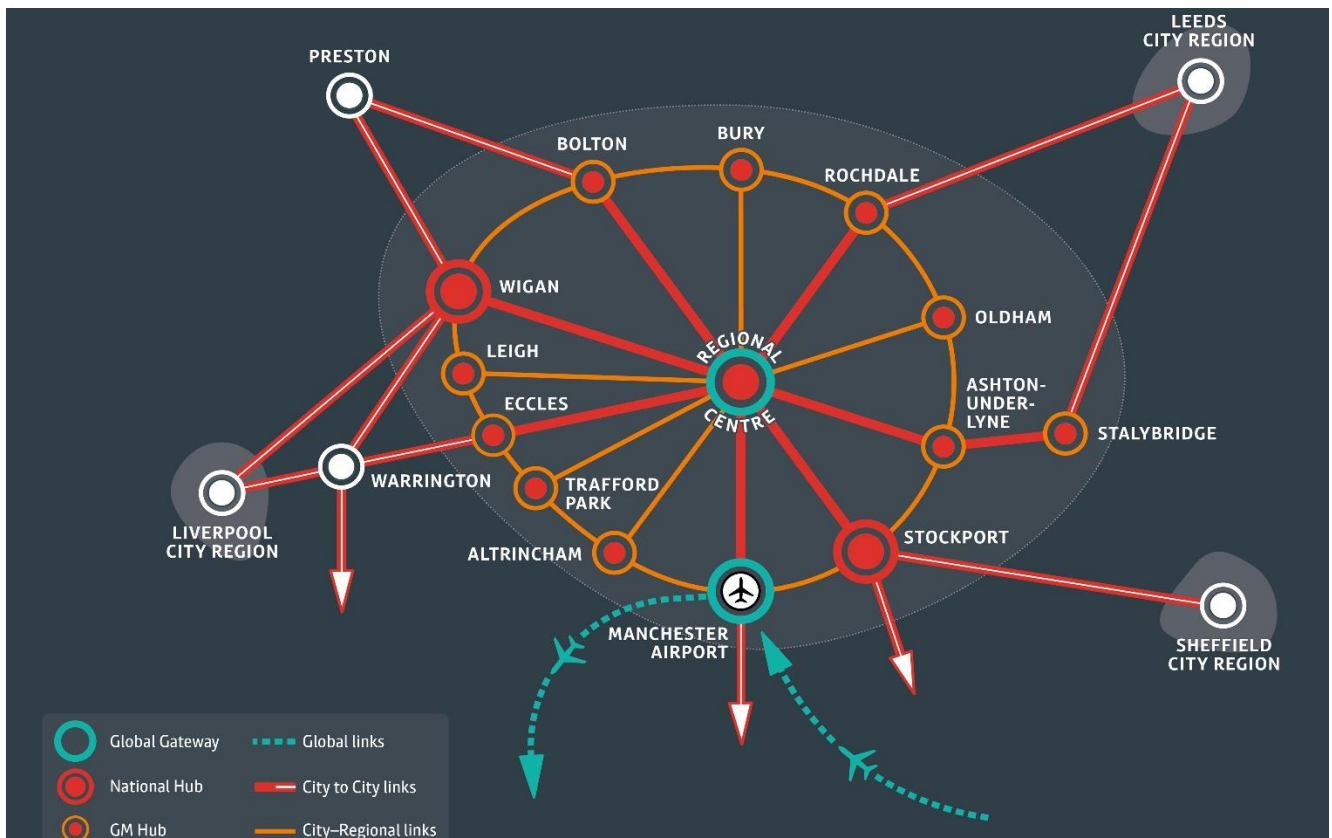
## A seamless network

Our GM 2040 Transport Strategy was developed around spatial themes so that we can implement the most appropriate interventions for different parts of the city-region and for different journeys.

Our strategic public transport network connects GM hubs (the key town centres of Bolton, Bury, Rochdale, Oldham, Ashton-under-Lyne, Stalybridge, Altrincham, Eccles, and Leigh, plus Trafford Park), National Hubs (the Regional Centre, Stockport, and Wigan), and our Global Gateway at Manchester Airport.

The aim is not for direct rapid transit links between all of these hubs, but for seamless overall journeys as part of the Bee Network. A network approach will enable us to meet a wider range of travel needs, facilitating easier interchange at key nodes on our transport network. This includes enabling people to make cross-city and orbital journeys around the city-region much more easily.

Our vision for a seamless Bee Network includes the integration of all forms of rapid transit across the city-region, underpinned by integration with a wide range of other public transport, active travel and shared mobility modes to provide for the first and last mile of journeys. Effortless connections are to be facilitated at network hubs across the city-region. A seamless customer experience will see high quality services at high quality stops, stations and interchanges that are accessible to all (especially by walking, wheeling and cycling) and have joined up, simplified, and affordable fares and ticketing.



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## **Room to grow**

Capacity on our rapid transit system poses the most significant challenge to our vision for supporting sustainable growth across GM. Over the past three decades, our city-region has seen extraordinary growth in the number of customers using rapid transit services.

Despite the impacts of the COVID-19 pandemic on travel in recent years, demand has quickly returned close to (or exceeded) the levels seen before – and growth is expected to continue. Whilst travel patterns and the nature of trips on our networks may have changed, the critical issue of capacity remains.

In the past, crowding on the Metrolink network was addressed by deploying additional trams in 'double' formations. However, the contract for procuring more of our current fleet of M5000 trams has now come to an end – limiting our ability to address crowding in this way. Progressing the development and procurement of the next generation of Metrolink vehicles will therefore be vital.

In the longer term, however, network capacity constraints are expected to become critical, with the focus on Manchester city centre on which all Metrolink lines converge. Network capacity is limited by street running in Manchester city centre, and achieving a step change in Regional Centre rapid transit capacity is considered later in this draft strategy.

Whilst returning crowding issues on the National Rail network can be addressed to an extent through investment to provide longer trains on existing services, capacity on the network to accommodate the additional services that are needed is significantly constrained. There are longstanding capacity issues on the Castlefield Corridor in central Manchester and emerging capacity issues in and around Stockport.

On the busway, we can remain responsive to demand by deploying buses as needed.

## **Accountability**

Transport works best when it is seamless and locally accountable. GM's busway and other franchised bus services, Metrolink and Starling Bank bike hire services offer compelling evidence for that – where decisions have been and continue to be made on behalf of GM by elected members through the GMCA and the Bee Network Committee, supported and delivered by TfGM.

We are radically improving the accountability and integration of GM's bus services by finishing the job of bringing them under local control as part of the Bee Network by 2025. But suburban rail is also a critical part of the vision: it needs to be more accountable and more integrated, with 8 priority corridors to be part of the Bee Network by 2028 and full integration of rail by 2030.

To this end, in March 2023 the GMCA agreed a '[Trailblazer' deeper devolution deal](#) with central government. This commits the government to support the development of a new partnership with Great British Railways: "to support the delivery of the Bee Network by 2030, which will see full multi-modal fares and ticketing integration, co-branding and common customer information, 'pay as



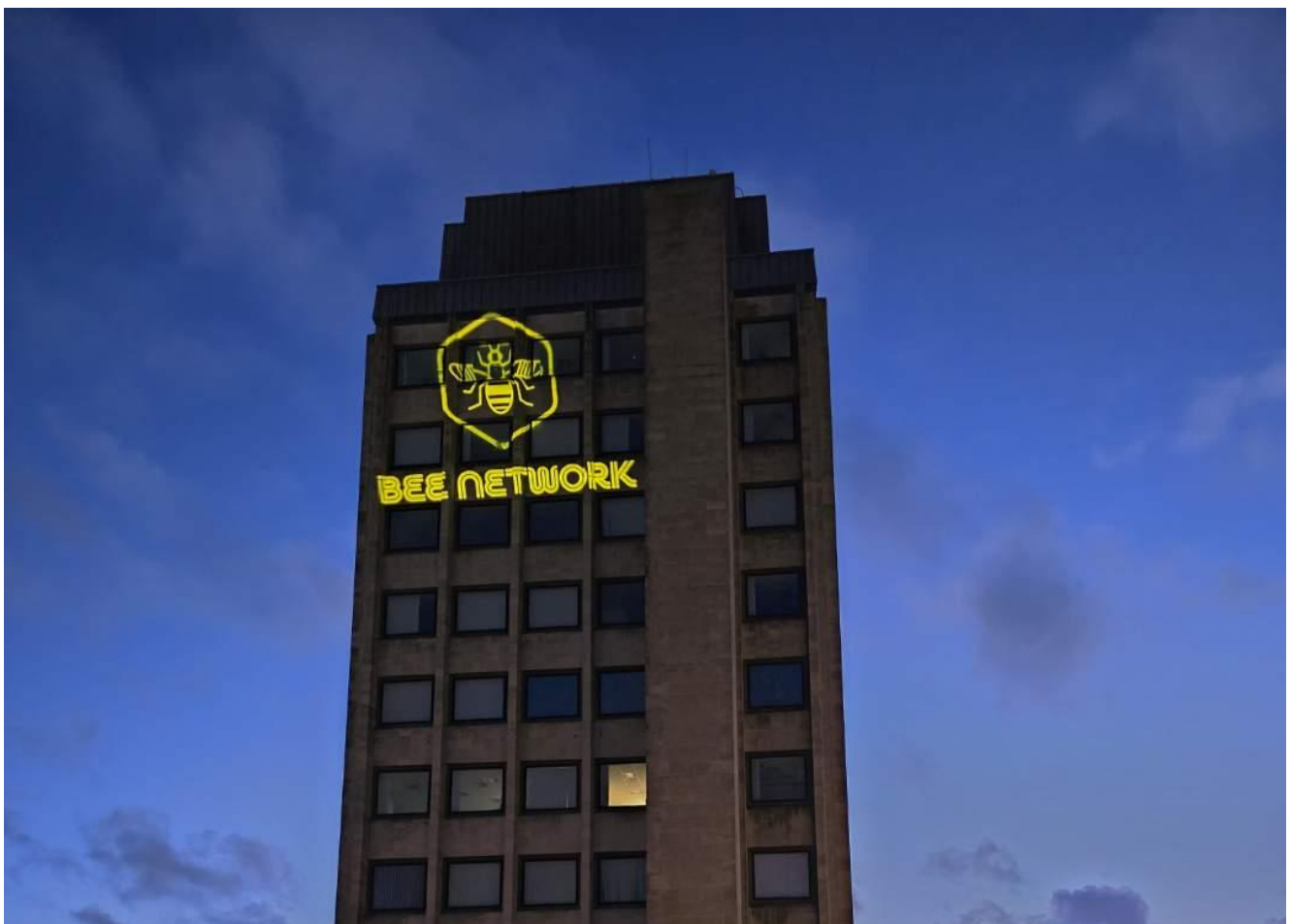
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you go' ticketing pilots, better integration of local stations, identification of opportunities for regeneration and development, greater access to local rail data and giving GMCA the opportunity to sponsor infrastructure and service enhancement schemes."

The Greater Manchester Rail Board has been established under the Trailblazer deal. Guided by the GM 2040 Transport Strategy, and on behalf of the Mayor and Leaders of the 10 districts of GM, it:

- Contributes local insight supporting the joined up planning and delivery of all existing major rail infrastructure and rail service projects and programmes affecting the economy, people and businesses of GM.
- Leads and monitors delivery of the Trailblazer deal commitments.
- Brings local expertise together to inform the prioritisation and business case development of future rail infrastructure and service delivery projects affecting GM.
- Champions regular joined up public communication of a coherent delivery plan for improving rail services in GM.

The Board is designed to streamline the need for multiple forums and it provides a single place to plan and monitor the delivery of rail elements for the Trailblazer deal – as well as helping to ensure that the needs of the people and economy of GM are properly considered in railway industry decision making at a time of major change.



# How we'll seek to deliver better rapid transit




This section of the draft GM Rapid Transit Strategy sets out how, subject in some cases to funding and statutory powers, we will seek to deliver improvements across all aspects of rapid transit in GM. It is structured around the seven network principles of the GM Transport Strategy 2040 and our six Bee Network customer commitments.



## Our six commitments to you



The Bee Network is our bold vision to deliver a joined-up transport system that works for you. We commit to delivering a Bee Network that is:

 <p><b>Safe</b> We will create a safe and secure network</p>	 <p><b>Accessible</b> Everyone can use us</p>	 <p><b>Reliable</b> We will deliver a reliable network</p>
 <p><b>Affordable</b> We will keep the cost of travel as low as possible</p>	 <p><b>Accountable</b> We will use your feedback to shape the Bee Network</p>	 <p><b>Sustainable</b> We will take the lead in creating a greener, healthier Greater Manchester</p>

If we are to achieve our vision of more than doubling rapid transit trips by 2040, we need to make the best use of the rapid transit infrastructure we already have and build on its strengths, as well as expanding it with new, extended and converted lines (which take a long time to plan and build).

This section is split into **sustaining, integrating, improving** and **growing** – with a focus on our system to a horizon of 2030 – and **transforming**, with a focus on our system to 2040 and beyond.

Whilst this section of the draft strategy sets out the ways in which we intend to act to achieve our vision for rapid transit and gives examples, it does not set out exactly what specific interventions we intend to deliver. The draft strategy is not in itself a costed or funded delivery plan, and its fullest ambitions would require significant funding (including considering better use of existing funding, and new forms of funding) and statutory powers to be delivered.

Wider engagement on this draft strategy will take place as part of our Local Transport Plan refresh, which starts with refreshing the GM Transport Strategy 2040 and is followed by the creation of the next Five Year Delivery Plan covering the years 2027-2032.

We also anticipate a number of specific plans coming forward to support implementation of this draft strategy (for example, concerning the full integration of rail into the Bee Network).

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## **Sustaining our rapid transit system: well-maintained, resilient and reliable**

Rapid transit services that turn up on time – and get to their destination at the expected speed – allow our customers to plan more effectively and have confidence that their journey will take the same amount of time every day. That will make them more likely to use rapid transit again.

### **We will:**

- **01: Maintain and renew Metrolink, and continue to have robust operating procedures for planned and unplanned disruption.** This includes paying particular attention to the assets that are critical to the operation of the entire network such as the supervisory and control system. In some cases, it may be necessary to 'over-specify' to deliberately build in some spare capacity or extra resilience. Minimising inconvenience to customers will be at the forefront of our thinking, and high quality and reliable alternative transport will be provided where necessary.
- **02: Work with the rail industry to support development and delivery of infrastructure and service planning in pursuit of a well-maintained, resilient and reliable railway.** Some parts of GM's rail network are heavily congested, and the May 2018 timetable illustrated the disastrous effect on reliability of attempting to squeeze more services in. Whilst longer term strategic infrastructure investment is required to expand capacity and connectivity, some tactical steps can be taken in the nearer term. These include the new turnback facilities either side of Manchester Victoria and a third platform at Salford Crescent that are being delivered by the rail industry as part of the Manchester Task Force workstream, with an expected completion in 2026.
- **03: Work with the rail industry to influence rolling stock improvements** including replacing older trains with newer ones that have better performance characteristics such as faster acceleration and deceleration and better layouts to speed up passenger boarding and alighting. Northern are currently starting procurement for a standard vehicle for their services (up to 450 new trains) and this could bring opportunities to improve services across GM.
- **04: Explore additional capacity that may be required at critical parts of the Metrolink network.** This will become increasingly important as passenger growth continues and pressures on the network increase. A particular focus will be placed on the critical trunk section of the network between Cornbrook and St Peter's Square.
- **05: Protect and seek to enhance rapid transit's on-highway priority over general traffic,** so that Metrolink and the busway can provide a fast and reliable service. This will involve regular review of journey time performance, with a particular focus on monitoring the performance at junctions. An equitable balance with other modes does however need to be struck. For the busway in particular, its potential now that it is part of the Bee Network should be fully exploited – including consideration of services (routes, frequencies and stopping patterns) as part of the structured, transparent, area-based 'Network Reviews' that are set out in the [GM Bus Strategy](#).



## **Integrating our rapid transit system: seamless and locally accountable**

This section of the draft GM Rapid Transit Strategy describes how we will build on our existing arrangements with those newly created through the Trailblazer deeper devolution deal and the partnership with Great British Railways to ensure that metro, suburban rail and busway services are seamless and locally accountable as part of the Bee Network.

An exemplar of the integration we want to see is the proposed Bury Interchange redevelopment. Building on the Stockport Interchange redevelopment and the second tranche of bus franchising (delivered in March 2024), and subject to government approval and funding, the £81m project would see the current site (which is over 40 years old) transformed into GM's first operationally carbon neutral interchange. The project would provide better links between trams and buses, improved facilities for customers who are walking, wheeling or cycling, and a new link to the southern end of a refurbished Metrolink stop. The redevelopment would also deliver a safe, secure, sustainable and accessible gateway into Bury town centre, supporting its wider regeneration.

Rail is the last piece of the jigsaw which needs to be fully integrated with the Bee Network, to deliver seamless integration and local accountability.

**Further information on the 8 rail corridors to be prioritised for delivery is given later in this draft strategy in 'Integrating rail by 2028'.**

## Operating hours and service pattern integration

Our customers need operating hours and service patterns that are integrated, so that they can trust in connections between different modes of transport and depend on rapid transit to be running when they need it across the day, week and year.

**We will:**

- **06: Continue to align bus timetables with tram and train timetables** through the roll-out of bus franchising to 2025 and network reviews, particularly with first and last tram and train times.
- **07: Consider night-time services on the busway** and wider bus network. This is in line with the GM Bus Strategy's commitment that TfGM will explore "providing services to major town and employment centres during the night, albeit on a less frequent basis than during the day" and the GM Night-Time Economy Strategy's commitment to developing a business case in 2024 for a pilot of later night transport services.
- **08: Explore opportunities to align tram services with demand later at night and earlier in the day.** Later services have been reintroduced from September 2023. Initially, services are running every 24 minutes between midnight and 1am on Fridays and Saturdays. Understanding the impact of these services is critical to assessing any further changes to first and last tram times.
- **09: Work with the rail industry to seek enhanced hours of operation on the suburban rail network with a '7-day railway'** that fills in the gaps in train services – particularly evening and weekends – to support shift work, the night-time economy and the weekend economy.



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## Digital and physical integration

Our customers need to experience the Bee Network as a seamless whole – both in terms of how they find out information and plan journeys, and how they make their ‘first and last mile’ of a trip involving rapid transit.

### We will:

- **10: Seek to improve the integration of rail stations as part of completing the Bee Network, with 8 rail lines to be integrated by 2028.** Our stations need to look and feel like they are part of an integrated Bee Network. Many stations are tired and have seen little investment in decades. As set out in the ‘Trailblazer’ deal, a crucial step is the introduction of Bee Network co-branding by 2027, including wayfinding to and from the stations, signage and information provision. Improving the accessibility of our stations is covered later in this draft strategy in a separate item due to its importance.
- **11: Integrate the existing rapid transit network with the growing Bee Active Network and Starling Bank bike hire scheme.** The planned Bee Active Network would put 95% of the GM population within 400m of an active travel route built to Bee Network standards – and a focus for potential future expansion of the Starling Bank bike hire is suggested to be integration with public transport. Meaningful integration with this strategic walking, wheeling and cycling plan will provide our customers with high quality options for active travel to and from rapid transit.
- **12: Apply TfGM’s ‘Travel Hubs’ approach to our customers’ journeys to and from rapid transit stops and stations.** Walking, wheeling and cycling are seen as the main way to get to and from rapid transit. However, recognising that some people live beyond an active travel catchment, the ‘Travel Hubs’ approach seeks to provide an attractive alternative to driving all the way that is broader than our traditional park and ride solution for that issue. It involves integrating rapid transit with local bus services, demand-responsive and shared transport, and pick-up and drop-off provision. Facilities that benefit customers and could also generate net revenue for TfGM such as electric charging infrastructure, delivery lockers and convenience shops will also be investigated. The rapid transit ‘Travel Hubs’ approach is in line with the [GM Streets for All Strategy](#) and the [GM Bus Strategy](#), which (as an example) committed to explore the relocation of bus stops to better serve rapid transit stops and stations.
- **13: Continue to explore how stops and stations can become community assets that support local sustainable economic growth and wellbeing,** both as a welcoming gateway to rapid transit and as places in their own right. A particular focus will be working with the rail industry to identify and bring back into use disused buildings at stations, for both community and commercial uses.



## Fares and ticketing integration

Our customers need simpler fares and integrated ticketing to make their journeys seamless. The Metrolink zonal fares and 'touch-in, touch-out' ticketing system provides a model for this. A further step towards simplification and integration has been made with the Bee AnyBus + Tram tickets introduced in 2023, which have made combined bus and tram journeys 20% cheaper. Further simplification and integration would make a significant difference for our customers.

### We will:

- **14: Introduce a contactless pay-as-you-go system that will automatically cap all travel made across bus and tram in 2025 as part the Bee Network.** This could attract more customers who are beyond walking distance of tram stops.
- **15: Work with the Great British Railways Transition Team and the Department for Transport on the first pay-as-you-go contactless ticketing pilot on rail services in GM.** Due to be launched by 2025, the pilot is to cover services between Stalybridge and Victoria, and between Glossop and Piccadilly (subject to DfT business case approval). The vision is to deliver an effortless 'tap in, tap out' system that provides simpler fares and the best value on the day for rail travel, encouraging more people to use the rail network and improving customer satisfaction.
- **16: Work towards full pay-as-you-go contactless ticketing roll-out across the GM rail network and multi-modal fares and ticketing integration across bus, tram and train by 2030 – with 8 corridors prioritised for 2028.** This will require further work with Great British Railways and the Department for Transport as well as transport operators. We will also focus on finding the best approach to integrating cycle hire into the fares and ticketing regime.

## Land use and planning integration

Rapid transit will be most effective in achieving our ambitions if it is integrated with land use planning and the planning system, so that more customers' homes and destinations are close to rapid transit stops and stations. The [Places for Everyone](#) plan sets out ambitions for development across the city-region towards 2040. It contains policies on high densities in the city centre and the Quays, as well as minimum densities within 400m and 800m of rapid transit stops and stations.

### We will:

- **17: Continue to work with the GMCA and GM's 10 Local Authorities in support of minimum net residential densities around rapid transit stops and stations.** This includes developing proposals for improvements to services, improvements to stops and stations, and new stops and stations to serve major developments – with third party investment sought as appropriate.
- **18: Work with industry partners to develop a formal vehicle for delivering regeneration and commercial and housing development in and around rail stations.** At present, opportunities on land owned by the rail industry are not being fully realised. In 2023, TfGM and Network Rail announced a new partnership to deliver a joint vision for stations within the Regional Centre. The collaboration agreement, the first of its kind between the two organisations, is a major step forward. Working with key stakeholders, the partnership will establish future regeneration and development opportunities at stations and attract partners for delivery of future projects. Work is now underway to look at opportunities at Stockport, Piccadilly, Victoria, Oxford Road, Deansgate, Salford Central and Salford Crescent.
- **19: Promote a sustainable approach to transport for developments that encourages the fullest use of active travel and public transport, including rapid transit, over traditional road capacity enhancements.** This includes refreshing TfGM's "[Transport for sustainable communities: a guide for developers](#)", published in March 2013. In the case of very major developments that are linked to new, extended or converted rapid transit lines, high quality active travel and other public transport should often come first to prepare the way and build the market. This is because the rapid transit solutions take longer to deliver. Embedding sustainable choices early on relies on walking, wheeling, cycling and bus – with our customers able to transfer to rapid transit services at a later date.





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## Integration with freight networks

Rail freight is an essential part of a greener, fairer and more prosperous city-region. Many of the goods people purchase will have been moved by container on train for part of their journey, while aggregates trains bring essential construction materials from quarries. Each freight train can remove between 50 and 130 HGVs from our roads, and they help to reduce congestion, carbon, and air quality impacts. Many companies look to use rail freight to improve efficiency – in particular, avoiding congestion on the highway. A shift to rail freight can help to overcome other issues such as driver shortages, and can also help with companies' environmental objectives. Government have set a rail freight target of 75% growth by 2050. Rapid transit often shares corridors with rail freight, and it is important for them to work in harmony if we are to continue to see economic growth in a sustainable way.

### We will:

- **20: Encourage the rail industry to electrify the Strategic Freight Network.** A large proportion of freight trains in GM use diesel. At present, the only practical alternative is full electrification – although batteries may support limited operation within freight terminals. Electric freight trains can free up capacity for suburban rail and metro services because they are faster and have better acceleration. In some locations the need for electrification to support rail freight may also improve the case for electrified passenger services.
- **21: Consider the needs of rail freight in capacity planning for rapid transit.** When promoting changes to suburban rail services or the introduction of new metro services, we will consider the capacity needs of freight operations and their future growth requirements. This includes the existing Trafford Park terminals and the planned Port Salford tri-mode freight interchange with access to the rail network, the M60 motorway, and the Manchester Ship Canal.



## Integration with new inter-city lines

As described earlier in 'Room to Grow', focussing existing rail lines on rapid transit services can be challenging to achieve in GM. The legacy of two-track railways with heavily congested sections, flat junctions and mixed uses (with rapid transit services often sharing tracks with regional, inter-city and freight services) means that compromises are often needed. New inter-city rail lines could absorb some longer distance trains and release capacity for rapid transit services.

### We will:

- **22: Following the cancellation of High Speed 2 infrastructure to Manchester, continue to work together with partners for the best outcome.** There are new challenges arising from the current proposals for High Speed 2 services to run on the existing rail network in the North. Whilst a solution is sought for the missing link between Birmingham and the route of Northern Powerhouse Rail in Cheshire, our ability to plan rapid transit services is impacted – particularly in the Stockport area with its role as GM's southern gateway.
- **23: Continue to work with partners to plan rapid transit services and new inter-city lines holistically, and seek the best Northern Powerhouse Rail outcome.** We will ensure that our input reflects the importance of rapid transit services in their own right – as well as rapid transit services providing sustainable access to new inter-city lines, reducing environmental impacts at key hubs in the Regional Centre and at Manchester Airport. Depending on the Northern Powerhouse Rail solution that is chosen, some railway lines such as Manchester–Warrington–Liverpool (CLC line) – which today has a low frequency that limits its contributions to existing communities and planned development – could see capacity released for better rapid transit services.
- **24: Seek the best solutions where proposed new inter-city lines do not release capacity for rapid transit.** It is anticipated that some existing highly-constrained lines – notably the lines via Bolton, Chat Moss, Calder Valley, Stockport and Manchester Airport – are less likely to experience released capacity from new inter-city lines. They will continue to present challenges in finding a balance between serving inter-city, regional, rapid transit and freight markets. We will continue to work with the rail industry to seek better rapid transit on these lines, including taking advantage of capacity provided by upgrades. For some of these lines, though, the only solution may involve major new capacity through the Regional Centre – which is covered later in this draft strategy.



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## Collaborate with, and hold central government and the rail industry to account

One of the challenges faced by our city-region is that the national planning for railway schemes does not always fully integrate them into local networks – or even with other national schemes that are progressing in parallel. This is a particular challenge when a long-term programme is phased – intermediate stages can create localised problems in the short term and medium term. There are also critical network capacity issues in central and southern Manchester that present a considerable constraint to growth, as demonstrated by the May 2018 timetable. With key schemes such as the Hope Valley Railway Upgrade, Transpennine Route Upgrade, and Manchester and North West Transformation Programme, we need mechanisms for greater and more meaningful collaboration and for holding central government and the rail industry to account – to ensure the benefits of schemes are realised.

### We will:

- **25: Support the GM Rail Board to bring together national, local and rail industry insight, evidence and expertise so that GM is properly represented in railway industry decision-making.** The GM Rail Board streamlines the need for multiple forums and provides a single place to plan and monitor the delivery of the rail elements of the Trailblazer deal, support the joined up planning and delivery of existing schemes, and inform the prioritisation and business case development of future schemes.
- **26: Participate in the North West Regional Business Unit (NWRBU),** which is to be established to support the management of the current Northern and TransPennine Passenger Service Contracts by overseeing these in the north west area and providing one voice for the north west when engaging with Train Operating Companies (TOCs).
- **27: Monitor that scheme commitments are being met and hold central government and the rail industry to account when they are not.** An example going forward is ensuring that the Transpennine Route Upgrade delivers the promised freight capability and that the corresponding capacity constraints in Manchester are resolved.
- **28: Press for urgent investment to tackle the longstanding issue of capacity in the Castlefield Corridor in central Manchester and the emerging issue of capacity in and around Stockport.** Following the 2023 cancellation of Northern Hub 'Package C' (including two new through Platforms 15 & 16 at Piccadilly and a reconstructed four platform station at Oxford Road) and its accompanying Transport and Works Act Order, continuing to mitigate the unacceptable reliability of the May 2018 timetable without investing in new infrastructure would mean fewer trains and worse connections. Infrastructure investment announced in 2023 is a step along the way, and a more comprehensive package that addresses issues that 'Package C' did not address is being developed. Ultimately, the only solution that facilitates growth may involve major new capacity to and through the Regional Centre – covered later in this draft strategy.



## **Improving our rapid transit system: environmentally responsible and healthy**

Metrolink vehicles continue to be zero-emission at the point of use, powered by electricity generated from modern, cleaner, and greener sources. At present, busway services are not yet zero-emission, while suburban rail remains heavily reliant on diesel-powered trains that add to air quality problems and carbon emissions in environmentally sensitive town and city centres.

To achieve a clean and healthy urban environment in support of the Clean Air Plan and carbon targets, high environmental standards will be applied to our rapid transit system where it is in our direct control and promoted where it is not. Active travel will be promoted as a healthy way to access rapid transit.

### **We will:**

- **29: Replace the current low-emission fleet on the busway with a new fleet of zero-emission electric buses** in line with the [GM Bus Strategy](#).
- **30: Advocate for further rail electrification and power supply upgrades.** Around half of the GM rail network is currently electrified at present. Work is underway to electrify the route between Bolton and Wigan – a £78 million upgrade of 13 miles of infrastructure aiming to complete by 2026. The Transpennine Route Upgrade will see electrification of the entire route

via Huddersfield. There are many other strong candidates, though, that we need to see acceleration of. We will work with the rail industry to make the case for further electrification, and for power upgrades on the existing electrified network to support more electric trains.

- **31: Support the introduction of alternative technologies to replace diesel trains.** Many older trains are reaching life expiry and replacement is planned, as described earlier in 'well-maintained, resilient and reliable'. A key priority is to replace the diesel trains which are between 30 and 40 years old and have worse emission outputs than more modern trains. But without widespread electrification at present, alternatives are needed. In the short term, the rail industry may use diesel bi-mode trains, which could help to reduce instances of diesel trains operating on electrified lines and diesel engines idling in our city centre stations. The modular design of these trains supports easy conversion from diesel engines to battery or electric as electrification is extended. As battery technology develops, and with the use of fast-charging or similar technology, there may be scope for some suburban rail lines to use this technology where full electrification cannot be justified.
- **32: Promote active travel as a healthy way and sustainable way to access the rapid transit system, and consider active travel provision in rapid transit schemes.** Whilst the need for integration of rapid transit and active travel has already been described above, active travel has unique and significant benefits for health and the environment. Walking and wheeling is already an essential element of many rapid transit trips – for example, 96% of tram trips in 2022 included some walking or wheeling as part of the trip. New and improved cycle parking has recently been delivered on Metrolink. Moving forward, rapid transit schemes (such as any new stops and stations and any new, extended or converted rapid transit lines) will consider how active travel infrastructure can be delivered as an integral part of the scheme.



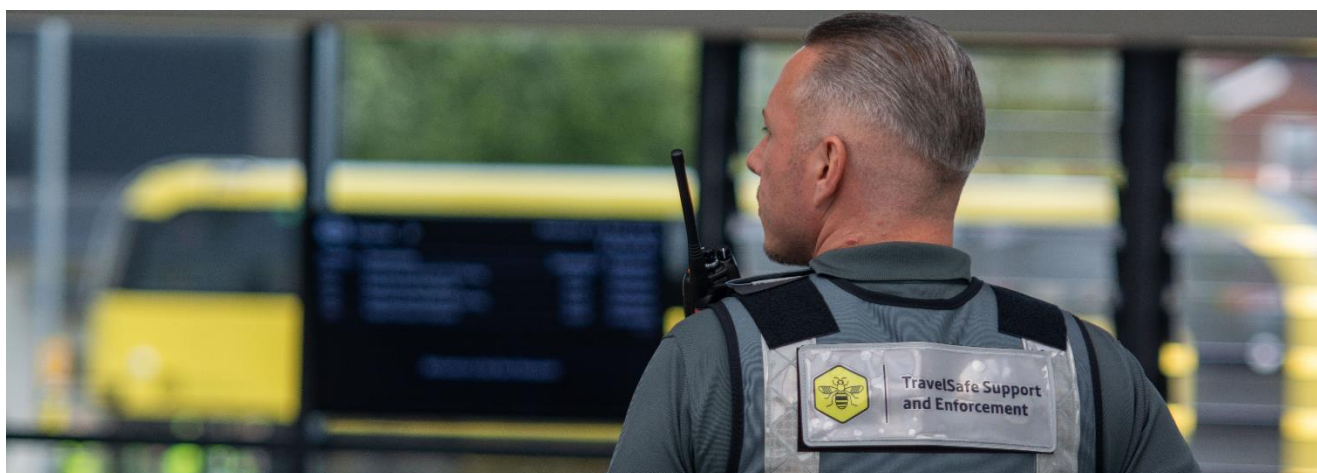
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## **Improving our rapid transit system: safe, secure, accessible and inclusive**

Rapid transit, as a major part of GM's Bee Network, needs to work for everyone. However, we know that at present there are barriers that need lowering. Negative perceptions of personal safety and security can be a significant barrier – particularly for women and girls, and people from minority groups. People need to be, and feel, safe and secure at all stages of their journeys. And for our ageing population, the fifth of people who identify as having some form of disability across GM, and those who have other access needs such as a buggy or luggage, accessibility can also present a barrier to using rapid transit. We are determined to tackle safety, security and accessibility to ensure that rapid transit is inclusive.

### **We will:**

- **33: Work continually to improve health and safety and reduce the number of accidents, incidents, and near misses** through performance monitoring, engagement with operator forums, and safety campaigns for customers and staff alike.
- **34: Uphold recommended counter-terrorism and security best practice and other regulatory standards to support the safety and security of customers.**
- **35: Address and deter crime, antisocial behaviour and fare evasion – and encourage ethical travel behaviours – to improve safety and security (and its perception) on rapid transit through the GM TravelSafe Partnership (TSP).** The TSP is jointly led by TfGM and Greater Manchester Police (GMP) and uses a data and intelligence based approach to deploy a wide range of tactics across the network. Tactics include regular patrols (high visibility and/or plain clothes as appropriate) by operator staff, the GMP Transport Unit and other partners such as local authority youth workers. Other prevention methods include infrastructure assessment/remediation (vegetation cut-back, CCTV and lighting), intervention (such as community engagement and education) and deterrence (including penalty fares, prosecutions, restorative justice, removal of passes, exclusion orders and civil injunctions), all accompanied by clear information, campaigns and brand promotion. See: [tfgm.com/travelsafe](https://tfgm.com/travelsafe).





- **36: Maintain, renew and improve customer-facing assets (such as CCTV, information, lighting, shelters, stairs, ramps, lifts, escalators, and walking, wheeling and cycling facilities) at tram and busway stops** to support safety, security, accessibility and inclusivity. There will be a particular focus on the oldest Metrolink Bury line stops that originally formed part of the British Rail network, where standards of these customer-facing assets may be lower than elsewhere. This includes maintenance attention to the assets at Bury Interchange in advance of the proposed redevelopment of the site.
- **37: Working together with the rail industry, deliver accessible and inclusive stations.** Many National Rail stations within GM are not fit for purpose in these terms. Almost half of stations have no step-free access, having only steps or non-compliant ramps – and there are often many other deficiencies in the customer-facing assets. Together with the introduction of Bee Network co-branding by 2027, we will work with the rail industry to agree minimum standards and bring forward a plan to develop and deliver a programme of improvements – making all of our rail stations accessible by 2040, with a significant increase by 2028.
- **38: Examine the scope for the carriage of bicycles, non-standard cycles and mobility devices as we develop the rapid transit network (and consider future vehicles and infrastructure).** The trial of allowing pet dogs on trams in 2022 ultimately led to a permanent change in 2023 that removed a specific barrier to using part of the rapid transit system. In 2024, a guided pilot has taken place to test the safe carriage of bikes, non-standard cycles and mobility on off-peak tram services – involving a range of people, and controlled scenarios. We will consider the results of the pilot and consider how this flexibility could be safely introduced.
- **39: Embed meaningful consideration of equalities in all planning and decision-making,** including representative groups at an early stage to shape future service and infrastructure design. That includes the contents of this draft GM Rapid Transit Strategy, which has been published so that its draft contents can form part of the wider engagement activities undertaken as we refresh our Local Transport Plan.

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## **Growing our rapid transit system: longer vehicles, more vehicles**

As described earlier in this draft strategy, capacity poses the most significant challenge to our vision for supporting sustainable growth. Patronage growth is expected to continue, with capacity challenges anticipated in coming years. Whilst the nature of some trips may have changed, the critical issue of providing enough rapid transit capacity remains.

Providing additional capacity by increasing service frequency on Metrolink or suburban rail services is extremely difficult due to limited track capacity, particularly in the city centre. The subject of providing a step change in Regional Centre rapid transit capacity is tackled later in this draft strategy. In contrast, there is potential to provide additional capacity on the busway by increasing service frequencies.

Growth in demand for rapid transit will therefore be accommodated as far as possible by acquiring longer trams for Metrolink, by promoting the use of longer trains (and platforms) for suburban rail, and by considering frequency on the busway.

### **We will:**

- **40: Progress the development and procurement of Metrolink 'Next Generation Vehicles' (NGV).** In the past we have been able to address crowding issues by buying new M5000 trams and coupling them together as 'doubles', but the contract for procuring these has come to an end. As the existing fleet ages, there will be a decrease in their reliability and availability. Eventually they will need replacing. Progressing the development and procurement of NGV for Metrolink will therefore be vital to maintain and improve capacity. We expect that they would be walkthrough vehicles making full use of existing Metrolink platforms. In length, they would be much like the current 'double' trams – but would eliminate the space occupied by central driver cabs and couplers to provide an increase in carrying capacity. Any contract for procuring them would need to be future-proofed so that more could be ordered for any new or enhanced Metrolink services, including tram-train capability. The supporting systems including power, signalling, depots and stabling would also need to be carefully considered, as would customer features. In the interim, it will be important to maximise the reliability and availability of the existing fleet.
- **41: Promote the use of longer trains (and platforms) for suburban rail.** One of the most straightforward improvements we can seek is to provide longer trains to meet growth in demand and address overcrowding. This will be particularly important if we are to meet our Right Mix vision. Longer trains may need platform lengthening, but can generally be delivered without the need for additional network capacity. We will work with the rail industry to influence service planning with the aim of increasing passenger capacity on services across the network.



- **42: Continue to be responsive to demand on the busway.** Opened in 2016, the Leigh-Salford-Manchester busway has become an established part of our rapid transit system. The success of the busway can be seen in the considerable growth in demand for the service. On becoming part of our Bee Network in September 2023, frequencies were increased and more buses deployed. We will continue to be responsive to demand on the busway as part of the structured, transparent, area-based 'Network Reviews' that are set out in the [GM Bus Strategy](#).



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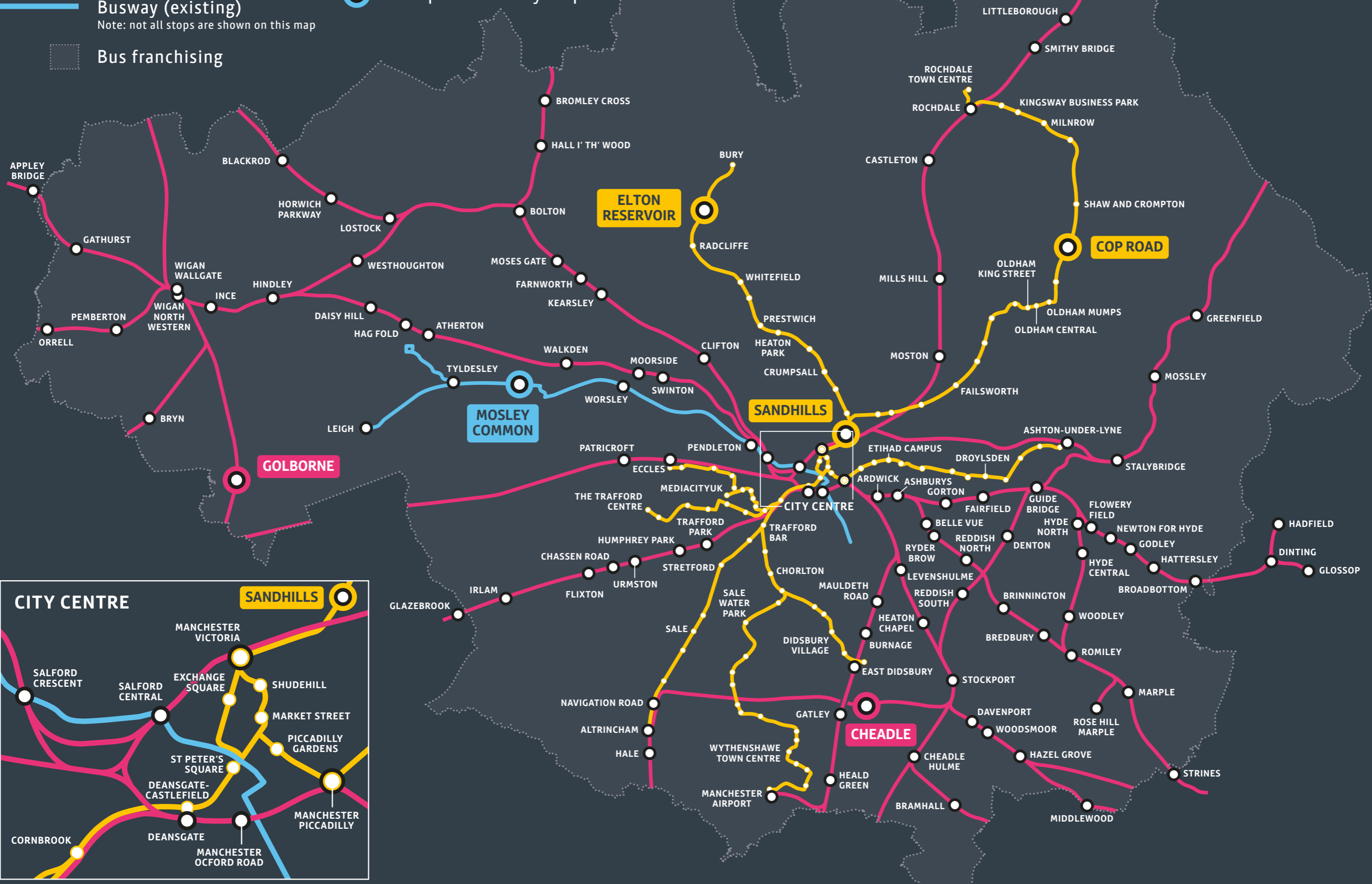
## **Growing our rapid transit system: new stops and stations**

Major population or employment centres located near to existing rapid transit lines could benefit from improved access to public transport by delivering new stops and stations, with third party investment as appropriate. It is easy to underestimate the costs of additional stops and stations – including the journey time impacts for existing services making extra calls. Lack of network capacity on a constrained network to accommodate those extra calls can also make new stations particularly difficult to deliver for suburban rail, and it may only be with investment in transforming the network infrastructure (see later in this draft strategy) that they become possible.

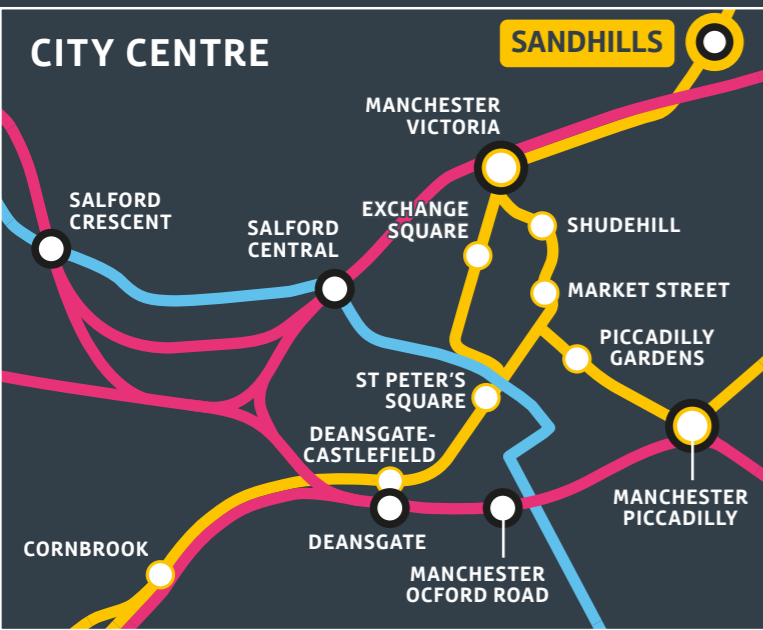
### **We will:**

- **43: Bring forward new stops and stations.** The following proposals are currently in different stages of development and delivery, in some cases working with the rail industry:
  - **Cop Road** on the Oldham & Rochdale Metrolink line, serving the Beal Valley and Broadbent Moss developments in Oldham that comprise approximately 1,900 homes and 22,000 square metres of employment space.
  - **Elton Reservoir** on the Bury Metrolink line, serving the Elton Reservoir development in Bury that comprises approximately 3,500 homes, three schools and two local centres.
  - **Sandhills** on the Bury and Oldham & Rochdale Metrolink lines, serving the Victoria North development in Manchester that comprises approximately 15,000 homes and other amenities.
  - **Mosley Common** on the busway, serving the North of Mosley Common development in Wigan that comprises approximately 1,100 homes.
  - **Golborne** rail station on the West Coast Main Line, five miles south of Wigan North Western station and one mile north of Golborne Junction – near to the site of the previous Golborne Station.
  - **Cheadle** rail station on the Mid Cheshire Line connecting Cheadle into the regional public transport network, transforming accessibility to Stockport Town Centre and beyond.
- **44: Undertake further work with partners to identify suitable locations for new stops and stations** that have a strong business case and that support GM's ongoing growth. Again, only major centres are likely to be able to present a compelling business case that secures the necessary funding for them, and network capacity needs to be considered.

- Rail and station (existing)
- Tram and stop (existing)  
Note: not all stops are named on this map
- Busway (existing)  
Note: not all stops are shown on this map
- Proposed rail station
- Proposed Metrolink stop
- Proposed busway stop
- Bus franchising



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## **Growing our rapid transit system:** **key connecting links in the Regional Centre**

Inner Salford (including The Quays and MediaCityUK), Piccadilly and Manchester Airport are areas to which rapid transit links already exist, and that need to continue their major jobs growth whilst keeping us on a pathway to the 'Right Mix'.

At present, accessing Salford Quays and MediaCityUK from many parts of GM requires an interchange from bus or train onto a tram in the Regional Centre, or an interchange from a train onto a bus at Salford Crescent. The Bee Network is expected to make these multi-modal trips seamless for our customers. However, our customers' journeys could still benefit from faster rapid transit journeys to this major growth area.

From much of the north of GM, access to Piccadilly and its connections to Manchester Airport is poor. A change is required at either Victoria or Salford Crescent onto services that are both crowded at peak times and of limited frequency.

Key connecting links in the Regional Centre could be improved. **We will:**

- **45: Seek options for improved links to Inner Salford (including The Quays and MediaCityUK).** This will be undertaken in the round, considering a multi-modal approach and taking into account proposed rail industry improvements such as the addition of a third platform at Salford Crescent. Improving links here could provide faster journeys for many of our customers, and assist with relieving the congested central area of the rapid transit system.
- **46: Seek options for improved links between Victoria and Piccadilly.** On the Metrolink network, there are currently only 5 trams an hour on this link, all of which come from the Bury line. This represents the lowest frequency connection between stops within the city centre and acts as a constraint to customer journeys to Piccadilly and onward to Manchester Airport. Whilst interchange is a natural feature of a high frequency rapid transit network, the low frequency on this key connecting link means that journeys from Metrolink's Oldham & Rochdale line require an interchange with a relatively long waiting time. This issue applies also to train services that only call at Victoria, such as those that come from the Atherton corridor. Increasing the Metrolink frequency between Victoria and Piccadilly is not possible within the current network design. On the rail network, at present only one train per hour uses the Ordsall Chord which enables direct services to run between the key transport hubs at Victoria and Piccadilly – enabling through journeys from across the wider network. The rail industry investment in the Ordsall Chord is currently underutilised due to wider capacity constraints, and proposals have been developed by the rail industry's Manchester Task Force for achieving two trains per hour. We will continue to press for infrastructure investment to realise the full potential of the Ordsall Chord.

Ultimately, the only solution that facilitates a seriously improved link between Victoria and Piccadilly may involve major new capacity to and through the Regional Centre.



## **Transforming our rapid transit system: serving major centres away from existing lines**

Improved connectivity for population and employment centres that are located away from the existing rapid transit system will be achieved in the first instance by 'first and last mile' interventions through multi-modal integration as part of the Bee Network (which has been described earlier in this draft strategy). This can help build the market for future rapid transit lines. For major centres that are away from existing rapid transit lines, there may be a case for new lines or extensions.

**We will:**

**47: Ensure that any proposals for new or extended rapid transit lines facilitate services that are frequent and fast – running on mainly segregated alignments – and provide excellent access to and/or through the major demand drivers for rapid transit (the Regional Centre today, and Manchester Airport in the future) as well as connecting our major town centres.** Experience from the Metrolink network – and from rapid transit systems elsewhere – shows that services that achieve a good degree of financial independence by covering more of their running costs need to do this. It allows them to attract high volumes of the middle distance trips for which rapid transit is best suited, and to generate greater revenue. The higher speed and reliability of current and former rail corridors allow them to provide the excellent access that is attractive to our customers, enabling these lines to make a more positive contribution to network finances. The lower speed and reliability of street-running lines can cause them to be less attractive to our customers and make a less positive contribution.

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**48: Prioritise proposals for new or extended rapid transit lines, develop business cases for those that have nearer term potential, and reserve space for those that have longer term potential.** Our Five Year Transport Delivery Plan 2021-26 contains over 30 proposals for potential new, extended and converted rapid transit lines to expand the system. It is vital now to prioritise these options to facilitate the development and delivery of new phases of rapid transit system expansion across GM. Our aim is a steady, rolling pipeline that builds up development and delivery skills and moves them from scheme to scheme, driving efficiency and applying lessons learned. Where schemes are considered longer term prospects, space-saving of the corridors will be recommended. This is an approach historically used in GM to set out rapid transit routes in Local Plans, and seek to reserve space for their potential future delivery when relevant planning applications along the route arise.

**Further details are given later in this draft strategy in 'Our expansion options'.**

## **Transforming our rapid transit system: serving major centres on existing lines**

The National Rail network in GM is an intensively used mixed-use railway with a legacy of two-track alignments. Services interact with each other at flat junctions, and these contribute greatly to capacity limitations and performance issues. There are also key capacity constraints, including the longstanding issues on the Castlefield Corridor in central Manchester and emerging issues in and around Stockport. These issues lead to infrequent and unreliable suburban rail services on some existing lines.

Despite increasing patronage, in recent years several suburban rail lines have seen service reductions. This is partly due to competition for track capacity with inter-city services, which generate a greater financial return to the rail industry and central government. The focus on revenue does not take sufficient account of the wider benefits that suburban rail services can bring to local communities, and this is one of the issues that the GM Rail Board seeks to address.

Another legacy feature is that the Regional Centre stations – Piccadilly, Oxford Road, Deansgate, Victoria, Salford Central and Salford Crescent – are at the periphery and do not provide excellent access to the heart of the city centre. In contrast, the Metrolink network does achieve excellent access for passengers to much of the city centre. But track capacity in the city centre means that there is a limit on additional Metrolink services that can run through the core.

### **We will:**

- **49: Promote suburban rail frequency enhancements, working with the rail industry.** There are several stations with a sizeable population catchment that are served only by hourly trains or less. Whilst limited network capacity in the central area may be a constraint to improving service frequencies (in this case, there are other options – see item 50 immediately below) the potential benefits and associated trade-offs should be explored, and we will work closely with the rail

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industry to make the case for the necessary improvements to infrastructure and services. In practice, a minimum service level of two trains per hour will help to make suburban rail a viable alternative to the car. An improvement to at least four trains per hour will provide a turn-up-and-go service. The significant increase in capacity needed to achieve our Right Mix vision will require this sort of improvement.

As one clear example, Mossley and Greenfield stations have high demand potential which is not realised due to low service frequencies – an hourly service in the off-peak, with limited extra services in the peak. The Transpennine Route Upgrade will increase capacity and reduce journey times along the line through Mossley and Greenfield. We will use new mechanisms as part of the ‘Trailblazer’ devolution deal to work with the rail industry to influence the programme to improve services at these stations.

- **50: Examine de-coupling rapid transit lines from their constraints using tram-train technology and underground technology.** The scope for full conversion of suburban rail lines to tram-only operation – as was achieved by Metrolink with the Bury and Altrincham lines in the 1990s and the Oldham and Rochdale line in the 2010s – is now probably exhausted. The two main options to release the suburban rail constraints described above are use of tram-train technology (so that services can run onto the central area Metrolink network) and use of underground technology (so that services can run into a tunnel in the central area).

The most obvious example for tram-train technology is extending existing Metrolink services that run through the city centre and terminate at Piccadilly out towards Glossop, Hadfield, and Marple. With appropriate infrastructure, this would take trains off key junctions on the approach to Piccadilly and out of the surface platforms there – freeing up capacity for other services. It would also make better use of trams that currently terminate at Piccadilly by carrying passengers from the Glossop, Hadfield and Marple lines to and through the city centre without the need for interchange. For other lines, the opportunities to connect into the central area Metrolink network are less clear cut, and underground technology might be the best approach to improve services (including for existing Metrolink lines). Depending on the approach that is pursued, there are opportunities to:

- release capacity for wider regional, inter-city, and freight services;
- provide more attractive ‘turn up and go’ rapid transit service levels;
- provide the opportunity for customers to travel between a suburban station and a city centre stop in a single journey, and make cross-city trips;
- add new stops to serve major population and employment centres.

The use of tram-train technology has a further advantage by making maximum use of existing light rail and heavy rail infrastructure by joining it together without major new construction such as a tunnel – convenient for our customers whilst also being cost-efficient and carbon-conscious.

**51: Develop a tram-train Pathfinder to unlock future schemes.** Whilst tram-train technology has successfully been implemented in the UK and around the world, it has not been done in GM. Recognising this, TfGM have planned a phased approach that seeks to mitigate risks. This is by developing an initial Pathfinder project as a proof-of-concept that is designed to maximise the learning for larger scale and longer term projects.

Three potential schemes were identified within Our Five Year Transport Delivery Plan 2021-26. Following detailed consideration, the Pathfinder North scheme was identified as the preferred option to be progressed. This comprises an extension of the existing Metrolink Oldham and Rochdale line, joining the National Rail network for the section between Rochdale and Castleton, and connecting onwards to Heywood and Bury via the East Lancashire Railway heritage corridor.

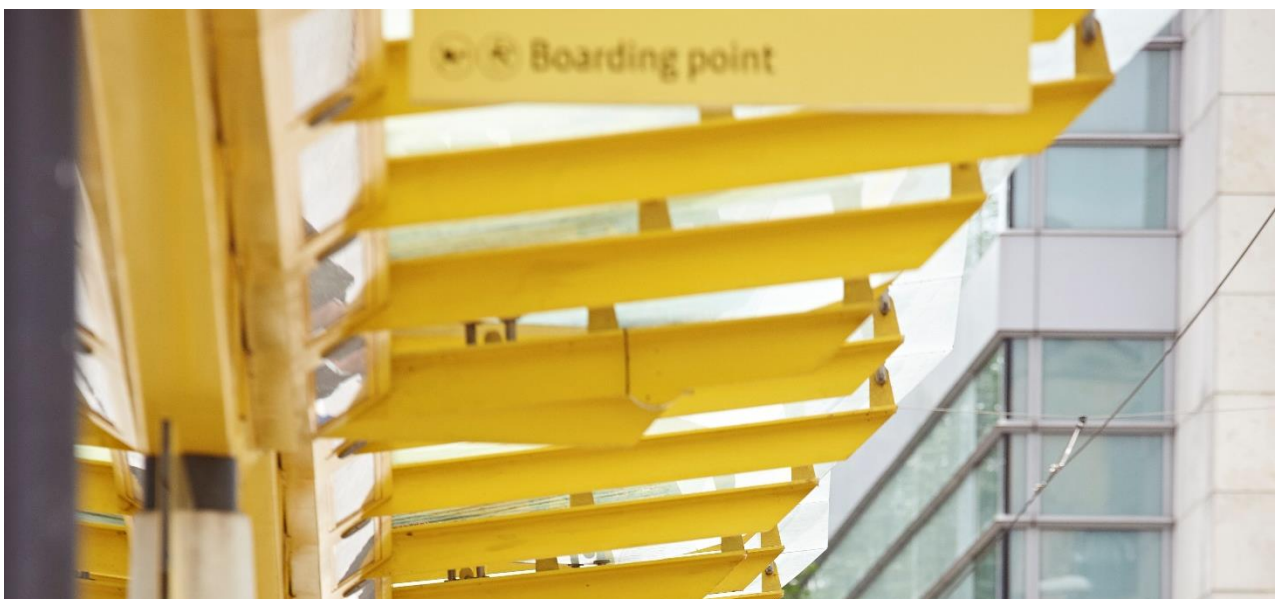
The scheme would require new and upgraded Pathfinder Infrastructure on both the heavy rail and light rail networks, and new tram-trains – along with the careful planning that would allow the new service to run across both networks. The Metrolink ‘Next Generation Vehicles’ described earlier in this draft strategy would be procured with tram-train capability to serve the scheme.

Our Five Year Delivery Plan 2021-26 sets out an aim to complete a business case for early delivery as far as Heywood, and a commitment to develop options for the next phase to Bury. Following the announcement of a funding allocation within the Department for Transport’s City Regional Sustainable Transport Settlement (CRSTS), TfGM is developing an integrated business case for the proposed Pathfinder infrastructure and the ‘Next Generation Vehicles’ needed for the route. The business case will need to be agreed with the Department for Transport.

- **52: Prioritise proposals for rapid transit line conversions to use tram-train and underground technology, develop business cases for those that have nearer term potential, and reserve space for those that have longer term potential.**

The actions here are the same as in item 48.

**Further details are given later in this draft strategy in ‘Our expansion options’.**





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## **Transforming our rapid transit system: a second rapid transit hub around the Airport**

The growth of the Manchester Airport area is expected to make it a second main demand driver for rapid transit in Greater Manchester (the first being the Regional Centre).

There are more than 20,000 jobs at Manchester Airport, which puts it at the same scale as the larger Greater Manchester town centres. The proportion of middle distance trips to work – to which rapid transit is well-suited – is much higher than to our town centres. Manchester Airports Group envisions a future in which 59,000 jobs are located at the Airport. Wider development envisaged in the area – including up to 10,000 jobs at Airport City North and further jobs growth around Wythenshawe Hospital and Medipark – will further increase travel demand.

A large increase in the number of trips to Manchester Airport and the immediate surrounding area is therefore expected by 2040. Achieving the Airport's growth targets will require significant increases in public transport mode share for staff and passengers for social and environmental reasons, and also for purely economic reasons in relation to avoiding congestion and slow journey times. Rapid transit will need to play its part in this.

As well as supporting proposed improvements to the existing Manchester Airport station, **we will:**

- **53: Continue to maintain the powers for the 'Western Leg' of the Metrolink Airport line and seek modifications where needed.** Originally planned as the western part of the full Metrolink Airport line, this scheme had a Transport and Works Act Order granted in 1997 and statutory powers required for its construction and operation remain in place. Recent work has focussed on integrating the route with the proposed Manchester Airport High Speed Station as part of High Speed 2 and Northern Powerhouse Rail, and we secured the inclusion of proposed amendments to the High Speed Rail (Crewe - Manchester) Bill in the government's second 'Additional Provision', deposited in Parliament in July 2023. Clearly, whilst the cancellation of the northern sections of HS2 introduces much uncertainty into years of strategic transport planning, Greater Manchester's ambition remains a new Manchester Airport High Speed Station that accommodates Northern Powerhouse Rail and a multimodal interchange including with Metrolink. The 'Western Leg' powers will be considered in that context, working with partners.
- **54: Develop complementary rapid transit options to facilitate expected growth in and around the Airport.** New rail-based rapid transit lines to the Airport would tend to focus on using existing rail infrastructure, with bus-based rapid transit tending to focus on locations more distant from existing rail infrastructure. A range of ambitions for new rapid transit services to the Airport are proposed. Some offer alternative ways of serving the same trips, and so it will be necessary to make choices between these alternatives – and care has to be taken that the markets served would see a genuine improvement. For some longer distances it will be as quick or quicker, if using public transport, to travel via the Regional Centre and connect with trains to the Airport (today) or to use Northern Powerhouse Rail (in future).



## **Transforming our rapid transit system: a step change in Regional Centre rapid transit capacity**

There is a serious possibility that the rapid transit system in the Regional Centre will not have sufficient capacity to accommodate expected 2040 demand, driven by continued population and economic growth – and the need for non-car modes to accommodate a higher proportion of that increased travel demand in line with our Right Mix vision for a doubling of rapid transit trips.

Work undertaken over a number of years by TfGM suggests that this problem will exist even after the measures to lengthen trains and trams described earlier in this draft strategy are taken up, and will be particularly acute on the south-west to north-east axis via the Metrolink core, and the north-west to south-east axis via the Castlefield Corridor.

A major increase in Regional Centre rapid transit capacity could accommodate a substantial increase in travel demand, while facilitating more conversion of suburban rail services than would be possible by tram-train extensions of existing Metrolink services alone. In turn, that could release capacity on the National Rail network to create room for growth on remaining services. And it could allow increased capacity on existing Metrolink lines through frequency uplifts.

This would not just be about capacity for trips to and from the Regional Centre though – it would be about connectivity, allowing faster and more frequent cross-city trips through the Regional Centre, joining up the city-region with new direct and indirect services to create new journey opportunities.

## We will:

- **55: Explore tunnelled options to enable faster, more frequent and higher-capacity rapid transit services to, from and through the Regional Centre – working with the rail industry.** Previous work on additional surface-level routes, running mainly on-street, has shown that these would only be capable of delivering modest and uncertain improvements in capacity, and could be disruptive during construction. Early work to explore tunnelled options has considered the various connections that could be made between existing rapid transit lines to enable through-running of services across the Regional Centre and beyond. These could be 'Regional Metro' style solutions – similar to the Paris RER, the Munich S-Bahn and London's Elizabeth line – with some longer distance versions being similar to Thameslink, which spans London and the South East.

Clearly, the capital cost of any of the tunnelled solutions described above would be multi-billion. Whilst it would be expected to be lower in cost than the longer tunnel required for the Elizabeth line (which contains several very large underground stations) it is recognised that there is much work to do to on the business case for any such investment. Options that interact with existing National Rail lines also need to be developed working with the rail industry and – as described earlier in this draft strategy – with an integrated approach to new inter-city lines. However, finding a long-term solution to Regional Centre rapid transit capacity is crucial for the continued economic growth of GM, the North and the UK.



# Integrating rail into the Bee Network by 2028

The Bee Network is already a reality with Metrolink and the Starling Bank bike hire scheme joined by the first buses brought under local control from September 2023. We have now franchised 50% of the bus network. This has yielded ridership growth of 5% in the last 6 months through strongly improved reliability, customer service and fleet. All buses will be franchised, and the first phase of the Bee Network complete, in 2025.

Building on the 'Trailblazer Deeper Devolution Deal with central government, we are collaborating with the rail industry to integrate rail services into the Bee Network by 2030. As part of the second phase of the Bee Network, 8 suburban rail corridors have been prioritised for integration by 2028.

The integration of these rail lines is a significant milestone in seamlessly connecting rail services within the Bee Network. This integration will enhance convenience, offer more choices, and promote a low-carbon lifestyle made possible by integrated land use and transport planning.

## Delivery Plan:

### Bee Network integration by 2028 and beyond

Between now and 2028 rail integration delivery will focus on 8 priority corridors across GM. This will bring customer-facing improvements that align rail services with the Bee Network, including consistent branding, information, fares, accessibility, and station enhancements. This will deliver early realisation of customer benefits, create an environment for passenger growth and provide the first step in establishing a single cohesive recognisable 'Bee Network' product that incorporates rail.

Building on work undertaken as part of the GM Rail Integration Case for Change, we have developed a GM Rail Integration Proposition, which is based five Customer Integration Pillars – detailed below. The GM Rail Integration Proposition and five Customer Pillars will be the focus areas of Bee Network Rail Integration, and will form the basis of our approach to integrate the rail network into the Bee Network at pace by 2028, followed by ongoing, wider rollout thereafter.

While progress is being made towards rail integration, it's essential to lay the groundwork for a lasting partnership with both the rail industry and government that extends beyond 2028. This partnership will serve as a catalyst for economic growth, providing access to opportunities, boosting ridership, and ultimately decreasing the need for financial subsidies.

There is a compelling case that local accountability will deliver value, efficiencies and return benefits locally, regionally and nationally. This can only be achieved through a meaningful and accountable partnership with the rail industry and government. This means GM needs to work directly with Great British Railways (GBR), being the Co-Client for rail outputs, taking a lead role in the specification of fares, services, and customer standards in the GM and North West area.

It's vital that developing such a relationship ensures mutual benefits for both the government and GM, and results in:

- Driving growth and attracting investments into the rail and public transport systems.
- Ensuring local accountability, empowering authorities to tailor services to meet specific customer needs, leading to a more efficient utilisation of resources.
- Enhancing performance and reliability, instilling trust and confidence among customers in the public transport system.
- Improving accessibility to homes and job opportunities, thereby enhancing overall connectivity and economic potential for residents.
- Supporting decarbonisation efforts by encouraging public transport usage over private vehicles, consequently reducing congestion and environmental impact.
- Encouraging private sector investments, further stimulating economic growth and development across the region.



# The rail industry proposal delivered by 2028

To facilitate the delivery of the 8 priority corridors by 2028, we have developed a collective understanding of what Bee Network Rail Integration means. This is known as the GM Rail Integration Proposition and takes a strategic approach through five Customer Integration Pillars.

## Bee Network Development

Network and service enhancements across all local GM routes, with minimum frequencies of at least 2 trains per hour (tph) at all stations, with 4 tph where demand warrants (many stations only have 1 tph).

New, environmentally friendly rolling stock serving GM local services, with improved on-board facilities and step-free boarding. Due to start rolling out from 2027.



## Station Facilities, Accessibility

By 2028 majority of routes and journeys on GM local services to be fully accessible.

By 2028 significant increase in number of GM stations that are fully accessible.

By 2040 all stations fully accessible, including modal interchanges and step-free boarding.



## Customer Experience, Information, Branding

Bee Network branding across all trains and stations.

Bee Network customer service standards fully implemented across all parts of the multi-modal network.

Fully integrated digital proposition for the Bee network that provides a seamless customer experience (e.g. Multi-Modal info at stations and on trains, Bee Network App, frontline, customer facing staff).



## Fares & Ticketing

PAYG across eight priority corridors by 2028, with full roll out by 2030.

Launch of integrated fares within Bee Network cap.

Multi-Modal Fares simplification across GM and wider travel to work area by 2030.








## Transit Orientated Development and Regeneration

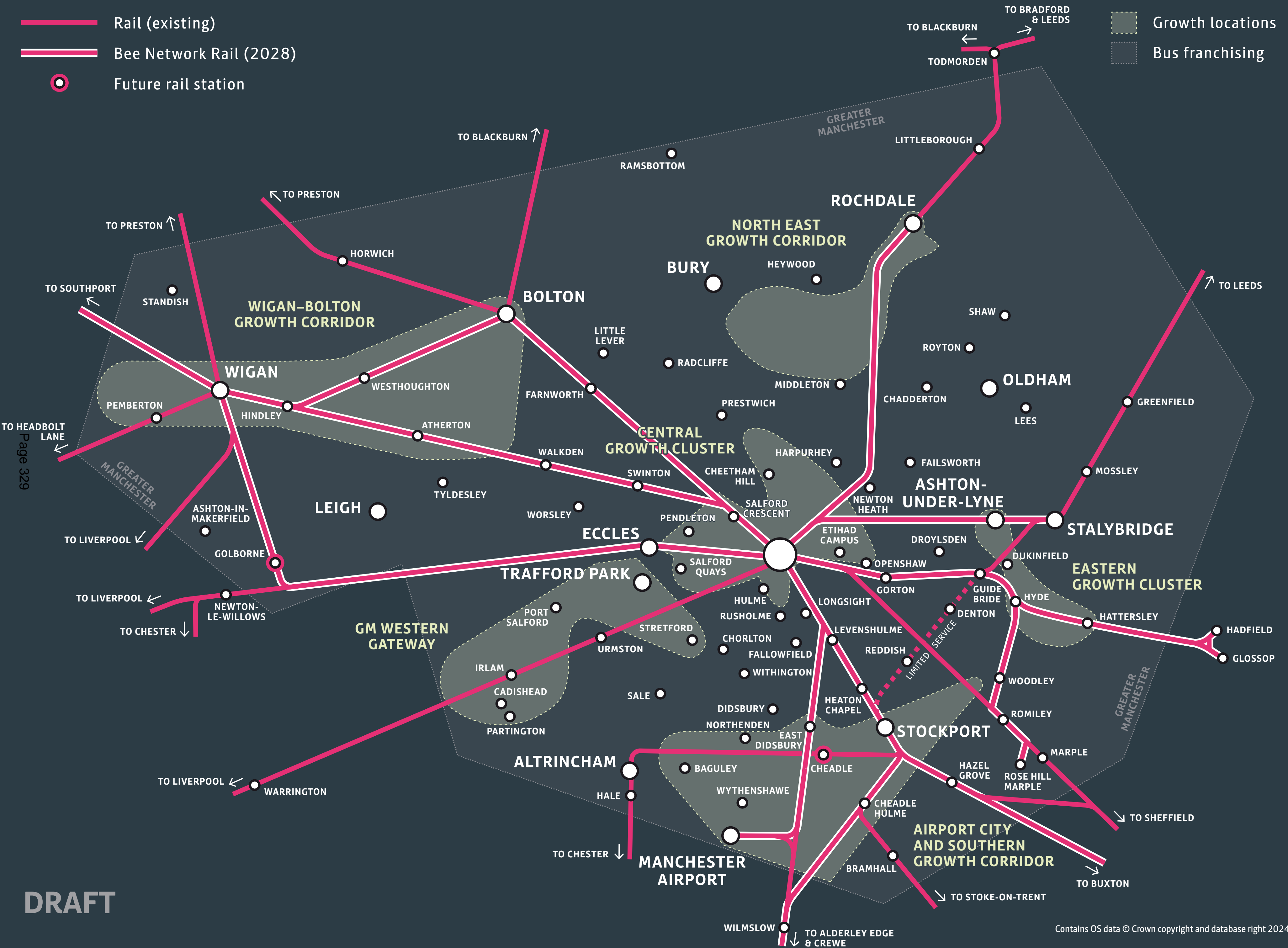
Deliver Golborne and Cheadle new stations by 2026 – 2027.

Urban realm and regen opportunities delivered by 2028 at central Manchester, Salford and Stockport stations, and then wider thereafter.



-  Rail (existing)
-  Bee Network Rail (2028)
-  Future rail station

-  Growth locations
-  Bus franchising



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# Our expansion options

## Prioritisation

The timeframe for opening a new, extended or converted rapid transit line is typically 8 to 10 years, due to the need to make a case, finalise funding, obtain statutory powers, and design, construct and commission the line – and the timeframe is longer if major new central area capacity is needed.

It is therefore vital to prioritise our options for new, extended or converted rapid transit lines, to facilitate the development and delivery of new phases of rapid transit system expansion across Greater Manchester.

This will allow us to focus our finite scheme development resources on those lines that would most effectively move us towards our Right Mix vision – and to understand better the likely future pressures on central area rapid transit capacity.

Prioritising will also allow us to maintain a proper focus on all the other key actions described earlier in this draft strategy that do not involve new, extended and/or converted rapid transit lines.

In line with national requirements, we are currently carrying out a refresh of our Local Transport Plan, starting with the GM Transport Strategy 2040 and continuing to creation of the next Five Year Delivery Plan (2027-2032). This draft strategy will play a key role in shaping our priorities for new, extended and/or converted rapid transit lines within these documents.

## A principles-based approach

A principles-based prioritisation has been undertaken to identify c.15 emerging priorities that will go forward for further detailed prioritisation in 2024. Derived from the earlier sections of the rapid transit strategy, the following principles have been applied. These set out that expansion of our future rapid transit system with new, extended and/or converted lines should:

- make best use of existing network infrastructure
- serve major centres, whether on or away from existing lines, and link to jobs in key growth areas
- provide frequent and fast services – running on mainly segregated alignments
- provide excellent access to and/or through the main demand drivers for rapid transit – the Regional Centre today, and Manchester Airport in the future
- consider integration with land use planning, and existing and new inter-city rail services and lines

These principles will also be relevant for taking a view on any proposals for expansion of our rapid transit system that emerge in the future.



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## **Emerging priorities**

### **for new, extended and/or converted rapid transit lines**

The outcomes of the principles-based prioritisation are set out below, including commentary on scheme development work undertaken to date. For some schemes many years of work have shaped the current position, whilst others are at an earlier stage of development.

Moving clockwise around the city-region – the schemes are numbered in this clockwise order, not in any particular priority order – a balanced approach to the potential expansion of the rapid transit system within Greater Manchester can be seen. This provides a strong platform for further detailed prioritisation and scheme development.

At the end of this section, maps are provided that show the rapid transit network as it exists today, the 8 rail lines to be integrated into the Bee Network by 2028, the emerging priorities for new, extended and/or converted rapid transit lines, complementary Quality Bus routes, and potential options for a step change in Regional Centre rapid transit capacity.

## **Northern and Eastern**

The North East Growth Corridor – focussed on the Atom Valley developments – is a major new employment opportunity for the city-region, with the potential for over 20,000 new jobs as well as 7,000 new homes. The majority of the new jobs are anticipated to be at the Northern Gateway site, which is of a transformative scale in its own right. With the Kingsway and Stakehill sites also playing important roles, the corridor has the potential to significantly change the economic growth potential of the wider area. Our emerging priorities could connect areas across the Growth Corridor and provide connections to surrounding areas via sustainable public transport infrastructure.

### **1. Bury – Heywood – Rochdale – Oldham**

TfGM is currently using funding allocated in the Department for Transport’s City Region Sustainable Transport Settlement (CRSTS) to develop an Outline Business Case for the introduction of a Tram-Train Pathfinder route connecting Bury, Heywood, Rochdale, and Oldham – plus the Metrolink ‘Next Generation Vehicles’ that would be needed to operate the service. The total route length of around 25km already has rails in use by Metrolink, National Rail and the East Lancashire Railway. All existing passenger and freight services must be considered in planning any new service. The scheme could make use of existing network infrastructure, link people to jobs across the key growth area of Atom Valley, and connect the major population centre of Heywood to the wider rail network at Castleton and Rochdale (this has not been the case since 1970). The route as a whole could be mainly segregated and provide a fast orbital journey – as an example, cutting public transport journey times between Rochdale and Bury in the peak from around 40 minutes to around 25 minutes. Lessons learned on Pathfinder will be crucial to developing viable business cases for tram-train schemes on a larger scale, which could unlock the future expansion of Greater Manchester’s rapid transit system.

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## **2. North Manchester to Middleton and Northern Gateway corridor**

There is a clear gap in the rapid transit system between the Metrolink Bury line and the National Rail Calder Valley line. In seeking to fill this gap, work to date has identified some challenges for Metrolink to Middleton, including navigating the physical features of any route and achieving a viable business case for investment. However, the significantly increased development coming forward as part of Places for Everyone (as well as potential alternative approaches such as bus-based rapid transit) means that proposals for Metrolink to Middleton continue to be examined as part of a broader study of the transport issues and opportunities in the corridor connecting North Manchester with Middleton, the Northern Gateway development and Heywood. This work is considering also the areas of Victoria North, North Manchester General Hospital and Harpurhey, Blackley and Langley, as well as considering integration with potential future bus services to Northern Gateway from Bury and Oldham. The role of the Calder Valley line is a further consideration at the edge of this corridor.

## **Eastern**

The principles-based prioritisation exercise supports the Eastern Growth Cluster which is proposed to create a significant new employment engine in Tameside by linking key development opportunities there, including investment in the town centres of Ashton-under-Lyne and Hyde, 2,000 new homes around Godley Green Garden Village, and key centres for education and skills.

## **3. East Manchester to Glossop, Hadfield and Marple corridor**

In addition to seeking improvements to the existing suburban rail service as part of bringing these lines into the Bee Network by 2028, the potential introduction of tram-train services on the existing lines to Glossop, Hadfield and Marple (including service options via Hyde) performs well against our prioritisation principles. With appropriate infrastructure investment, conversion to tram-train operation could have potential to raise service frequencies beyond those that could be achieved by suburban rail alone (through bypassing some of the intensively used sections, flat junctions, and central area capacity constraints described earlier in this draft strategy).

These potential services would make use of existing network infrastructure, be fast and frequent by running on mainly segregated alignments, and provide excellent access to and through the Regional Centre for customers. They could make good use of Metrolink services that currently terminate on the city fringe at Piccadilly. Previous study work has suggested that there could be a strong case for investment, but also that these services must be considered holistically – including consideration of improving the existing suburban rail service, the relationship with other rail services, and appropriate phasing and integration of infrastructure with wider transport and land use proposals in the Piccadilly area. That includes proposals for High Speed 2 and Northern Powerhouse Rail – on which, as set out earlier in this draft strategy, we will continue to work together with partners for the best outcome following the cancellation of High Speed 2 infrastructure to Manchester in 2023.

In the nearer term, the corridor to Glossop, Hadfield and Rose Hill Marple is one of the 8 priority corridors for integration into the Bee Network by 2028, as discussed earlier in this draft strategy.

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#### **4. Tameside to Stockport via Denton and Reddish**

Study work in the mid-2010s showed that tram-train services between Tameside and Stockport, on the line via Denton and Reddish, were likely to have a weak case for investment. More recent Restoring Your Railways study work has shown that the case for train services is also weak. Population density along this route has large gaps to the west at the Audenshaw Reservoirs and to the east at Reddish Vale. Despite this, the important strategic resource of the existing railway line via Denton and Reddish means that further assessment is still recommended as part of a potential wider network of services, so that this route is not precluded from playing its part in the future – for example by linking Tameside with other proposals between Stockport and the Airport.

### **Southern and Airport**

The principles-based prioritisation exercise supports, in addition to the potential for tram-train services on the line to Marple described above, other emerging rapid transit priorities for the Airport and Southern Growth Corridor. This corridor – with the potential for 22,000 new jobs – supports the realisation of Greater Manchester’s international potential, the growth of employment across the Manchester Airport area, and the continued redevelopment of Stockport town centre and Wythenshawe town centre. The cancellation of the northern sections of High Speed 2 means that Stockport’s role as the southern gateway into GM is more important than ever – and any rapid transit expansion needs to take into account the proposed redevelopment of Stockport railway station, which would help to secure this role. Whilst Altrincham town centre lies just outside the Airport and Southern Growth Corridor, its role as a growing business location and prosperous residential area mean that its connections to the Airport also need consideration as part of any rapid transit expansion. Overall, there has been a longstanding desire to achieve sustainable transport routes across the south of the city-region as a counterpart to the highways network. The emerging priorities in this section seek to address this.

#### **5. South Manchester to Stockport / Hazel Grove**

Metrolink to Stockport from East Didsbury has a long history of proposals, with an extension having been poised for a Transport and Works Act Order application in the early 2000s. In previous work it consistently showed a business case that was weaker than the other Metrolink Phase 3 extensions that ultimately progressed to construction and operation. However, there are now significant new opportunities to be re-considered, including development within Stockport town centre (with 4,000 new homes where public transport and active travel will be the first option) and wider economic opportunities across the Airport and Southern Growth Corridor. Stockport Council’s ‘Next Stop Stockport’ programme provides a vehicle to bring together partners in pursuit of the economic opportunities and to embed these benefits in the Metrolink business case. Work is in progress and will continue to establish the business case, including potential tram and tram-train options as part of a wider future network to link with services between Stockport and the Airport, between Stockport and Ashton via Denton and Reddish, and to Hazel Grove using the Adswold freight line.

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## **6. Stockport to Airport**

For a potential tram-train service between Stockport and the Airport, recent business case work shows promise for making greater use of the Mid Cheshire line via the new station at Cheadle. This service would depend on the prior completion of the Metrolink Airport line 'Western Leg' (described earlier in this draft strategy, and again below). There is also an opportunity to consider a joined up approach with rapid transit services from East Didsbury to Stockport and/or Hazel Grove – these schemes might share infrastructure or become combined services.

Note: To ensure that options are kept open, TfGM and Stockport Council are working with Network Rail on their replacement of the life-expired Greek Street and Stockholm Road bridges. In 2023, a Strategic Outline Business Case to use City Region Sustainable Transport Settlement (CRSTS) funding to safeguard space for potential future tram-train routes at these bridges was approved. Work continues with Network Rail to implement the required options at each of these bridges.

### **The wider Airport area as a second rapid transit hub**

In the longer term, the expected growth of employment and housing in and around Manchester Airport will bring the potential for the area to become a second rapid transit hub in Greater Manchester. Growth targets for the Airport – considering both air passengers and workers accessing jobs in the Airport area – should be achieved with a step change in non-car mode share. With a large catchment area for both air passengers and workers, rapid transit investment is expected to be needed to achieve this for middle distance trips. The following schemes need a holistic approach:

#### **7. Metrolink Airport line Western Leg**

Proposals for the completion of the 'Western Leg' of the full Metrolink Airport line have previously been supported by a business case, and some powers required for its construction and operation remain in place. Recent work has focussed on integration with the proposed Manchester Airport High Speed Station, and we secured the inclusion of proposed amendments to the High Speed Rail (Crewe - Manchester) Bill in the government's second Additional Provision, deposited in Parliament in July 2023. Greater Manchester's ambition remains a new Manchester Airport High Speed Station that accommodates Northern Powerhouse Rail and a multimodal interchange including with Metrolink, and we will work together with partners towards this.

The Western Leg could serve a number of key growth areas including Wythenshawe Hospital and Medipark, existing and proposed housing at Newall Green and Davenport Green, and the expanded Terminal 2 and Airport City – as well as offering additional services on the Airport line and a substantial reduction in journey times compared to the existing Eastern Leg via Wythenshawe Town Centre. Consideration should therefore be given to phasing of the Western Leg, with the potential for earlier phases to be brought forward whilst proposals for Manchester Airport High Speed Station are resolved. With Metrolink referred to in the mitigations for the Places for Everyone allocation at Davenport Green, there is also potential for this development to make proportionate land or financial contributions.

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## 8. Tram-train services to the north-west, west and south-west of the Airport

The Western Leg is envisaged as a core component of unlocking a network of future services to the Airport zone using tram-train technology. Potential services between the Airport and Stockport have already been described on the previous page. Study work has shown there could be a case for rapid transit services between the Airport and areas to its north-west, west and south-west, particularly for options that directly connect the Metrolink Altrincham line to the Airport via the existing Mid Cheshire line and the proposed Western Leg.

## 9. Busway corridors to the west and east of the Airport

Busway corridors to the west and east of the Airport could also provide more local connections. From Trafford to the west, this would be through the Davenport Green development to provide a more attractive alternative to the car for journeys between Altrincham and the Airport. From the east, this could enable enhancements to a range of bus routes connecting into Stockport and Cheshire East, including from Bramhall, Cheadle Hulme, Handforth, Hazel Grove, Heald Green, Poynton, Stanley Green, Woodford, and Wilmslow. However, the extent to which these corridors could truly achieve bus rapid transit conditions with segregation from general traffic remains an open question. These bus-based options will also need to be considered against rail-based proposals which could provide alternative forms rapid transit to the Airport.

## **Western and Central**

This section of the principles-based prioritisation exercise supports two key growth locations, the Western Gateway – which could create 25,000 new jobs, capitalising on the unrivalled port connectivity and planned new significant employment, retail and leisure developments – and the western side of the Central Growth Cluster including the Salford Quays and Salford Crescent area.

### **10. Trafford Park line**

A short extension of the existing Metrolink Trafford Park line could effectively serve the major developments at Trafford Waters, Salford Stadium and Port Salford, and could provide a frequent and relatively fast service running to and through the Regional Centre on a mainly segregated alignment. Those factors mean that this proposal performs reasonably well against our prioritisation principles. Whilst previous business case work has not yet identified a strong enough case for investment, proactive reservation of space for potential routes has taken place – and further assessment of the options and business case for this scheme is recommended.

### **11. Warrington (CLC) line**

Introduction of tram-train services on the National Rail route to Warrington (CLC line) performs strongly in the principles-based prioritisation exercise. This corridor has large existing and planned population catchments (Urmston, Irlam, Cadishead, Partington and New Carrington) that are

---

currently not well-served by rapid transit. However, this route does not have the same advantage that the Glossop, Hadfield and Marple routes enjoy – of potentially being able to extend existing Metrolink services that currently terminate on the city fringe to become tram-train services.

Instead, introducing tram-train services on the Warrington (CLC) line would require additional city centre Metrolink capacity to accommodate any new services. Given the great difficulties of providing this via the on-street Metrolink network, this line also needs to be considered as a candidate for the use of underground technology – either by routeing its services via tunnel as part of a potential step change in Regional Centre rapid transit capacity (see overleaf) or taking advantage of surface capacity freed up by other routes being routed via tunnel.

Whilst previous work has not to date identified a viable business case for re-use of the former railway between Cadishead, Partington, New Carrington and Timperley, further assessment of a short spur stemming from the Warrington (CLC) line is still recommended when the broader options for that line are considered. In addition to the existing communities at Cadishead and Partington, the New Carrington development anticipates approximately 5,000 homes in total and 350,000 sqm of employment floorspace for industry and warehousing.

## **12. Salford Quays to Salford Crescent**

A short Metrolink extension of less than 1.5km of new construction could connect The Quays and MediaCityUK with the National Rail network at Salford Crescent. The most obvious benefits would be to customers on the rail lines going north-west from Salford Crescent via Bolton and Wigan. However, many cross-city train services also call at Salford Crescent – trains from Rochdale, Ashton, Stalybridge and the Airport call there today, and others could do in future. This short extension could make use of existing network infrastructure, link to jobs in key growth areas, provide a frequent and fast service running mainly on a segregated alignment, and integrate with existing and new inter-city rail services – it therefore performs very well against our prioritisation principles. With customers potentially enjoying a single interchange at Salford Crescent to access The Quays and MediaCityUK, rather than lengthier and slower trips via the city centre, its benefits could be more widespread than they first appear – and it could assist with relieving the congested central area of the rapid transit system. Our Five Year Delivery Plan 2021-26 sets out the aim to complete a business case for early delivery of a Quality Bus route in this area. These two schemes could follow different routes and complement each other, as demand for public transport in this area increases.

## **13. Further connections between Salford Crescent, Inner Salford, and Manchester city centre**

Building on the immediately above, in the longer term there is potential for the introduction of further new Metrolink connections between Salford Crescent, Inner Salford, and Manchester city centre. Whilst there could be some duplication with bus services on the A6, including busway services, transformative proposals for the A6 are proposed as part of local development frameworks at Salford University that bring opportunity for further expansion of the rapid transit system. Considerations include the role that a shorter Metrolink spur from St. Peter's Square to Spinningfields or Salford Central could play, and interfaces with the Atherton line (see overleaf).

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## Wigan and Bolton

The Wigan-Bolton Growth Corridor anticipates the creation of 12,000 new quality homes, employment growth, and health innovation opportunities.

### **14. Atherton line**

Introduction of tram-train services on the National Rail route to Wigan via Atherton performs strongly in the principles-based prioritisation exercise. This corridor has large population catchments that are currently not well-served by rapid transit. However, like the Warrington (CLC) line, it does not have the same advantage that the Glossop, Hadfield and Marple routes enjoy – of potentially being able to extend existing Metrolink services that currently terminate on the city fringe to become tram-train services.

Instead, introducing tram-train services on the Wigan via Atherton line would require additional city centre Metrolink capacity to accommodate any new services. Given the great difficulties of providing this via the on-street Metrolink network, this line also needs to be considered as a candidate for the use of underground technology – either by routing its services via tunnel as part of a potential step change in Regional Centre rapid transit capacity (see below) or taking advantage of surface capacity freed up by other routes being routed via tunnel.

When options for the Atherton line are examined, consideration is to be given to spurs toward Bolton and Leigh. Whilst previous work has not to date identified a viable business case for these, the new opportunities brought by the Wigan-Bolton Growth Corridor merit revisiting this.

In the nearer term, the Atherton line is one of the 8 priority corridors for integration into the Bee Network by 2028, as discussed earlier in this draft strategy. Complementing this work, options for extending Merseyrail services from Headbolt Lane into the bay platform at Wigan Wallgate could also be investigated in partnership with the Liverpool City Region.

The potential of the busway, now that it is part of the Bee Network, should also be fully exploited – including consideration of services (routes, frequencies and stopping patterns) as part of the structured, transparent, area-based 'Network Reviews' that are set out in the [GM Bus Strategy](#).

## Central and pan-GM

The **Central Growth Cluster** is expected to create over 90,000 new jobs, and rapid transit would need to play a significant role in supporting this growth potential. Meeting our ambitious 'Right Mix' vision will require a step change in capacity at the centre of our rapid transit system – facilitating growth in movements both to and through the heart of the Regional Centre. Early-stage work has explored a range of potential tunnelled options to deliver this step change.

### **15. A step change in Regional Centre rapid transit capacity**

Emerging findings suggest that the strongest options for capacity and connectivity would be:

- 
- The **north-west to south-east axis** – connecting the Bolton and Wigan (via Atherton) rail lines with the Airport and Stockport rail lines. This could deliver high-frequency, high-capacity services using a longer distance ‘Regional Metro’ approach similar to the Paris RER, the Munich S-Bahn and London’s Elizabeth line. Given the longer distance nature of some of the services on the Bolton, Wigan, Airport and Stockport lines, this could also be seen as similar to Thameslink. It would be expected to release vital capacity on the Castlefield Corridor which acts as a considerable constraint to connections and reliability today.
  - The **south-west to north-east axis** – our emerging findings show that even if longer, walkthrough trams were implemented across the Metrolink network as part of a roll-out of Next Generation Vehicles, capacity could still be on the limit or exceeded in 2040. Connecting Metrolink lines (particularly those that have no on-street running i.e. Altrincham, East Didsbury and Bury) using a tunnel could allow even longer vehicles and higher frequencies on these lines, and free up capacity on the remaining Metrolink lines to run higher frequencies and new services. This axis also has potential for wider National Rail connections including the routes to Warrington (CLC) and Rochdale (Calder Valley).

With a view to longer term evolution of a tunnelled system across the Regional Centre, implementation of the options described above would still leave a north-south gap in the rapid transit system. Future work on options development is expected to consider a ‘Local Metro’ solution – alongside consideration of other non-tunnelled options – for this gap.

## **Mapping the emerging priorities**

The emerging priorities for rapid transit system expansion following the principles-based prioritisation set out above are summarised overleaf in draft map form:

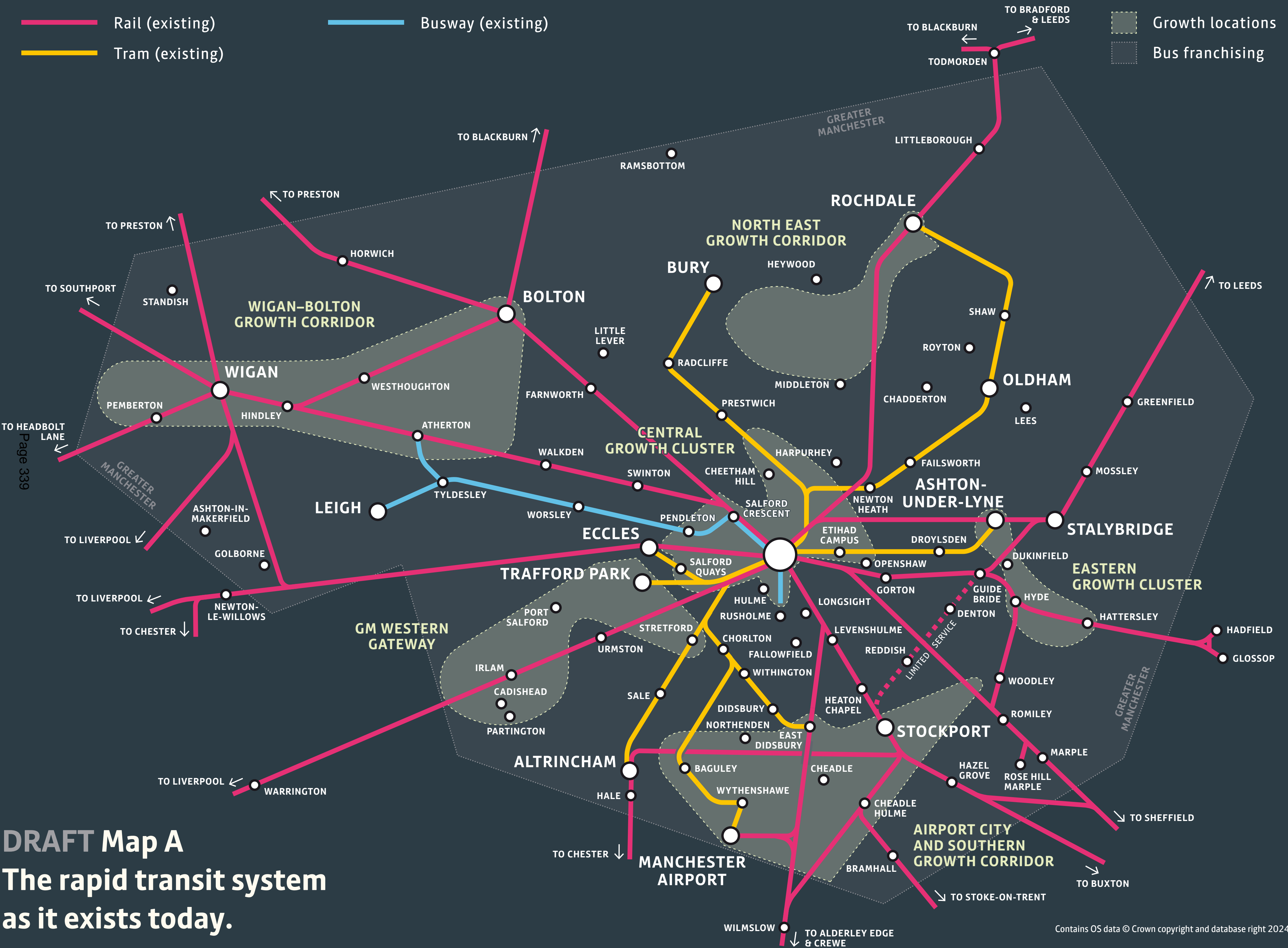
- **Draft Map A:** The rapid transit system as it exists today.
- **Draft Map B:** Bee Network rail integration – 8 priority corridors by 2028.
- **Draft Map C:** c.15 emerging priorities for new, extended and/or converted rapid transit lines.
- **Draft Map D:** Complementary Quality Bus routes (selected corridors in relation to rapid transit).
- **Draft Map E:** Emerging options for a step change in Regional Centre rapid transit capacity.



— Rail (existing)  
— Tram (existing)

— Busway (existing)

■ Growth locations  
■ Bus franchising

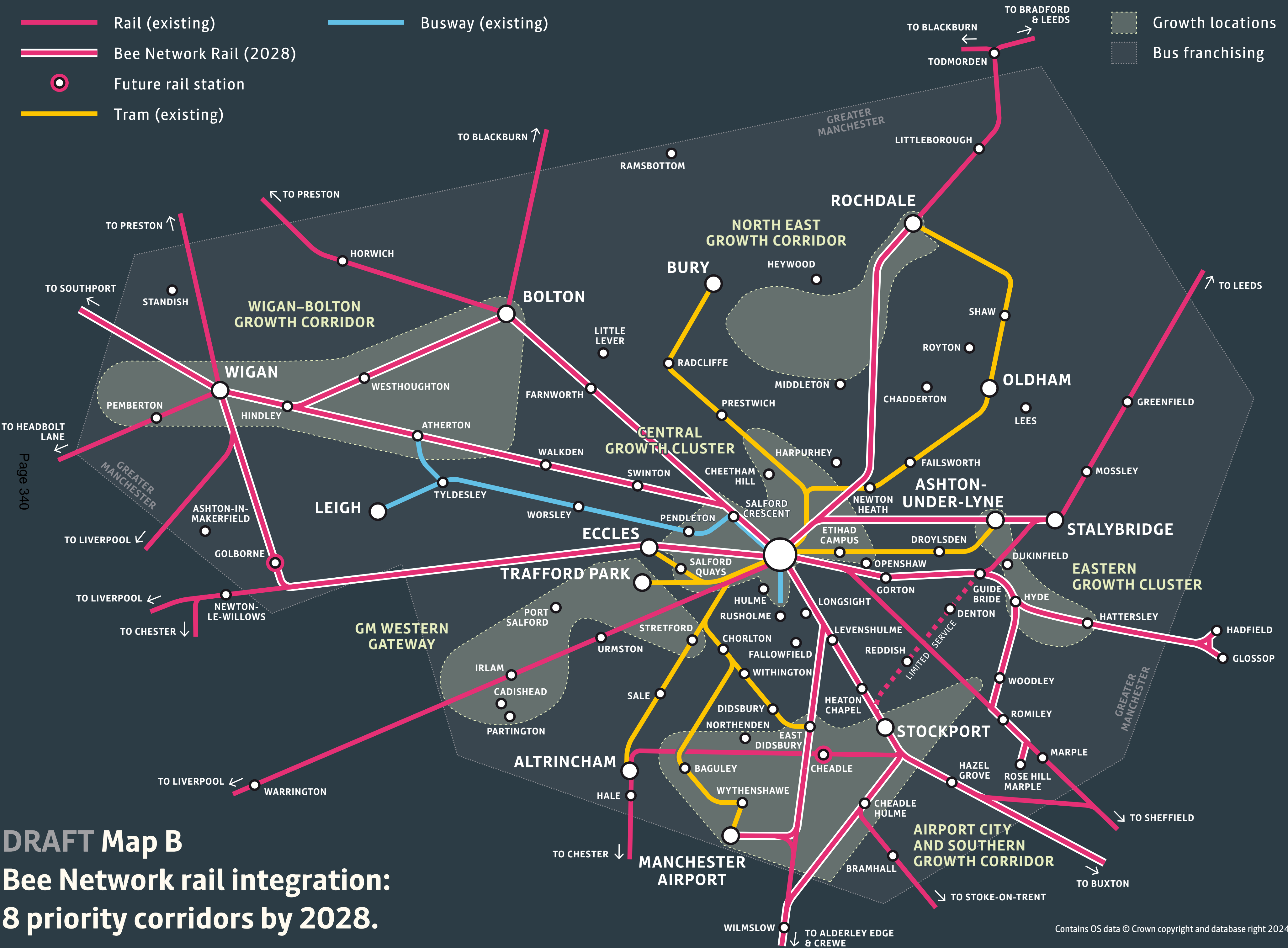


# DRAFT Map A

## The rapid transit system as it exists today.

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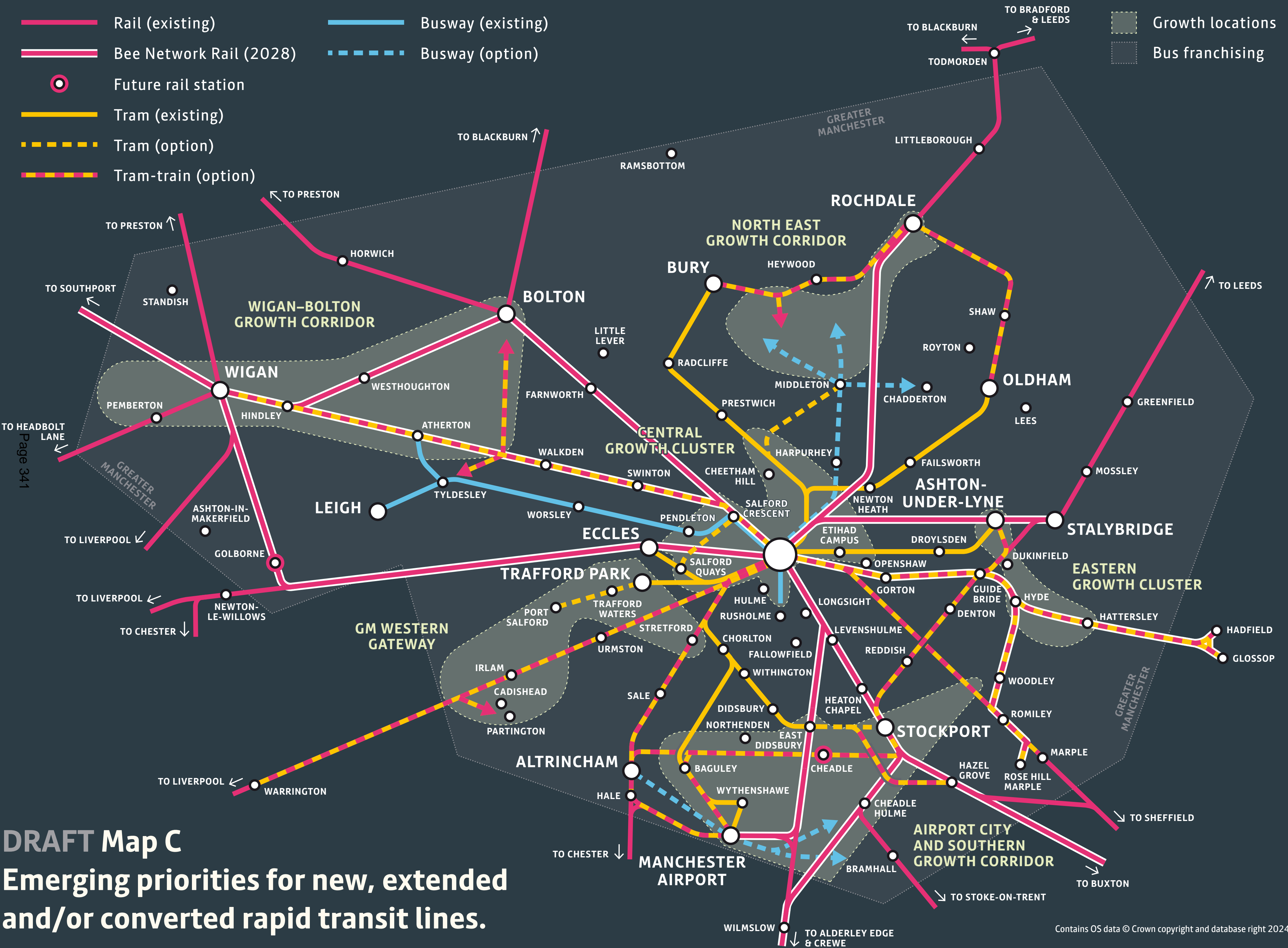
- Rail (existing)
- Bee Network Rail (2028)
- Future rail station
- Tram (existing)
- Busway (existing)
- Growth locations
- Bus franchising



**DRAFT Map B**  
**Bee Network rail integration:**  
**8 priority corridors by 2028.**

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- Rail (existing)
- Bee Network Rail (2028)
- Future rail station
- Tram (existing)
- Tram (option)
- Tram-train (option)
- Busway (existing)
- Busway (option)
- Growth locations
- Bus franchising



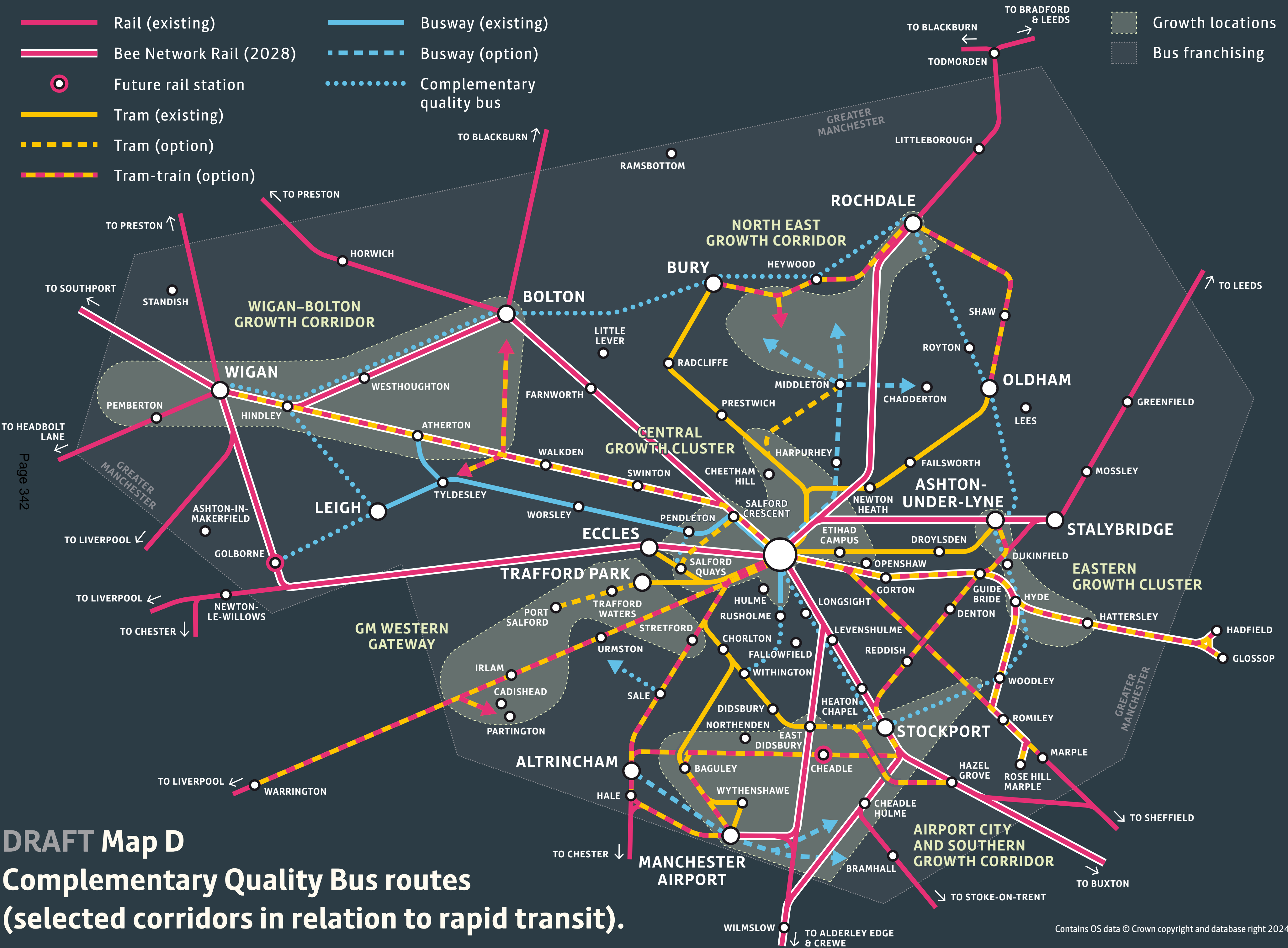
**DRAFT Map C**  
**Emerging priorities for new, extended and/or converted rapid transit lines.**

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- Rail (existing)
- Bee Network Rail (2028)
- Future rail station
- Tram (existing)
- Tram (option)
- Tram-train (option)

- Busway (existing)
- Busway (option)
- Complementary quality bus

- Growth locations
- Bus franchising



**DRAFT Map D**  
**Complementary Quality Bus routes**  
**(selected corridors in relation to rapid transit).**

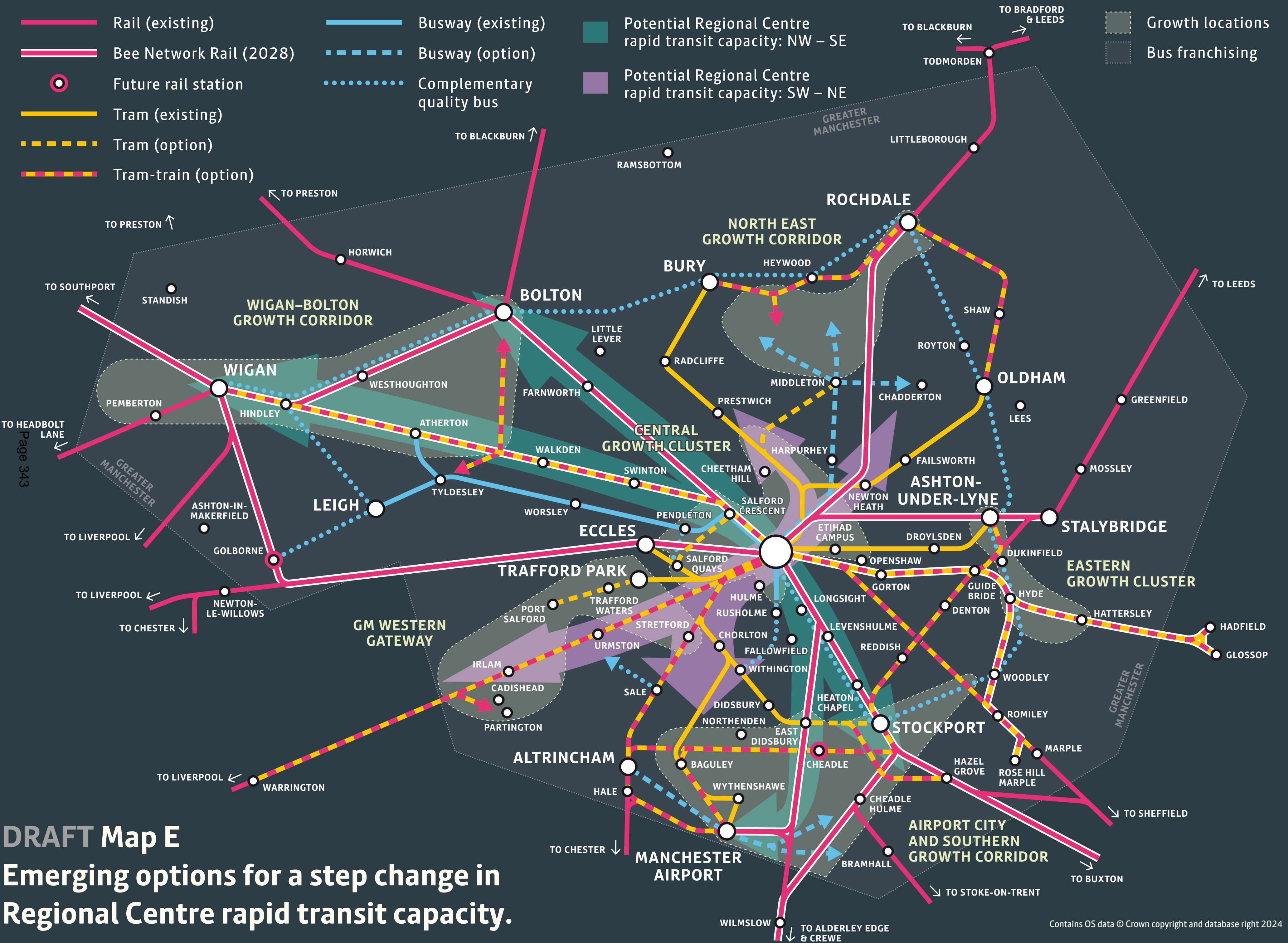
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- Rail (existing)
- Bee Network Rail (2028)
- Future rail station
- Tram (existing)
- Tram (option)
- Tram-train (option)

- Busway (existing)
- Busway (option)
- Complementary quality bus

- Potential Regional Centre rapid transit capacity: NW – SE
- Potential Regional Centre rapid transit capacity: SW – NE

- Growth locations
- Bus franchising



**DRAFT Map E**  
**Emerging options for a step change in**  
**Regional Centre rapid transit capacity.**

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## Looking ahead – where we go next



Whilst this draft strategy has set out the ways in which we intend to act and gives clear examples, its fullest ambitions would require significant funding to be delivered – along with statutory powers for some of the items such as new, extended and/or converted rapid transit lines.

It is anticipated that a number of delivery plans – for example, concerning the full integration of rail into the Bee Network – will come forward over time to support implementation of the draft strategy.

The main next steps for the draft strategy itself are:

- **Wider engagement** on the contents of this draft strategy alongside our Local Transport Plan refresh (which starts with refreshing the GM Transport Strategy 2040 and is followed by the creation of the next Five Year Delivery Plan covering the years 2027-2032). A key next step is therefore commencement of targeted engagement sessions through 2024 to hear a wide range of opinions on what our future rapid transit network should look like and help shape the final contents of the strategy. These sessions will be planned:
  - with groups of people who could be affected in different ways by the contents of the draft strategy (for example, the Disability Design Reference Group);
  - with business (for example, the Business Transport Advisory Council);
  - with government (for example, the Department for Transport).

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This engagement process will continue as our plans evolve in support of the strategy, including consideration of place-based and community approaches to engagement.

- Further work on **future funding** arrangements, including as part of the Single Settlement and for the anticipated City Region Sustainable Transport Settlement 2 (CRSTS2) period 2027/28 to 2031/32 – with an indicative overall CRSTS2 allocation of £2.5 billion for GM, subject to further engagement and agreement with central government. This work, which will need to consider better use of existing funding and new forms of funding, will run alongside further work on prioritisation of new, extended and/or converted rapid transit lines, which are some of the largest potential schemes in this draft strategy.
- Continued development and delivery of our **existing commitments** including those in the City Region Sustainable Transport Settlement 1 (CRSTS1) Delivery Plan 2022/23 to 2026/27 that will **sustain** and **grow** our rapid transit system, and are a foundation for future success.
- Continuing work on **transforming** our rapid transit system:
  - Working with the rail industry to fully integrate rail into the Bee Network, with 8 priority corridors to be integrated by 2028 and interim milestones of the contactless ticketing pilot by 2025 (Stalybridge to Victoria and Glossop to Piccadilly) and co-branding by 2027. A key next step is agreeing our long-term partnership with the rail industry to embed local accountability for our rail network.
  - Development of the Metrolink Next Generation Vehicles and Tram-Train Pathfinder through their Outline Business Case stage. These will be crucial to addressing capacity challenges and developing viable business cases for tram-train schemes on a larger scale respectively – unlocking future expansion of GM’s rapid transit system.

Further detailed prioritisation during 2024 of the c.15 emerging priorities for new, extended and/or converted rapid transit lines, to sequence a potential future expansion programme – this is alongside ongoing business case development, working with local authorities to space-save for potential future routes in Local Plans, and planning for central area capacity and network optimisation.





## Greater Manchester Combined Authority

Date: Friday 12<sup>th</sup> July 2024

Subject: Transport for Greater Manchester Executive Board Appointments

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and Caroline Simpson, Group Chief Executive, GMCA

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### Purpose of Report

This report sets out proposals to amend the membership of the Transport for Greater Manchester (TfGM) Executive Board to ensure that TfGM's governance continues to be effective, supporting the operation and delivery of the Bee Network: a high-quality, affordable and fully integrated public transport and active travel system which can support sustainable economic growth.

### Recommendations:

The GMCA is requested to:

1. Approve the appointment of the GM Transport Commissioner and the GM Active Travel Commissioner to the TfGM Executive Board;
2. Approve the appointment of a GM Local Authority Chief Executive to the TfGM Executive Board, as recommended by the Group Chief Executive;
3. Confirm the GMCA Treasurer as advisor to the TfGM Exec Board, to ensure membership of the Executive Board does not exceed the limit imposed by legislation; and
4. Note the proposal to undertake a further review of TfGM's governance and the role of its Executive Board before the end of 2024.

### Contact Officers

Caroline Simpson [caroline.simpson@greatermanchester.gov.uk](mailto:caroline.simpson@greatermanchester.gov.uk)

BOLTON  
BURY

MANCHESTER  
OLDHAM

ROCHDALE  
SALFORD

STOCKPORT  
TAMESIDE

TRAFFORD  
WIGAN

**Equalities Impact, Carbon and Sustainability Assessment:** N/A

**Risk Management:** N/A

**Legal Considerations:** As set out in the body of the report.

### **Financial Consequences – Revenue**

It is not proposed to remunerate the new TfGM Executive Board Members over and above the remuneration they receive for their substantive roles.

### **Financial Consequences – Capital**

N/A

**Number of attachments to the report:** None

### **Comments/recommendations from Overview & Scrutiny Committee**

N/A

### **Background Papers**

N/A

### **Tracking/ Process**

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

No

### **Exemption from call in**

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

No.

### **Bee Network Committee**

N/A

### **Overview and Scrutiny Committee**

N/A

# 1. Introduction

- 1.1. Over the coming years, our plans for transport will play a pivotal role in addressing Greater Manchester's challenges and in unlocking sustainable economic growth.
- 1.2. At the heart of our transport plans is the Bee Network: a high-quality, affordable and fully integrated public transport and active travel system. The Bee Network will help deliver the city region's objectives, set out in the Greater Manchester Strategy, by connecting people with education, jobs and opportunity, unlocking development, enabling housing growth, acting as a catalyst for regeneration, reducing carbon emissions, and supporting social inclusion and active and healthy lifestyles.
- 1.3. Greater Manchester has led the way in reforming and improving its transport network. As pioneers of bus franchising, we now have local control of our most-used form of public transport, in addition to the largest light rail network in the country – Metrolink, and we are delivering a world-class walking, wheeling and cycling network as part of a wider infrastructure investment programme.
- 1.4. To support this transformation, it is important that Greater Manchester's transport governance continues to evolve; and that TfGM's governance specifically remains effective as it becomes an organisation with annual expenditure of ~£1 billion following the franchising of the bus network, and a capital programme with an aggregate value of up to ~£3.5bn.
- 1.5. It is also vital that TfGM's governance reflects the integrated and collaborative nature of Greater Manchester's wider governance, in advance of the introduction of the Single Settlement and greater funding flexibility.
- 1.6. Finally, it is essential that TfGM remains accountable and responsive to the GMCA, and the GM Local Authorities who fund TfGM via the Transport Levy. The establishment of the Bee Network Committee, bringing together the Mayor, GMCA and GM Local Authorities has already improved wider accountability. By strengthening its governance further, TfGM can capitalise on Greater Manchester's unique placed-based approach and ensure the Bee Network will deliver benefits for all of Greater Manchester cities, towns and communities; and support local, regional and national ambitions.
- 1.7. This paper, therefore, sets out proposals for immediate changes to TfGM's Executive Board arrangements, with a proposal for a further governance review to take place before the end of the year.

## 2. TfGM Executive Board Role and Membership

- 2.1. The TfGM Executive Board is the primary decision-making body within TfGM and is responsible for ensuring that TfGM delivers the Transport Strategy set by the GMCA, as the Transport Authority, whilst meeting its financial, legal and corporate responsibilities. The Board does this by:
- contributing to strategic planning and structured decision-making;
  - setting challenging performance targets and objectives for the organisation;
  - monitoring the performance of the Executive in meeting its strategic objectives;
  - offering constructive challenge to the Executive Directors.
- 2.2. The GMCA (Transport Authority), in consultation with the Director General (Group Chief Executive), is responsible for the appointment of members to TfGM's Executive Board under Section 9(2) of the Transport Act 1968.
- 2.3. The Transport Act 1968 and the SELNEC Order 1969 state that in addition to the Director General, a minimum of two additional members must be appointed by the Transport Authority in consultation with the Director General, up to a maximum of eight additional members. Legislation, therefore, limits the size of the Board to a total of nine members.
- 2.4. Although the Executive Board could be constituted with executive officers only, the GMCA has appointed Independent Non-Executive Directors to provide external challenge.
- 2.5. TfGM's current Executive Board comprises seven members, who are:
- the Group Chief Executive (as Director General);
  - the Managing Director and Finance and Corporate Services Director;
  - the Chief Network Officer;
  - the GMCA Treasurer;
  - three Independent Non-Executive Directors (Tracey Matthews, Jo Kaye and Mike Blackburn).

- 2.6. The three Independent Non-Executive Directors are appointed for a fixed term. The current Independent Non-Executive Directors' terms are as follows:
- Mike Blackburn 1 Jan 2022 to 31 Dec 2024 (first term);
  - Tracey Matthews 31 Jan 2023 to 31 Jan 2026 (second term); and
  - Jo Kaye 31 Jan 2023 to 31 Jan 2026 (second term).
- 2.7. There are two substantive Committees of the Board, both of which chaired by one of, and formal membership is wholly composed of, the Independent Non-Executive Directors:
- Audit, Risk and Assurance Committee; and
  - People Committee.

### **3. TfGM Executive Board Proposals**

- 3.1. To strengthen TfGM's governance, it is proposed to make the following appointments to the TfGM Executive Board with immediate effect:
- the GM Transport Commissioner;
  - the GM Active Travel Commissioner; and
  - a Chief Executive representative from the GM Local Authorities as determined by the Group Chief Executive.
- 3.2. These appointments will provide even more openness, transparency and accountability to GMCA and GM Local Authorities, with Transport Commissioners working on behalf of all Leaders; and more closely with GM Local Authorities. For the same reasons, it is also proposed that the GM Transport Commissioner acts as Chair of the TfGM Executive Board from September 2024 in place of the Director General. This will require a change to TfGM's constitution, which the TfGM Executive Board will need to approve. The current arrangements for the Audit, Risk and Assurance Committee and the People Committee will be retained, pending further review.
- 3.3. It is proposed that a further review of TfGM's corporate governance takes place towards the end of 2024 to assess whether the arrangements are fit for purpose to drive delivery, ensure TfGM is aligned with Greater Manchester's wider objectives, evidence good governance and support the operation and delivery of a safe, financially sustainable and legally compliant transport network.

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## Greater Manchester Combined Authority

Date: 12th July 2024

Subject: Cost of Living and Economic Resilience

Report of: Councillor Bev Craig, Portfolio Lead for Economy & Business and Councillor Arooj Shah Portfolio Lead for Equalities and Communities.

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### Purpose of Report

To provide GMCA with an update on the cost of living pressures on residents and businesses in Greater Manchester, and some of the measures being put in place by the GMCA and partners to respond.

### Recommendations:

The GMCA is requested to:

Note the latest assessment and emerging response and give views on the next steps in that response.

### Contact Officers

Andrew Lightfoot, Deputy Chief Executive, GMCA

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John Wrathmell, Senior Director, Strategy, Research & Economy, GMCA

[John.Wrathmell@greatermanchester-ca.gov.uk](mailto:John.Wrathmell@greatermanchester-ca.gov.uk)

## Equalities Impact, Carbon and Sustainability Assessment:

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

*No direct impacts arising from this report*

### **Risk Management**

**None**

### **Legal Considerations**

**None**

### **Financial Consequences – Revenue**

**None**

### **Financial Consequences – Capital**

**None**

**Number of attachments to the report: 1**

### **Comments/recommendations from Overview & Scrutiny Committee**

*None*

### **Background Papers**

*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?

**N/A**

**GM Transport Committee**

**N/A**

**Overview and Scrutiny Committee**

**N/A**

# 1. THE IMPACT OF COST OF LIVING PRESSURES ON RESIDENTS – LATEST INSIGHTS

- 1.1 The latest Greater Manchester (GM) Residents' Survey was undertaken between 13 and 25 May 2024. Detailed cost of living themed questions have been included in the surveys since September 2022, meaning that we can reflect on both changes and continuities over an 18-month period.

## *Overall sense of cost-of-living pressures*

- 1.2 The latest survey shows that residents in GM continue to feel cost of living pressures in their daily lives, but the overall picture is improving compared to previous months. **The majority (55%) of respondents felt their cost of living had increased in the last month, as is seen across GB (55%).** This proportion is 4 percentage points (pp) lower than in February 2024 and 6pp lower than reported in the previous survey wave results in November 2023. Food and energy costs remain the most common reasons for cost of living increases (86% and 67% respectively).
- 1.3 Despite a positive direction of movement in some areas, the cost of living pressures continue to be felt for GM respondents. Respondents reported feeling a significant increase in the price of fuel (55%, was 46% in February), home broadband or mobile data plans (48%, was 39% in February), and rent or mortgage prices (35%, was 28% in February).

## *Actions taken due to the cost of living*

- 1.4 **It is encouraging to see that, for some, the pressures have lifted slightly around the actions taken in response to cost of living pressures over the past 18 months.** For example, fewer respondents reported cutting back on non-essential journeys on public transport (now at 17%; was as high as 26% in September 2022); and non-essential journeys in the car (25%; was as high as 46% in September 2022). Slightly fewer respondents also reported cutting back on mobile plans and broadband

deal arrangements (11% in most recent survey, was as high as 16% in September 2022).

- 1.5 Whilst the pressure has reduced for some, GM respondents continue to take actions to counter cost of living pressures especially around shopping and spending actions. For example, just over half of GM respondents are spending less on non-essentials (53%), 40% are spending less on food and essentials and 43% are using less fuel such as gas or electricity in their home.
- 1.6 The Policing and Community Safety survey provides further insight in this area. This survey has been conducted quarterly since July-September 2019 and surveys 3,250 residents across Greater Manchester. In the quarter ending March 2024, **7% of all respondents indicated that they sometimes could not afford all essentials**, a marginally larger proportion than that seen at other points in the cost of living crisis. Similarly, **5% of respondents reported rarely being able to afford essentials**, one of the largest proportions to do so since data collection began. This additional data highlights that whilst some pressures have slightly lifted in this area, those most in need across the city-region continue to struggle.

#### *Rent or mortgage payments*

- 1.7 **Around a half of GM renters (46%) and a third of mortgage holders (33%) continue to report difficulties with affording their payments.** There has been little change since February for those saying they are behind on their rent (12%, was 13%) and mortgage payments (5%, was 6%).

#### *Energy costs*

- 1.8 **Around 4 in 10 GM respondents (43%) find it difficult to afford their energy costs, with 1 in 10 (10%) finding it very difficult.** This metric continues to track higher than the GB average (31% finding it difficult to afford their energy costs, 7% finding it very difficult).
- 1.9 Energy costs continue to be an issue raised with Citizens Advice teams across the city-region. **7% of all unique issues reported in May 2024 related to fuel and energy.** Issues that are likely to be more expected, such as debt, welfare support

and housing, were among the most common queries raised. Fuel and energy related issues included concerns around smart meters, switching providers and fuel vouchers. When comparing against the period prior to the cost of living crisis, less than 2% of unique issues raised in May 2020 were related to fuel and energy in Greater Manchester.

### *Financial resilience and future outlook*

- 1.10 **Taken in context over the past 18 months, findings from the recent GM Residents' Survey suggest an improving picture on multiple fronts but still highlights some challenges.** On a positive note, the challenges around debt and borrowing money appear to be improving. The most recent survey saw a drop in the proportion of respondents borrowing more money than last year (26% in the latest survey, down from 29% when asked in February, down from a high point of 37% last summer). However, it is still the case that GM respondents continue to show less financial resilience when compared to GB respondents. **2 in 5 (38%) GM residents said they could not afford an unexpected, but necessary, expense of £850 compared to 24% across GB.**
- 1.11 Please note, the Cost of Living Dashboard has been decommissioned. This decision has been taken following reduced engagement from districts with this project due to other priority work, as well as a consultation with stakeholders at the GM Cost of Living Response Group. The data underlying the dashboard continues to be gathered and relevant insights will continue to be included.

## **2. DEVELOPING RESPONSE TO THE IMPACT OF THE COST OF LIVING CRISIS ON RESIDENTS**

### *GM Cost of Living Response Group meeting*

- 2.1 At the GM Cost of Living Response group meeting in April discussions focussed on income maximisation. This follows recent analysis estimating that there is currently £367 million in unclaimed Attendance Allowance, Carer's Allowance and Pension

Credit entitlements in GM. A team from Wigan Council presented on the approach used to increase the uptake of benefits in Wigan, which used existing data and targeted interventions to ensure benefit maximisation.

- 2.2 A separate meeting was arranged with Local Authority colleagues to discuss in more detail the experiences, challenges and best practice to implement the latest round of Household Support Fund (HSF). There were some great examples of innovative approaches to delivering HSF and all localities confirmed they were providing additional wrap around support for anyone submitting an application to ensure they were maximising incomes. There was also a commitment to link into any regional and national campaigns to lobby Central Government for a longer term solution to support financially vulnerable households.

*GMCA / GM Housing Provider Group Financial Inclusion Partnership role*

- 2.3 GMCA and GM Housing Provider Group (GMHP) have agreed to fund a new post over the next 2 years. The Financial Inclusion Partnership role builds on the collaboration with the GM Tripartite Agreement 2021 - a unique partnership between GMHP, Greater Manchester Combined Authority, and the Greater Manchester Health and Social Care Partnership to deliver positive change across the city region. The GMHP Financial Inclusion Group has been reconfigured as a space for Financial Inclusion Leads across GMHPs to come together and understand shared challenges, share best practice and collaborate on Financial Inclusion opportunities across the GMCA.

*Emergency Food Cards*

- 2.4 Following the success of the Emergency Food Card Initiative, which has already seen over 15,000 cards distributed over the past 3 years to support children and young people who need immediate access to good quality food, the Mayor has pledged an additional £50,000 from the Mayoral fund over the next 12 months. The funding will provide 200 pre-paid cards to each council area for every school holiday until March 2025. Each card, which can be used in a range of supermarkets or PayPoint

Networks, will be charged with £5 credit to enable young people in need to access to emergency food, fuel, or mobile top-ups over the school holidays.

#### *Money Advice Referral Tool*

- 2.5 GMCA through Deputy Chief Executives group has recently agreed to support Greater Manchester Poverty Action to roll-out their Money Advice Referral Tool (MART). The tool supports people to access advice and maximise their income by improving referral and signposting between different agencies within a locality. The aim is to help people get all the money that they are entitled to, and to reduce the need for referrals to food banks, by increasing access to other kinds of support. The Money Advice Referral Tool has already received positive feedback from front line workers operating in public and VCSFE sector organisations with some describing the tool as empowering, at the point when residents are in need of support.

#### *Credit Union and Transport for Greater Manchester - Travel Pass Loan*

- 2.6 The GM Consortium of Credit Unions have been working collaboratively with GMCA and Transport for Greater Manchester (TFGM) and are pleased to announce that all their members will now be able to take advantage of the 10% corporate discount scheme by virtue of being a member of a credit union in GM. Work is ongoing to develop a pilot scheme to offer an interest free loan for people on low incomes to purchase a Metrolink annual travelcard through their local credit union.

#### *GM Disabled People's Panel and GM Law Centre – Specialist Welfare Advice Service*

- 2.7 GM Law Centre in collaboration with GM Disabled People's Panel have been successful with a bid to the Three Guineas Trust to provide a small, specialist Welfare Rights Advice service to GM Disabled People's Organisations. The GM Disabled People's Panel members who were involved in the British Gas Energy Trust fund work will now be meeting with colleagues from the GM Law Centre to implement this service. This opportunity originated from the Mayor's Energy Providers Working group and the challenges identified in the GM Disabled People's Panel Survey of

2022. This a great example of partnership working, emphasising the value of the GM Equality Panels and the system listening to the voice of lived-experience.

### 3. LATEST INSIGHTS ON ECONOMIC RESILIENCE IN GM

- 3.1 In Q1 2024, the UK economy moved out of a technical recession. According to the Office for National Statistics (ONS), **UK GDP grew by 0.6% in Q1 2024**, following consecutive contractions of 0.1% in Q3 2023 and 0.3% in Q4 2023. The supply side growth in Q1 2024 was led by the output of the service and production sectors which grew by 0.7% and 0.8% respectively. The construction sector contracted by 0.9%. The GDP estimate for the first month of Q2 2024 shows there was no growth in April. While the service sector grew modestly (0.2%), the construction sector continued to contract (1.4%), and production output also fell (0.9%).
- 3.2 Forward looking indicators also remain cautious about the state of the UK economy. **The Consumer Confidence Index has returned to a peak not seen since before January 2022 of -17** but remains negative. Business confidence has improved but does not consistently indicate expected growth. **All three Purchasing Manager Indices (PMI's) increased between January and April, although the Manufacturing PMI still does not indicate expected growth (49.1).**
- 3.3 The Chamber of Commerce's measure of the strength of the GM economy, **the GM Index fell from 19.3 in Q4 2023 to 3.7 in Q1 2024**. This in part reflects the lack of growth in the UK economy throughout 2023. **Chamber of Commerce data on GM business confidence in profitability also shows a fall in the index from 18.1 in Q4 2023 to 8.6 in Q1 2024**. These findings are supported by the Business Growth Hub's Business Survey. **The proportion of businesses reporting less than six months sustainability rose to 26% in the 12 weeks to May 2024**. This is the highest proportion since this measure was added to the dashboard in September 2020. This is likely in part due to continued rising costs. **Most businesses surveyed (52%) reported rising costs in the May 2024 reporting period.**
- 3.4 **The UK inflation rate was 3.0% in the 12 months to April 2024, down from 4.0% in January**. The largest downwards contributions to the inflation rate were gas and

electricity prices, while the largest upwards contribution was from motor fuels. **Petrol prices were 7.6p higher in May than in February and diesel prices were up 5.9p.** Fuel costs are likely impacting the rising costs reported by GM businesses responding to the Business Growth Hub survey.

- 3.5 **Accounting for inflation, median monthly pay in Greater Manchester has improved slightly since January by £26.** Additionally, the gap between GM and UK inflation adjusted median income narrowed by £15 to £103. Despite improvements in pay, there are still signs of a struggling labour market. **Comparing latest GM data with the previous year, job postings are down 26%, the claimant count is up 1%, and the number of universal credit claimants are up 7.6%.** The North West economic inactivity rate remains higher than the UK rate by 0.8 percentage points.
- 3.6 The latest version of the dashboard can be viewed live at this link (and is attached as a PDF report): [Workbook: GM Economic Resilience Dashboard \(gmtableau.nhs.uk\)](https://gmtableau.nhs.uk)

## 4. DEVELOPING RESPONSE TO THE IMPACTS ON BUSINESSES

- 4.1 In response to the economic climate outlined in Section 3, partner organisations across Greater Manchester continue to support GM businesses to grow. Recent updates on these activities are outlined below.

### *Growth Company and Business Growth Hub Services*

- 4.2 The Growth Company (GC) and GM Business Growth Hub (BGH) continue to provide a range of business support programmes commissioned by the GMCA, UK Government and others. This includes a comprehensive offer of business support to March 2025 funded by £7.5m from the UK Shared Prosperity Fund. Examples of key business support programmes delivered by GC and the BGH are highlighted below.
- 4.3 Innovation Navigator is funded by the UK Shared Prosperity Fund and supports innovation across three technology clusters (AI, Data and Advanced Computing; Diagnostics and Genomics; and Sustainable Advanced Materials). Businesses are



supported to accelerate their ideas into commercial products and access specialist support from across Greater Manchester's innovation ecosystem, including the city region's universities. Local Innovation Connectors work across all GM local authorities to identify and engage innovative businesses and entrepreneurs.

- 4.4 The North West Made Smarter Adoption programme is funded by the Department for Business and Trade. The programme supports the region's small and medium-sized manufacturers to adopt Industrial Digital Technologies and realise their benefits in reducing inefficiencies, increasing sales growth, boosting competitiveness, resilience, agility and innovation.

#### *Real Living Wage*

- 4.5 In partnership with the Living Wage Foundation (LWF), organisations across the private, public and VCFSE sectors participate in the GM Living Wage Action Group and continue to work towards the goal of Greater Manchester becoming the first city-region to pay all employees the Real Living Wage (RLW). As of April 2024, there were 774 Living Wage accredited employers who have made the public commitment to pay all their staff and first line suppliers at least the RLW. This exceeds the original November 2024 target by 124 employers.
- 4.6 The deadline to implement the new RLW rate of £12 per hour passed on 1st May. The Action Group heard from employers how the 10% increase in rate would be more challenging to implement compared to previous years and employers may revert to paying the National Living Wage of £11.44. Whilst there has been a slight uptick in the number of organisations not re-accrediting with the LWF, roughly 5 per month since the rate announcement in October 2023, the number of new organisations accrediting has remained consistent with the past two years of the campaign.
- 4.7 Since the start of the year, the GM RLW campaign has also increased its emphasis on good and secure employment with increased promotion of the [Living Hours](#) scheme. In recognition that a person's income is determined by the security of work as well as the pay received, the Living Hours accreditation requires that an organisation provides at least four weeks' notice of a shift, a contract that reflects the

hours regularly worked and a guaranteed minimum of 16 hours a week (unless the worker requests otherwise).

- 4.8 There are now 33 Living Hours accredited organisations in GM, up from just two in 2020, and they cover 60,000 employees. Two GM employers have been nominated for the Living Wage Champion Award for their work on Living Hours, and GM has employer representation across the 'Industry Trailblazer', 'Iconic Champion', 'Campaign of the Year' and 'Advocate of the Year' award categories.

#### *Investment Zone Programme*

- 4.9 GMCA continues to develop growth plans for the advanced materials and manufacturing sector. These plans were reviewed and signed-off by government in March via a Memorandum of Understanding with GMCA. The Department for Levelling Up has since transferred the funding allocation for 2024/25 to GMCA.
- 4.10 Within the Investment Zone programme, GMCA is proposing to establish new business support programmes, to increase the level of innovation in SMEs, attract inward investment, and develop supply chains into new businesses. GMCA is working with partners to begin these activities in 2025/26 and has begun work with Marketing Manchester and MIDAS on a comprehensive communications campaign for the Investment Zone.

#### *Greater Manchester Innovation Accelerator*

- 4.11 Greater Manchester's allocation of £33m from the Innovation Accelerator project pilot fund, was awarded to a strategically linked portfolio of 10 projects. The projects are focused across the GM Local Industrial Strategy's four frontier sectors and selected to support innovation-led inclusive growth across the city region.
- 4.12 With all 10 of Greater Manchester's [Innovation Accelerator projects](#) in delivery, there has been strong early engagement from SMEs and large corporate businesses across the whole portfolio. As part of one project, the Centre for Digital Innovation online skills portal, [Know Digital](#), has now launched, providing residents' and local businesses access to curated digital training materials.

### *Enterprising Communities Fund*

- 4.13 In January 2024, a £4.1 million social investment fund, the Enterprising Communities Fund (ECF), was officially launched. The ECF is being delivered by GMCVO and is funded by GMCA, the Greater Manchester Credit Union Consortium, Access – The Foundation for Social Investment, and Esmée Fairbairn Foundation. The ECF represents the first time, a group of credit unions are joining up with social investors, funders and local government to lend money to social enterprises across GM.
- 4.14 Open to any organisation or business trading for social good in GM and looking to grow their trading activities, the Fund can provide an unsecured investment of £20,000 to £100,000. An average grant element of 20% of the investment is available to support applicants with specific issues identified in the application process, and for them to consider 'net zero' implications and energy efficiency as part of their idea. The aim is to make a large proportion of investments in communities where the need is highest. By April 2024, already £350,000 has been awarded to five organisations across GM.

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## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: GMCA Sustainability Strategy – Annual Report

Report of: Councillor Tom Ross, Portfolio Lead for Green City Region and Sue Johnson  
Portfolio Lead Chief Executive for Green City Region

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### Purpose of Report

This report provides an overview of progress in delivering the GMCA Sustainability Strategy 2022 – 2026 and outlines activity undertaken during 2023/2024 that has contributed towards current progress. The report also outlines actions set to be delivered in 2024/2025.

### Recommendations:

The GMCA is requested to:

1. Note the progress made against the priority areas of the GMCA Sustainability Strategy 2022 – 2026
2. Note the contents of the report including actions proposed for 2024/25
3. Note the implications of the Biodiversity Duty on GMCA and the proposed response.

The sustainability assessment evaluation shows a positive impact for carbon, environment, nature and adaptation/resilience.

### Contact Officers

Mathew Chard, Sustainability Manager, [chardm@manchesterfire.gov.uk](mailto:chardm@manchesterfire.gov.uk)

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

# Equalities Impact, Carbon and Sustainability Assessment:

**Recommendation - Key points for decision-makers**

Insert text

**Impacts Questionnaire**

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation	G	Includes a paper focused on the GMCA response to the Biodiversity Duty which will contribute to GMCA, as an organisation, being more resilient to climate change
Housing		
Economy		
Mobility and Connectivity		
Carbon, Nature and Environment	G	Includes a paper focused on the GMCA response to the Biodiversity Duty which will contribute to GMCA, as an organisation, delivering more actions linked to biodiversity enhancement Includes a paper focused on the GMCA response to the Biodiversity Duty which will contribute to GMCA, as an organisation, delivering more actions linked to biodiversity enhancement which could include greenspace for communities Outline actions being taken and proposed to progress GMCA towards carbon neutrality by 2038
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The paper outlines the GMCA, as an organisation, response to the climate emergency including progress against the 2038 carbon neutrality target. The paper also outlines the strategy and how it contributes towards 2038 as well as other areas on sustainability and details projects planned for 2024/25.
Further Assessment(s):	Carbon Assessment	
	G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.
	R Mostly negative, with at least one positive aspect. Trade-offs to consider.	RR Negative impacts overall.

**Carbon Assessment**

Overall Score: #####

Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
<b>Transport</b>		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
<b>Land Use</b>		
Land use	#####	Paper is an update paper rather than a specific project
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**

None applicable.

## **Legal Considerations**

None applicable.

## **Financial Consequences – Revenue**

3.1.7 – Details the grant funding acquired to support delivery of feasibility surveys as part of Low Carbon Skills Fund.

4.4 – Details the sustainability metrics used within procurement activity.

## **Financial Consequences – Capital**

4.4 – Details the sustainability metrics used within procurement activity.

**Number of attachments to the report:** None

## **Comments/recommendations from Overview & Scrutiny Committee**

Not yet considered

## **Background Papers**

- None applicable

## **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

# 1. Introduction/Background

1.1 The GMCA Sustainability Strategy 2022 – 2026 was launched in August 2022 to drive improvements in sustainability performance from the GMCA's internal operations. The strategy covers the core activity of GMCA and GMFRS and all sustainability impacts associated with this activity including:

- Activities delivered, and associated sustainability impacts, from our Head Offices
- Sustainability impacts arising from the assets operated by and the activities delivered by GMFRS
- Sustainability impacts arising from activities undertaken and the assets directly operated by GMCA Waste & Resources Team, including closed landfill sites and other land assets.

1.2 The strategy is built around five priorities where effort is focused during the strategy delivery period:

- Rapidly reducing our carbon footprint
- Protecting and enhancing the environment
- Using our resources efficiently and responsibly
- Adapting to a changing climate
- Being sustainability leaders



## 2. Sustainability Strategy Targets and Progress

2.1 Each priority area of the strategy has a specific target for 2026 as well as annual milestone targets as outlined in the table below along with progress to March 2024:

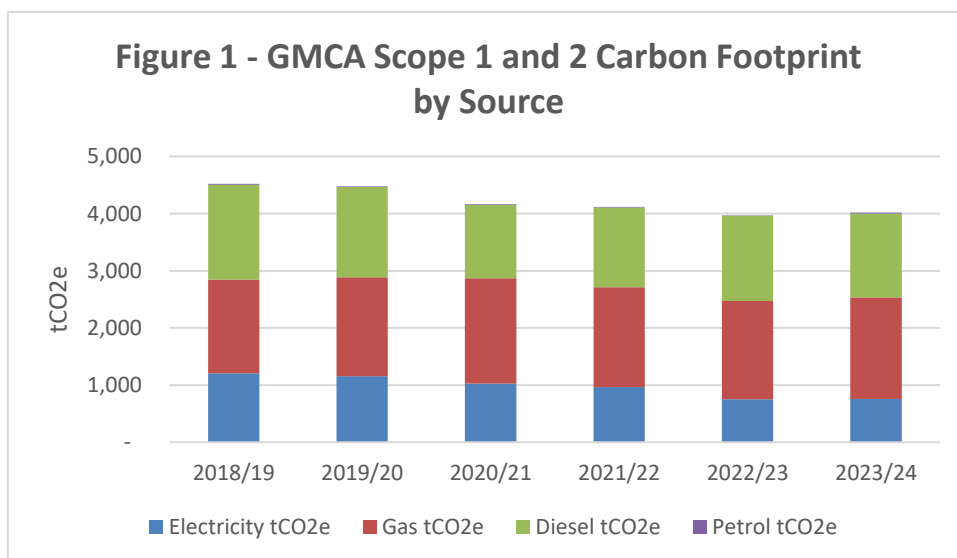
Priority	2026 Target	2023/24 Target	March 2024 Update	Rating
Rapidly reducing our carbon footprint	Reduce emissions from buildings and vehicles by 50% (from 18/19 baseline)	Reduce emissions from buildings and vehicles by 25% (from 18/19 baseline)	Carbon emissions from buildings and vehicles are 11% lower than the 18/19 baseline	
Protecting and restoring the environment	Fully embed environmental protection into our emergency response activities	Deliver collaborative Environment Agency led training to Hazardous Materials Environmental Protection Officers	Environment Agency provided bespoke training to Environmental Protection Unit and Hazardous Materials Environmental Protection Officers.	
Using our resources efficiently and responsibly	80% of our supply chain committed to supporting our carbon neutral target	30% of our supply committed to supporting our carbon neutrality target	16% of suppliers have a carbon neutral plan (% of cumulative spend as of Q3 23/24)	
Adapting to a changing climate	Develop a climate change adaptation strategy based on future risks and opportunities	Climate change adaptation strategy delivered	Format and themes for climate change adaptation strategy established. Further development work planned for 2024/25	
Being sustainability leaders	Train all our staff in understanding the climate emergency and their role in tackling it	Established a climate change and sustainability training framework	Draft framework established. Further work planned for 2024/25 to finalise	

### 3. Sustainability Performance

#### 3.1. Carbon Emissions

3.1.1. Scope 1 emissions (emissions associated with fossil fuel consumption) and scope 2 emissions (emissions associated with purchased electricity) are measured on a monthly basis via key performance indicators (KPI's) and tracked against the strategy targets.

3.1.2. By March 2024, scope 1 and 2 emissions were 11% lower than the 2018/19 baseline. Figure 1 provides a breakdown of scope 1 and 2 emissions by sources which, for GMCA, are gas, diesel, petrol (scope 1) and electricity (scope 2).



3.1.3. Emissions associated with the consumption of fossil fuels, namely gas, diesel and petrol, accounted for 81% of the scope 1 and 2 carbon footprint. This emphasises the importance of decarbonising heating of buildings and fuelling of fleet which, at this stage, relies on a transition towards electrified heating systems and vehicles.

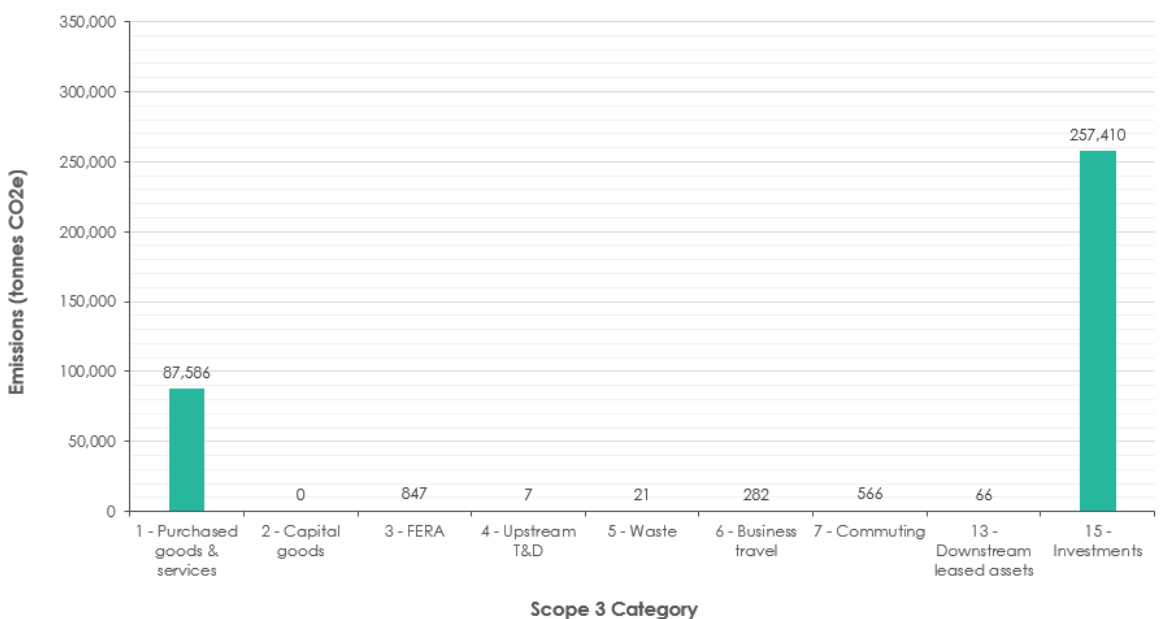
3.1.4. Estates transformation is a key activity required to support a reduction in the scope 1 and 2 carbon footprint. Construction activity has commenced at Blackley Community Fire Station with the new build fire station set to be net-zero for regulated energy and the building will no longer consume fossil fuels.

3.1.5. During 2023/24, refurbishment of Littleborough Community Fire Station was also completed with the building having a number of sustainability measures installed including air source heat pump, meaning the building no longer consumes fossil fuels for heating, as well as solar PV.

- 3.1.6. Carbon reduction feasibility surveys have been conducted for 6 sites within phase 1 of the GMFRS Estates Programme, with 4 sites progressing to procurement in Q1 2024/25. The 4 sites outlined for low carbon investment are Rochdale Community Fire Station, Ashton Community Fire Station, Wigan Community Fire and Ambulance Station and Bury Community Fire Station. The works will involve various carbon reduction measures with the key measure being the transition from gas heating to electrical heating via air source heat pump.
- 3.1.7. To support future estates retrofit, a further 6 feasibility surveys have been conducted across the GMFRS with the works fully funded to £99,000 via the Low Carbon Skills Fund (LCSF). An application has also been made to LCSF Phase 5 with the ambition to deliver 5 additional low carbon feasibility surveys.
- 3.1.8. Fleet decarbonisation is planned for 2024/25 with electric vehicles and petrol-electric hybrids being introduced to the fleet. To facilitate this transition, as well as future fleet investment activity, investment in electric vehicle charging points across the GMFRS estate is also planned for 2024/25.
- 3.1.9. Internal reporting on energy consumption and carbon emissions will be amended during 2024/25 to separate electricity consumption from buildings from electricity consumption associated with the charging of vehicles and ensure the carbon impact of this is also tracked.
- 3.1.10. A full carbon footprint inventory was undertaken in 2023/24 to measure emissions across scope 1, scope 2 and scope 3. Scope 3 emissions are emissions that take place within the value chain of the organisation. They can be upstream or downstream and are separated into distinct categories.

3.1.11. In total, scope 3 emissions amounted to 346,784 tonnes CO<sub>2</sub>e which is equivalent to 99% of the GMCA’s total carbon footprint. This footprint did not include emissions associated with Firefighter Pensions or the emissions from the GMCA contract with Suez, although the figures from the Suez contract were included within the final report document. Figure 2 outlines the scope 3 carbon footprint itemised into the scope 3 categories.

Figure 2: Emissions by Scope 3 Category



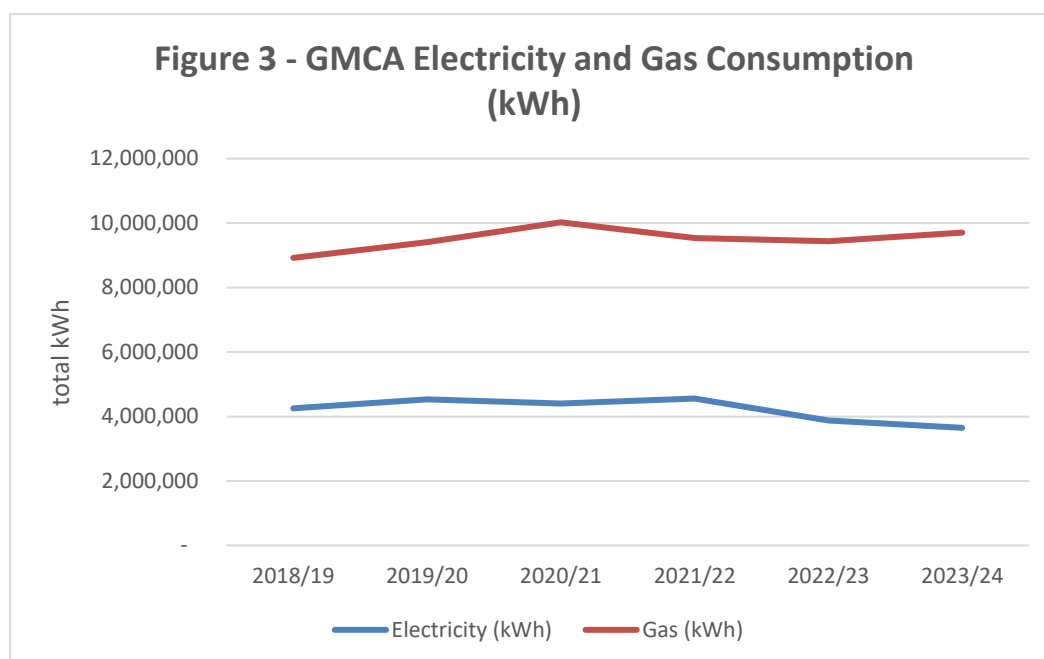
3.1.12. As shown by the chart, emissions from procured goods and services, as well as investment, account for 97% of scope 3 emissions.

3.1.13. The methodology largely used for scope 3 emissions calculation relied upon spend data. To acquire more accurate figures, acquiring more detailed data, such as product specific emissions data, would improve inputs into the calculation process and enable a more detailed output.

### 3.2 Utilities Consumption

3.2.1 Utilities monitoring involves the monitoring of the consumption of gas, electricity and water across the GMCA estate, namely the GMFRS estate and Tootal Buildings. Data is acquired for electricity and gas via automated meter readers (AMR) that provide data on a half-hourly basis, whilst water consumption is acquired direct from

the water retailer who undertake meter readings on a less frequent basis. Figure 3 charts the historic change in the consumption of gas and electricity.



3.2.2 Gas consumption is monitored against weather conditions to ensure any seasonality impacts are factored into analysis. Gas consumption has increased since the 2018/19 baseline with the likely driver of this being ageing heating systems being highly inefficient and the recent shutdown of the building management system (BMS) leading to less capability to control and identify issues without physical attendance to site. Activity is currently underway to procure a new ‘head-end’ for the BMS to enable remote access to BMS on site and facilitate greater identification of issues at source and, where feasible, remote manipulation of controls to reduce energy.

3.2.3 Electricity consumption is now 14% lower than the 2018/19 baseline. The significant attributing factor to this reduction is significant investment in LED lighting at 18 fire stations as well as 2 solar PV systems installed at fire stations. These projects were fully funded by the Public Sector Decarbonisation Scheme (PSDS).

3.2.4 As the organisation continues to make efforts to decarbonise, it is likely that gas consumption will decrease as buildings transition to electrical heating via air source heat pumps. When combined with a shift from diesel vehicles to electric vehicles, this is likely to lead to an increase in the consumption of electricity.

3.2.5 GMCA also have 25 solar PV systems installed across the GMFRS estate that generated 941,097 kWh of electricity in 2023/24, the equivalent of 25% of the total electricity consumption of the organisation. Whilst most sites do not have electricity export meters installed, those that do demonstrate that around 50% of generated

electricity is not consumed and exported to the grid. The amount of electricity exported is likely to reduce as a transition to electric heating and electric vehicles takes place whilst battery storage could also further harness the electricity currently being exported.

- 3.2.6 Due to the infrequency of readings, water data can be classed as less accurate than energy data. However, based on readings undertaken by the water supplier, the organisation consumed 36,022m<sup>3</sup> of water in 2023/24.
- 3.2.7 A procurement exercise was recently conducted to identify a new water retail services contract provider. The contract with the new water retail services provider is currently in the mobilisation phase and the ambition is that this contract will enable a greater level of detail in relation to water consumption.

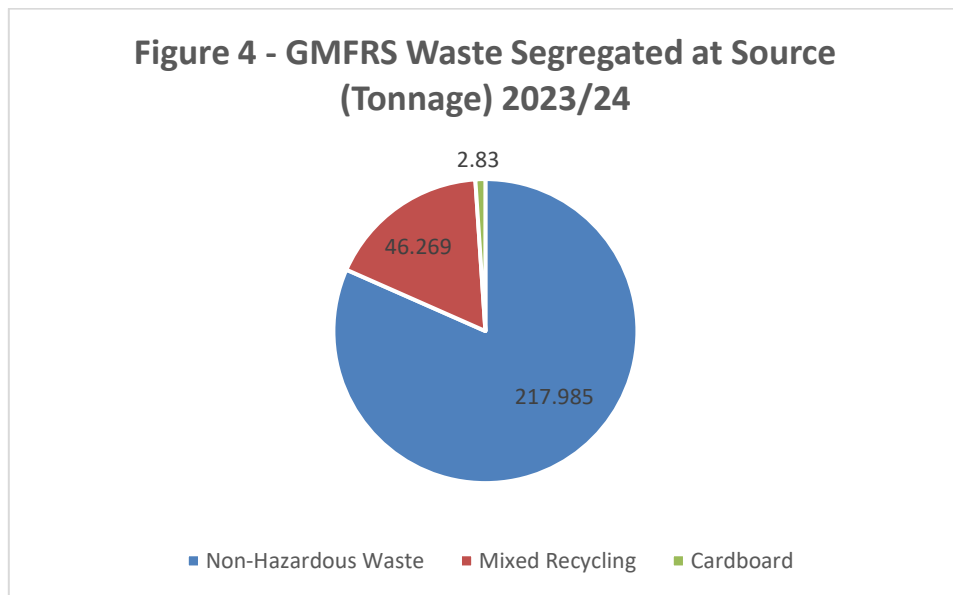
### **3.3 Biodiversity**

- 3.3.1 GMCA fall under the requirements of the Biodiversity Duty which is new legislation that requires public sector bodies to consider their biodiversity impacts and take action to improve biodiversity outcomes from their operations.
- 3.3.2 GMCA have taken initial steps to consider how they intend to comply with the Biodiversity Duty. A biodiversity action plan is currently under development and is set for completion by Q2 2024/25. To support development of the biodiversity action plan, a cross-directorate planning workshop has been undertaken with findings now being analysed.

### **3.4 Waste Management**

- 3.4.1 GMCA produce a range of domestic general and recyclable waste as well as a range of hazardous wastes. At Tootal Buildings, waste data is limited due to disposal facilities being shared with all other tenants across the building as well as the limited weighing capabilities of the waste contractor used by the landlord.
- 3.4.2 GMFRS have a waste collection and recycling services contract for general and recyclable waste. Wastes are segregated internally and separate collections are made for each waste stream. Figure 4 outlines the weights of each waste type

segregated at source across the organisation. In summary, GMFRS currently segregate 18% of domestic waste types at source.



3.4.3 Waste collected via the waste collection and recycling services contract for GMFRS is taken to a Greater Manchester based depot where further recyclable material is recovered from mixed non-hazardous waste. All recyclable waste is then taken to specific plants for recycling whilst all non-recyclable residual waste is baled and taken to an energy-from-waste (EfW) plant based in Leeds with all energy being exported to the National Grid.

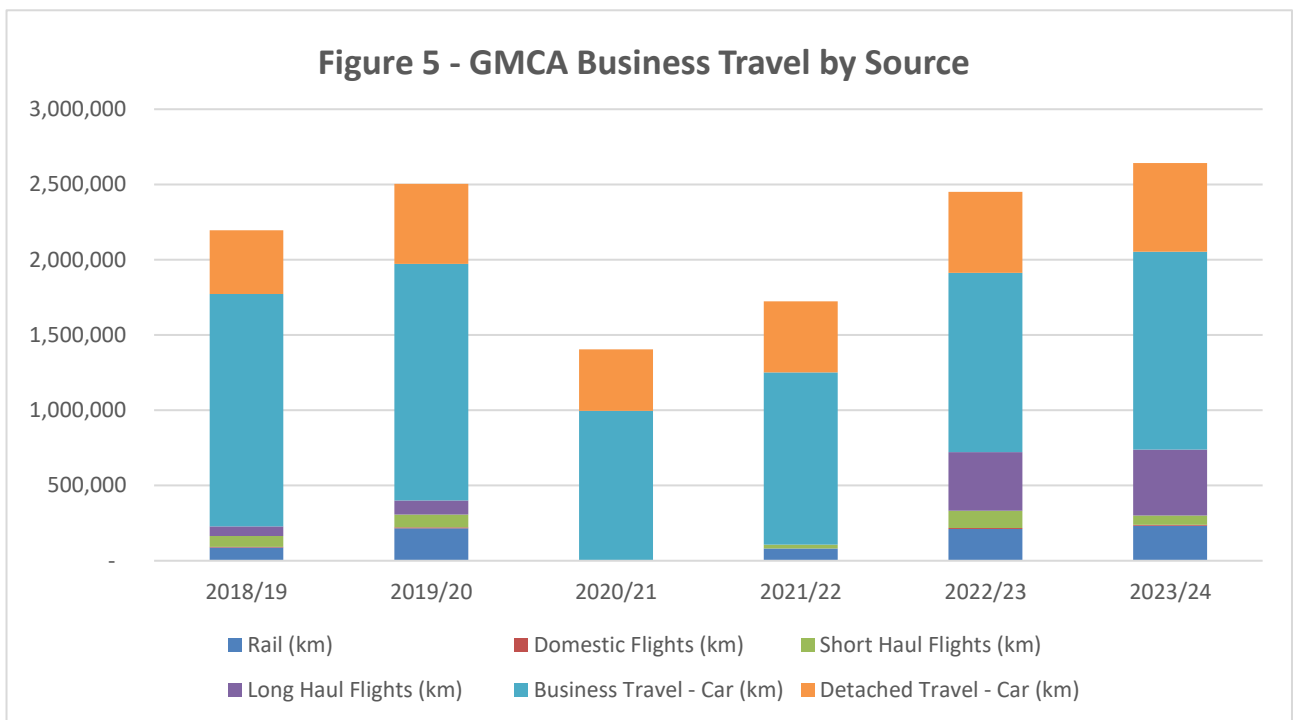
3.4.4 Hazardous wastes from GMCA arise from a range of sources with GMFRS workshops being the most significant source. Waste data for these varies in quality and mainly can be found on hazardous waste consignment notes. As part of the scope 3 calculation project, it was found that all waste types, including hazardous waste, contributed 10.89 tonnes CO<sub>2</sub>e to the total GMCA carbon footprint.

## 3.5 Travel

3.5.1 Travel by GMCA employees can be considered in two forms – business travel and commuting. Business travel data is acquired mainly via the corporate contract with a travel booking partner as well as via expenses claims. Figure 5 provides an overview of the business travel data monitored via monthly KPI reporting. For

clarity, data from bus travel, London Underground, Metrolink and taxi travel is not included within monthly KPI reporting due to a lag in the receipt of data.

3.5.2 Grey fleet travel is defined as travel undertaken by an employee in their own private vehicle for business purposes. These are included within the data shown in figure 5 but broken down into two specific sources – business travel (car) and detached travel (car). Both are classed as grey fleet travel but, due to the significance of the figures, detached travel is depicted as an individual category and can be defined as travel undertaken by firefighters from their base station to another GMFRS station to provide operational cover as required.



3.5.3 Analysis undertaken to calculate the total GMCA carbon footprint included looking at business travel as it is a specific category within scope 3. When all modes of transport and hotel stay were considered, the total carbon footprint of GMCA business travel totalled 281.5 tonnes CO<sub>2</sub>e during 2023/24 with the largest contributor to this being grey fleet travel which accounted for 65% of these emissions. The next biggest contributor was long haul flights which accounted for 16% of emissions.

3.5.4 Staff commuting is classed as a specific category within scope 3 emissions calculation. Currently, no robust data is collected by GMCA in regard to staff commuting, so calculations were made using secondary data from the Department for Transport (DfT) which was then applied to the GMCA staff headcount. Based on



this data, it is estimated that staff commuting accounted for 144 tonnes CO<sub>2</sub>e during 2023/24.

3.5.5 Following the Covid-19 pandemic, hybrid working has been adopted by GMCA meaning value chain emissions from homeworking can also be accounted for in scope 3 calculations. Again, average data was utilised based on GMCA staff headcount who work within a role that can facilitate homeworking with the total emissions estimated to be 421 tonnes CO<sub>2</sub>e during 2023/24.

3.5.6 GMCA have implemented a number of measures to support staff to make more sustainable travel choices for business travel and commuting. The measures include a salary sacrifice scheme for electric vehicles and bicycles, public transport season ticket schemes in partnership with travel providers and specific rules around travel choices allowed via expenses and travel booking. These measures have been embedded into an organisational benefits and expenses policy.

3.5.7 In 2023/24, the uptake of schemes related to sustainable and active travel is detailed below. It is to be noted that these figures do not include staff who started participation in these schemes prior to 2023/24.

<b>Scheme</b>	<b>Staff Uptake 2023/24</b>
Electric Vehicle Salary Sacrifice	47
Cycle Scheme	62
Corporate Transport Loan	3

## **4.0 Social Value and Procurement**

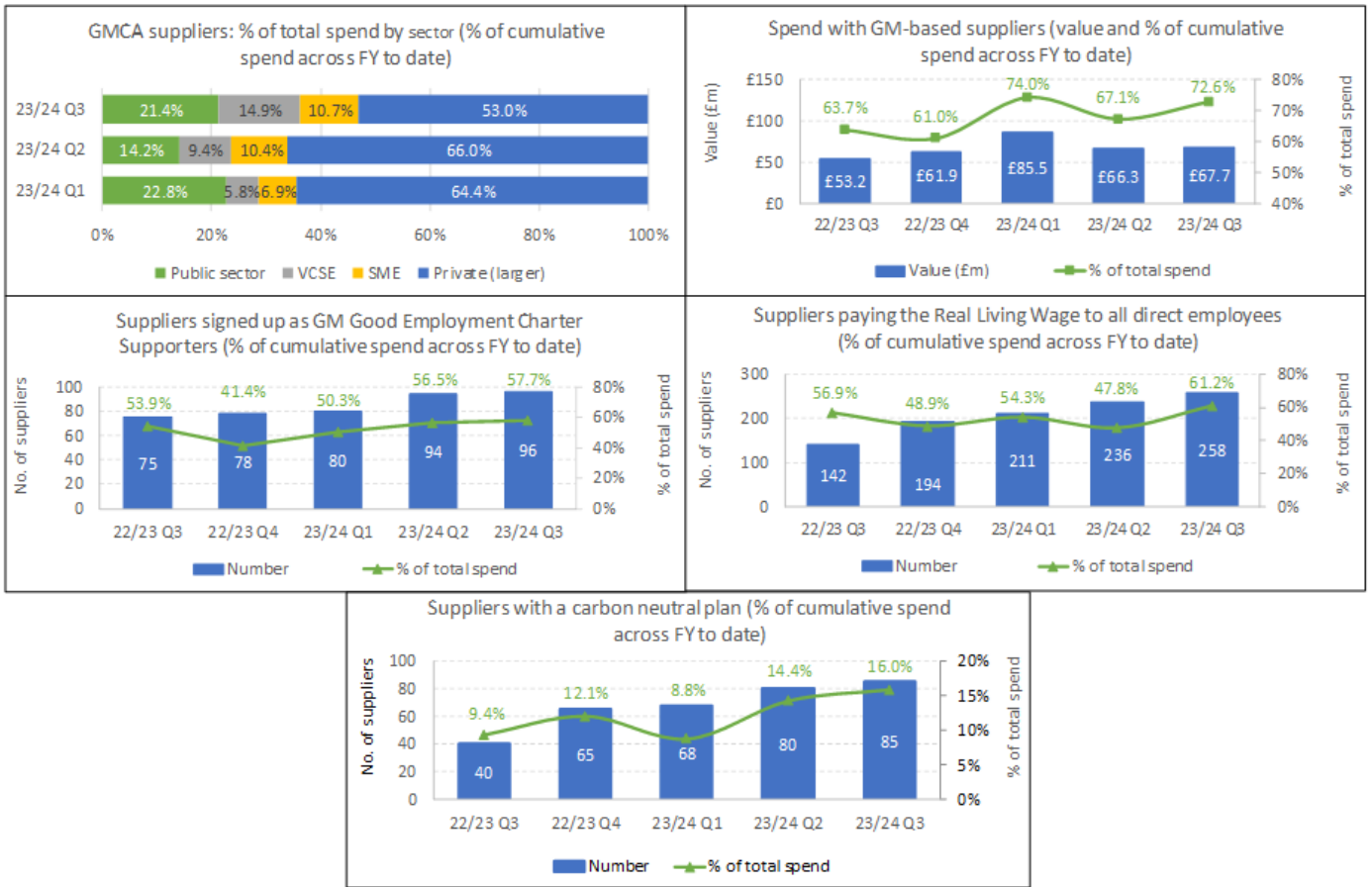
4.1 GMCA aim to embed sustainability and social value into procurement activity as a means of leveraging wider benefits from public procurement activity. GMCA acquire

key social value insights from three sources: internal procurement team insights, Social Value Portal (SVP) and Suez & Loop.

- 4.2 GMCA utilised the SVP for 24 projects throughout 2022/23 and, via the SVP, a total of £59 million of social value has been tracked as a result of this activity.
- 4.3 The contract GMCA have with Suez utilised `Loop' to track social value outcomes as a direct result of the contract covering the household waste contract. During 2022/23, Loop tracked a total of £240,659,235 of social value outcomes as a result of the contract between GMCA and Suez.
- 4.4 A number of sustainability and social value metrics are tracked within the GMCA Corporate KPI's. This information is acquired from suppliers and is tracked against the percentage of cumulative spend across the financial year to date. Due to the

complexity of the data, there is a lag in analysing data but the latest data is for quarter 3 2023/24 and is outlined in Figure 6.

**Figure 6 – GMCA Corporate Metrics - Procurement**



- 4.5 The metrics intend to measure procurement activity against a number of supplier metrics including: procurement spend by sector, spend with Greater Manchester based suppliers, spend with suppliers signed up as supporters of the Greater Manchester Good Employment Charter, spend with suppliers paying the Real Living Wage (RLW) to all direct employees and suppliers with a carbon neutral plan. These metrics were first introduced in March 2022 and came into effect in 2023.
- 4.6 Further work is planned to enhance the embedding of sustainability into procurement practice. A cross-directorate working group has been established to facilitate these improvements and a planning workshop was delivered in Q4 2023/24 to begin this process.
- 4.7 Specific projects are also targeted for social value outcomes. The Greater Manchester One Network, the creation of a single active network infrastructure across a large proportion of public sector organisations, is an example of this with key outcomes from the procurement activity including:
- Commitment from private sector partners including employment of 28 new apprentices across the city-region
  - Delivery of 2,225 volunteering hours into the communities of Greater Manchester in schemes such as IntoUniversity workshops and work with FareShare
  - T-Level industrial placements within the technology industry
  - Donation of connectivity and technology equipment to 4 community sites across the region
- 4.8 Further information on the social value outputs from the GM One Network can be found [here](#).

## **5.0 Other Sustainability Initiatives**

- 5.1 GMCA continue to operate an environmental management system (EMS) that is certified to ISO 14001. The EMS was externally audited in Q2 2023/24 and was recommended for continued certification with positive observations made during the

audit focused on the organisations communications internally around sustainability but also the governance structure at GMFRS around sustainability.

- 5.2 GMFRS approach to delivering sustainability and projects delivered over recent years has been recognised within the recent inspection undertaken by His Majesties Inspectorate for Constabularies and Fire and Rescue Services (HMICFRS). The inspectorate found the organisation were delivering an 'effective sustainability strategy' and progress in this area was defined as a promising practice within the report.
- 5.3 GMFRS hosted the North West regional Women in the Fire Service event in March 2024 with staff from across the organisation hosting various workshops and activities. As part of this, the Sustainability Officer hosted a focused session on climate change and the impacts of this on the Fire and Rescue Service as well as covering the disproportionate impacts climate change has on women.
- 5.4 GMFRS ran an energy saving competition in Q3-Q4 2023-24 to encourage GMFRS stations to reduce energy consumption and consider other environmentally friendly measures to implement. Across the organisation, the average saving was around 4% per site with a significant number of stations also showing engagement in the competition. The competition was awarded a Green Apple Award in the Emergency Services category.
- 5.5 GMCA also setup a staff network, Earth Forum, in 2023/24 to support staff engagement in sustainability issues. Three meetings have been held to date with guest speakers attending one session whilst a specific meeting focused on Earth Day and the topic of single use plastics. Further events are planned for 2024/25 to support staff engagement in sustainability issues.
- 5.6 Internal communications will continue to focus on the climate emergency and sustainability to support our staff in contributing to our ambitions and a staff network will be launched to enable staff to contribute to our wider ambitions in this area.

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## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: Low Carbon Skills Fund Opportunity

Report of: Councillor Tom Ross, Portfolio Lead for Green City Region and Sue Johnson, Portfolio Lead Chief Executive for Green City Region

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### Purpose of Report:

To outline the funding opportunity to support further Greater Manchester (GM) public building retrofit activity, through the Public Sector Low Carbon Skills Fund Phase 5 (LCSF 5) via Salix Finance. The funding will support further feasibility and design studies to assess the potential retrofit of 36 public sector buildings in Greater Manchester.

The paper provides background information and seeks the necessary approvals, if successful, to defray the funding on behalf of the city-region to complete the subsequent activities.

### Recommendations:

The GMCA is requested to:

1. Note the bid for circ. £1m from Salix under the Low Carbon Skills Fund Phase 5.
2. Subject to a successful award, approve the receipt and defrayment of Low Carbon Skills funding, as set out in the Report
3. Note that the impact assessment reveals a positive impact for both environment and economy outcomes.

BOLTON  
BURY

MANCHESTER  
OLDHAM

ROCHDALE  
SALFORD

STOCKPORT  
TAMESIDE

TRAFFORD  
WIGAN

**Contact Officers:**

Mark Atherton [mark.atherton@greatermanchester-ca.gov.uk](mailto:mark.atherton@greatermanchester-ca.gov.uk)

Sarah Holland [sarah.holland@greatermanchester-ca.gov.uk](mailto:sarah.holland@greatermanchester-ca.gov.uk)



# Equalities Impact, Carbon and Sustainability Assessment:

## Recommendation - Key points for decision-makers

To note that the impact assessment reveals a positive impact for both environment and economy outcomes.

## Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation	G	The proposal is for funding to identify opportunities to reduce the impact of our public sector buildings on our environment and make them more resilient to the impacts of climate change. The proposal seeks to identify opportunities to reduce the environmental impact of our public sector buildings.
Housing		
Economy	G	The funding if awarded is proposed to be spend on technical consultancies including those from across the region, potentially supporting local jobs. This funding may support and secure local jobs. The information gained through the feasibility studies and knowledge from the improvements made to our buildings will be captured and used to inform future decarbonisation strategies for our buildings. The activity undertaken through this proposal will help to provide further evidence to support a long-term programme for investment in decarbonising our buildings and infrastructure, which will need to attract inward investment to deliver.
Mobility and Connectivity		
Carbon, Nature and Environment	G	The proposal seeks to identify opportunities to implement energy efficiency measures and removal of gas boilers and replaced with other forms of low-carbon heating to reduce emissions and improve air quality. As above.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The proposal is to undertake surveys and design work to identify a pipeline of investment opportunities to decarbonised Greater Manchester's public estate and to contribute to GM's 2038 target.
<b>Further Assessment(s):</b>	Equalities Impact Assessment	
<b>G</b> Positive impacts overall, whether long or short term.	<b>A</b> Mix of positive and negative impacts. Trade-offs to consider.	<b>R</b> Mostly negative, with at least one positive aspect. Trade-offs to consider.
		<b>RR</b> Negative impacts overall.

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

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

*The submission has been informed by both national and local actors and/or polices. If successful, the submission will be subject to internal governance, in-line with the structures currently utilised for similar such programmes e.g. Public Sector Decarbonisation Scheme.*

### Legal Considerations:

*The contents of this submission will require entering in to binding legal contracts with the funder, Salix Finance, and back-to-back grant agreements with the benefiting partner organisations. As such, the paper will highlight any risks and seek legal advice when appropriate, prior to any form of contracting.*

### Financial Consequences – Revenue:

*There will be a financial consequence for GMCA revenue budgets associated with staff time to manage the defrayment of the funding and reporting to Salix and the preparation of back-to-back grant funding agreements. These are unrecoverable from the Grant, however, this can be fully funded from existing budgets and accommodated within the current work plan. All funded revenue expenditure will be via defrayed funds to the partner*

*organisations or to suppliers who are appointed on behalf of partner organisations to deliver the scope of works.*

### **Financial Consequences – Capital:**

*There are no capital budget consequences – this request only concerns revenue funded activity.*

**Number of attachments to the report: 0**

### **Comments/recommendations from Overview & Scrutiny Committee**

N/A

### **Background Papers**

N/A

### **Tracking/ Process**

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

Yes

### **Exemption from call in**

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

No

### **GM Transport Committee**

N/A

### **Overview and Scrutiny Committee**

Not planned.



## 1. Introduction/Background

- 1.1 Phase 5 of the Low Carbon Skills Fund will provide up to £16 million of national grant funding to be defrayed within the financial year of 2024-25. The fund will provide grants to public sector organisations to engage the expert advice and skills required to prepare for heat decarbonisation and energy efficiency works in public buildings. Eligible expert advice includes heat decarbonisation strategies, feasibility studies, investment grade audits and detailed designs.
- 1.2 The available funding will be divided across three grant value ranges: 34% for applications < £100k, 38% for applications £100k-£500k, and 28% for applications £500k-£1m. The maximum grant that an organisation can apply for is £1 million.
- 1.3 A key difference to previous applications is that the funding will not be awarded on a 'fastest finger first' basis. Instead, applications will be assessed based on a random order, issued after the application portal closed on the 1<sup>st</sup> May 2024.

## **2. Approach Adopted**

2.1. Salix, the scheme administrator, advised the following timeline:

- 17<sup>th</sup> Apr 24: LCSF Phase 5 portal opens for applications.
- 1<sup>st</sup> May 24: LCSF Phase 5 portal closes for applications.
- Jul 24: Decision and Grant Offer (if successful and subject to acceptance)
- Aug 24: Contracting
- Aug 24-Mar 25: Delivery
- 31<sup>st</sup> Mar 25 – All projects must be complete.

2.2 Following the announcement of the funding call in early April 2024, GMCA worked with local authorities and strategic partners to confirm interest and scope for a LCSF phase 5 submission. At their request, GMCA supported partners with preparing documentation and supporting a route to application through a GMCA-led collective bid.

2.3 The GMCA application to LCSF Phase 5 was submitted on the 30<sup>th</sup> April 2024. It comprised seven delivery partners: Salford Council, Wigan Council, GMP, GMFRS, TFGM, NHS Manchester Foundation Trust and the University of Salford.

## **3. Next steps**

The required next steps include:

- 3.1 If successful in the initial shortlisting review of our application, GMCA will manage and support partners through the clarifications process.
- 3.2 If successful in the grant funding award, GMCA will put in place back-to-back grant funding agreements and support delivery partner with the defrayment of funds and reporting to Salix in accordance with the T&Cs of the grant funding agreement.

## **4. Opportunities/risks**

4.1. The key opportunities include:

- If the bid is successful, the timescale for delivery of the commission is tight. However, we believe that with soft market engagement and strategic batching of the opportunities the timescale is deliverable.
- Utilisation of existing procurement frameworks such as Crown Commercial Services to support mobilisation and delivery, where required by consortium partners.
- Opportunity for Districts to collaborate with consequential efficiencies of scale.
- Development of decarbonisation opportunities to build the pipeline and provide information to support future capital funding ask/ grant applications and/or the pipeline for the GM Single Settlement Trailblazer.

4.2. The key risks include:

- Insufficient capacity to deliver both internally and externally, in the form of officers and or supply chain.
- Market volatility can create cost pressure. Our experience indicates this is a key risk that will be managed through market engagement and procurement strategy if funding application is successful.

## 5. Financial Implications

If the bid is successful:

- 5.1. There are no financial consequences for GMCA capital budgets.
- 5.2. There will be a GMCA resource requirement to manage the GFA and if required, to procure the works on behalf of delivery partners and manage the contract. It is proposed that existing staff will be used who are already funded through RBR.

## 6. Recommendations

The GMCA is requested to:

1. Note the bid for circ. £1m from Salix under the Low Carbon Skills Fund Phase 5.

2. Subject to a successful award, approve the receipt and defrayment of Low Carbon Skills funding, as set out in the Report.
3. Note that the impact assessment reveals a positive impact for both environment and economy outcomes.



## Greater Manchester Combined Authority

Date: 12<sup>th</sup> July 2024

Subject: CreateGM: The Greater Manchester Strategy for Culture, Heritage, and Creativity

Report of: Councillor Neil Emmott, Portfolio Lead for Culture and Alison McKenzie-Folan  
Portfolio Lead Chief Executive for Culture

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### Purpose of Report

This report provides an overview of CreateGM, the new Greater Manchester Strategy for Culture, Heritage and Creativity and the process taken to develop it. The full strategy is attached to this report.

### Recommendations:

The GMCA is requested to:

1. Approve CreateGM, the Greater Manchester Strategy for Culture, Heritage, and Creativity

### Contact Officers

Marie-Claire Daly, Head of Culture, GMCA

[marie-claire.daly@greatermanchester-ca.gov.uk](mailto:marie-claire.daly@greatermanchester-ca.gov.uk)

## Equalities Impact, Carbon, and Sustainability Assessment:

### Recommendation - Key points for decision-makers

Insert text

### Impacts Questionnaire

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

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

Overall Score	#DIV/0!
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Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	#DIV/0!	

Transport	Result	Justification/Mitigation
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	Result	Justification/Mitigation
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.
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**Risk Management**

n/a

**Legal Considerations**

n/a

**Financial Consequences – Revenue**

n/a

**Financial Consequences – Capital**

n/a

**Number of attachments to the report: 1**

**Comments/recommendations from Overview & Scrutiny Committee**

n/a

**Background Papers**

**CreateGM: The Greater Manchester Strategy for Culture, Heritage, and Creativity**

**Tracking/ Process**

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

No

**Exemption from call in.**

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

n/a

**GM Transport Committee**

n/a

## **1. Introduction/Background**

- 1.1** The importance of culture, heritage and creativity to the vibrancy, prosperity, and wellbeing of people in Greater Manchester is well understood. Over the past five years, Greater Manchester has increased investment in culture by 40%.
- 1.2** The first ever Greater Manchester Culture Strategy, *Grown in Greater Manchester, Known Around the World*, was published in Spring, 2018. The five-year strategy drew inspiration from and was supported by the ten districts of Greater Manchester, with a focus on codifying a shared vision for culture in the city region that capitalised on the unique strengths and opportunities available in Greater Manchester.
- 1.3** Much has happened since the first GM Culture strategy was published, from COVID-19, Brexit, and national political change to brand new technologies that will forever change the creative landscape.  
Importantly, all ten districts of Greater Manchester have significantly developed their individual strategic approaches to culture, heritage, and creativity in their borough resulting in a marked shift in the importance placed on culture, heritage, and the creative industries in every district of Greater Manchester. This means that a different approach is needed for Greater Manchester; a strategy that explicitly focuses on activity that should be undertaken at a Greater Manchester level.
- 1.4** Between November 2023 and May 2024, the GMCA Culture team has undertaken a process of desk research and consultation with key local and national stakeholders to develop CreateGM, the new strategy for Culture, Heritage, and Creativity in Greater Manchester.
- 1.5** The strategy builds on significant consultation around culture, heritage and creativity undertaken by all ten districts, as well as horizon scanning to identify key local, national and international trends that will impact the sector over the life of this strategy.
- 1.6** This paper sets out the key themes within CreateGM (included as Appendix A) alongside activity to deliver priorities within the strategy.

## 2. STRATEGY SUMMARY

2.1. Appendix A – the new culture strategy for Greater Manchester – CreateGM - is the culmination of months of desk research, a call for evidence, consultation, and strategy sessions with key local and national partners.

2.2. This includes a vision and mission statement that articulate the importance of culture, heritage and the creative industries to Greater Manchester and the actions required to protect and develop our cultural infrastructure, workers, places, and practices.

### VISION

*Greater Manchester: A place of rich history, innovation, and compassion, where the creativity of our people and the distinctiveness of our places can delight, inspire, provoke, and change our world for the better.*

### MISSION

*Greater Manchester will care for and invest in our artists, audiences, heritage assets and cultural organisations, creating the conditions for creative businesses and communities to thrive and for people to enjoy, create, learn, understand, and express themselves.*

2.3 Beneath the vision and mission statements are CreateGM priorities, split into two distinct areas; Foundational Priorities and Thematic Priorities.

### FOUNDATIONAL PRIORITIES

Foundational Priorities are areas where conscious action needs to be taken to ensure the sustainability, success and accessibility of culture, heritage, and creativity in Greater Manchester over the life of this strategy.

Foundational priorities will shape **how** we deliver our thematic priorities, improving transparency and accountability while working with partners to improve understanding and conditions within the sector.

1) **INSIGHT**

2) **REPRESENTATION**

3) **CARE**

## **4) ETHICS**

Insight, data, research, representation, and space to discuss complex local, national, and international issues, as well as conscious care for our buildings, stories, creative, heritage and cultural workers and organisations, will be key to the success of culture, heritage, and creativity in Greater Manchester.

We will work with partners to develop, deliver, and manage structures, programmes, and policy across the four foundational priorities to ensure that Greater Manchester is providing the very best support, guidance, and intelligence to sector partners in the region.

## **THEMATIC PRIORITIES**

Thematic Priorities are areas of existing strength or opportunity with Greater Manchester, where our sector partners are already delivering exceptional work or where there is real opportunity to better align the work of culture, heritage and the creative industries with Greater Manchester's wider strategic priorities and ambitions.

### **1) WELLBEING**

Health, Wellbeing, Ageing Well

### **2) PROSPERITY**

Economy, Education, Skills, Talent

### **3) ENVIRONMENT**

Place, Environmental Sustainability

### **4) REPUTATION**

Visitor Economy, Trade, Vibrancy

Future investment in culture, heritage and creativity will be guided by these thematic priorities. We will support exceptional people, projects and organisations that contribute to these key areas of focus as well as improving links between the sector and partners in Greater Manchester.

## **3. OBJECTIVES**

**3.1** CreateGM has seven objectives that will guide activity through the life of the strategy. Each objective will be accompanied by measurable targets, which will be

co-developed with partners across Greater Manchester and beyond during year one of the strategy. By 2030 we will work to ensure that;

- 1) Greater Manchester residents are represented in policy development and governance. Key decisions about culture, heritage investment and policy are based on robust insight and data.
- 2) All Greater Manchester residents have the opportunity to create, contribute to and enjoy Greater Manchester's rich culture and heritage offer.
- 3) Culture, heritage and the creative industries are properly recognised in the development and delivery of wider GM policies and strategies, including the MBacc, Places for Everyone, Growth Locations, Harm Reduction, Ageing Well and more.
- 4) There are clear and equitable pathways between talent and opportunity for those who want to pursue and develop a career in culture, heritage, and the creative industries.
- 5) People working in culture, heritage and the creative industries in Greater Manchester are treated with care and respect and receive fair remuneration for their work.
- 6) Greater Manchester is known around the world for its distinctive creative output that reflects our people, places and history and supports our residents to explore, navigate and make sense of their future.
- 7) Culture, heritage, and the creative industries in Greater Manchester are valued, supported, and protected in recognition of the vital role they play in the vibrancy and prosperity of our places and the wellbeing of our people.

## **4. DELIVERY**

**4.1** Each year we will develop a programme of activity that delivers the eight priorities within CreateGM.

**4.2** A full list of delivery activity 2024/25 can be found on pages 20-21 of the strategy.

**4.3** In January 2025, the GMCA Culture team will work with stakeholders and partners, within new governance arrangements, to develop delivery activity for 2025/26.







# CREATEGM

THE GREATER MANCHESTER  
STRATEGY FOR CULTURE,  
HERITAGE AND CREATIVITY  
2024-2030

## CONTENTS

- 1) INTRODUCTION
- 2) EXEC SUMMARY
- 3) CONTEXT
- 4) INVESTMENT
- 5) DEVOLUTION
- 6) FOUNDATIONAL PRIORITIES
- 7) THEMATIC PRIORITIES
- 8) DELIVERY
- 9) APPENDICIES

## 1) INTRODUCTION

From stunning heritage buildings and unique collections to cutting edge creative technology that links residents and businesses with opportunities and perspectives from all over the world, creativity, culture, and heritage are hugely important to Greater Manchester.

Our rich heritage and history speak of the impact our city region has had on the world. We have vibrant city and town centres filled with historically significant buildings and innovative and beloved cultural institutions, each one telling stories of who we were, who we are and who we hope to be.

We have world-class festivals and iconic music venues that welcome talent and audiences from all over the globe. We recognise the need to protect and promote these world-class assets while supporting, nurturing, and providing space for the next generation of artists, creative businesses and changemakers.

Alongside physical expressions of creativity in our everyday lives, culture plays an equally important, less tangible, role in our individual and collective expression of who we are and what we have to offer the world. Culture, creativity, and heritage also help us make sense of the world, improve people's physical and mental health and wellbeing, and provide moments of individual and collective joy.

From classic literature, poetry, music, theatre, dance and art to industrial, natural, and intangible heritage, Greater Manchester has long punched above its weight in terms of global cultural and historic impact, with stories, creations, and scenes, forged in our ten districts, putting our city region on the map and in the hearts and minds of people all over the world. The creativity of our people and the unique character of our places attract people and businesses from all over the world and our cultural offer is regularly cited as one of the main reasons people choose to visit, study, locate, or invest here.

While the importance and impact of culture, creativity and heritage to Greater Manchester is well understood that does not mean that we can take their continued existence or success for granted. In fact, at the start of in 2024, we need to do the opposite.

From the impact of international issues like global conflict, climate crisis, COVID-19, an ageing population and the rise of artificial intelligence to more local issues like the cost of living crisis, the de-prioritisation of creative subjects in the curriculum and an increasingly stark mental health crisis, for many of our residents, including those working in the culture, heritage and the creative industries, things have never been more difficult.

If we are to maintain and further develop the world-class cultural infrastructure, heritage assets, creative output and reputation of Greater Manchester, conscious action needs to be taken to support and protect our assets, artists, and

organisations, to improve access, opportunity, and representation, and to ensure that Greater Manchester keeps pace in an increasingly complex global landscape.

CreateGM will set out how, over the next five years, we can protect, develop, and democratise culture, heritage, and creativity in Greater Manchester so we can continue to share our stories with the world and reap the societal and economic benefits of a thriving creative ecosystem.

We will better align our creative organisations and people with emerging opportunities in Greater Manchester like the Greater Manchester Baccalaureate that will give a clear path to all young people in Greater Manchester, whatever their interests, ambitions and passions. The MBacc will guide the two in three young people in Greater Manchester who do not go into higher education towards subjects which will maximise their chances of getting a good job in our vibrant regional economy, providing culture, heritage and creative organisations with the talent they need to thrive while reducing inequalities within the sector.

As well as providing our young people with clear routes into our thriving creative industries, we will better harness the power of culture, heritage and creativity to inspire and provide a safe space for young people at risk of harm or on the cusp of criminality.

We will make sure that the ambitions of Greater Manchester's creative health strategy are realised, working closely with GMNHS partners to support our residents to live well, harnessing the power of creativity to improve lives and reduce pressures on the health system.

As Greater Manchester continues to develop at pace we will work with colleagues to ensure that culture and creativity are at the heart of new developments and that the history and heritage of our places are protected and promoted, recognising the importance of these sectors in the collective and individual identities of our people and the success and vibrancy of our places.

We will align culture, heritage and the creative industries with wider Greater Manchester plans for economic growth, ensuring they feature in Growth Location plans and that their full potential, as drivers and contributors to growth, are recognised.

## 2) EXEC SUMMARY

With complex and competing priorities, challenges and opportunities, Greater Manchester needs a clear strategic plan for culture, heritage, and the creative industries so residents, businesses and local and national partners can work together to maximise the potential impact of culture, heritage, and the creative industries across our city region.

CreateGM will guide Greater Manchester's strategic interventions over the next five years, with an accompanying delivery plan, outcomes framework and investment approach to support delivery.

With clear Vision and Mission statements and priorities for action, CreateGM will harness the ambition, ability and creativity of Greater Manchester's people, places, and partners, cementing and enhancing the vital role culture, heritage and the creative industries play in the lives of our residents, the vibrancy of our places and the reputation of our great city region.

### VISION

Greater Manchester: A place of rich history, innovation and compassion, where the creativity of our people and the distinctiveness of our places can delight, inspire, provoke and change our world for the better.

### MISSION

Greater Manchester will care for and invest in our artists, audiences, heritage assets and cultural organisations, creating the conditions for creative businesses and communities to thrive and for people to enjoy, create, learn, understand and express themselves.

## OBJECTIVES

CreateGM has seven objectives that will guide activity through the life of the strategy. Each objective will be accompanied by measurable targets, which will be co-developed with partners across Greater Manchester and beyond during year one of the strategy. By 2030 we will work to ensure that;

- 1) Greater Manchester residents are represented in policy development and governance. Key decisions about culture, heritage investment and policy are based on robust insight and data.
- 2) All Greater Manchester residents have the opportunity to create, contribute to and enjoy Greater Manchester's rich culture and heritage offer.
- 3) Culture, heritage and the creative industries are properly recognised in the development and delivery of wider GM policies and strategies, including the MBacc, Places for Everyone, Growth Locations, Harm Reduction, Ageing Well and more.
- 4) There are clear and equitable pathways between talent and opportunity for those who want to pursue and develop a career in culture, heritage, and the creative industries.
- 5) People working in culture, heritage and the creative industries in Greater Manchester are treated with care and respect and receive fair remuneration for their work.
- 6) Greater Manchester is known around the world for its distinctive creative output that reflects our people, places and history and supports our residents to explore, navigate and make sense of their future.
- 7) Culture, heritage, and the creative industries in Greater Manchester are valued, supported, and protected in recognition of the vital role they play in the vibrancy and prosperity of our places and the wellbeing of our people.

## PRIORITIES

Priorities for the strategy will be split into two distinct areas: Foundational Priorities and Thematic Priorities.

### FOUNDATIONAL PRIORITIES

Foundational Priorities are areas where conscious action needs to be taken to ensure the sustainability, success and accessibility of culture, heritage, and creativity in Greater Manchester over the life of this strategy.

Foundational priorities will shape **how** we deliver our thematic priorities, improving transparency and accountability while working with partners to improve understanding and conditions within the sector.

- 1) **INSIGHT**
- 2) **REPRESENTATION**
- 3) **CARE**
- 4) **ETHICS**

Insight, data, research, representation, and space to discuss complex local, national, and international issues, as well as conscious care for our buildings, stories, creative, heritage and cultural workers and organisations, will be key to the success of culture, heritage, and creativity in Greater Manchester.

We will work with partners to develop, deliver, and manage structures, programmes, and policy across the four foundational priorities to ensure that Greater Manchester is providing the very best support, guidance, and intelligence to sector partners in the region.

## **THEMATIC PRIORITIES**

Thematic Priorities are areas of existing strength or opportunity with Greater Manchester, where our sector partners are already delivering exceptional work or where there is real opportunity to better align the work of culture, heritage and the creative industries with Greater Manchester's wider strategic priorities and ambitions.

- 5) **WELLBEING**  
Health, Wellbeing, Ageing
- 6) **PROSPERITY**  
Economy, Education, Skills, Talent
- 7) **ENVIRONMENT**  
Place, Environmental Sustainability
- 8) **REPUTATION**  
Visitor Economy, Trade, Vibrancy

Future investment in culture, heritage and creativity will be guided by these thematic priorities.

We will support exceptional people, projects and organisations that contribute to these key areas of focus as well as improving links between the sector and partners in Greater Manchester.

Key delivery partners for these priorities include departments within GMCA and across our ten districts as well as local and national partners including GMNHS, Transport for Greater Manchester, Marketing Manchester, GM Business Growth Hub, MIDAS, GM Universities, schools and colleges, GM Chamber of Commerce, 10GM, Arts Council England, Historic England, National Lottery Heritage Fund, Visit England and Government Departments including DCMS, DLUHC, DFE and DBT.

### 3) CONTEXT

The first ever Greater Manchester Culture Strategy, *Grown in Greater Manchester, Known Around The World*, was published in Spring, 2018. The strategy set out a five-year vision for culture across the city region. The strategy drew inspiration from and was supported by the ten districts of Greater Manchester, with a focus on codifying a shared vision for the city region that capitalised on the unique strengths and opportunities available in GM. You can read how we delivered the strategy in our GM Culture Strategy Review.

Much has happened since the first GM Culture strategy was published, from COVID-19, Brexit, and national political change to brand new technologies that will forever change the creative landscape. Importantly, all ten districts of Greater Manchester have significantly developed their individual strategic approaches to culture, heritage, and creativity in their borough. From *Suprema Lex* in Salford and *Pioneering Creativity* in Rochdale to *Different Cultures; Same Horizons* in Bury, there has been a marked shift in the importance placed on culture, heritage, and the creative industries in every district of Greater Manchester.

There has also been a huge amount of work undertaken by GMCA. Our new investment approach, which will run between 2023 and 2026, will see £4m p/a invested in the sector, a 40% increase since 2018.

This new investment approach aligns with broader GMCA developments that have taken place over the past five years, including a new Greater Manchester Strategy, *Places for Everyone*, a Creative Health Strategy developed and supported by GMNHS, and *Nighttime Economy Strategy*. There have also been significant developments in devolution, with GM's *Trailblazer* devolution deal, signed in 2023, bringing more powers and investment to the city region.

Key partners, including Arts Council England, National Lottery Heritage Fund and Historic England have new strategies too, which can and should work alongside this strategy as we better align our work through a new strategic partnership and Memorandum of Understanding, developed as part of GM's *Trailblazer Devolution Deal*.

Also, since the first Greater Manchester Culture Strategy was published every borough of Greater Manchester has undertaken significant consultation to better understand what residents, businesses and visitors want to see in terms of support for culture, heritage and the creative industries across their cities and towns. A summary of all ten district strategies is available as Appendix A.

The priorities included within CreateGM are areas where there is distinct need and desire for collaboration across the ten districts of Greater Manchester and beyond. Where ambitions align, opportunities are significant and where challenges require collective understanding and action.



So, while CreateGM articulates our strategic direction for the next five years, our approach needs to reflect and respect the other strategies and the interdependencies between them all.

## CULTURE, HERITAGE, AND THE CREATIVE INDUSTRIES

As well as the interdependencies between the various strategies it is useful to articulate the interdependencies between culture, heritage, and the creative industries. These interdependencies inform the priorities within this strategy and will be key in maximising the impact of CreateGM.

When exploring the importance of culture, heritage and the creative industries to the prosperity and reputation of our places, for example, there is an understanding that our rich heritage, both physical and intangible, is central to the vibrancy and distinctiveness of our towns and city centres. Our heritage is central to the stories we tell each other and the world about Greater Manchester which in turn acts as a draw to visitors, students, and investors.

Similarly, when we look at the role the three sectors play in the wellbeing of our people, our work should reflect the multiplicity of cultures within Greater Manchester and the importance of self-expression and participation to our residents' health and wellbeing. If our residents do not draw distinctions between the way a concert, performance or TV show and the way exploring our natural and industrial heritage or visiting a museum, makes them feel, neither should we when defining and developing our strategic interventions.

The workforce of the three sectors also has numerous similarities and shared requirements. From skills and education to fair pay, training, volunteering, and the changing nature of creative work, where portfolio careers will see people work between and in all three sectors, activity undertaken should simplify formal and informal education routes and ensure equal opportunities and representation for all, regardless of background or location.

CreateGM will function as a framework for collaboration across sectors and strategies, bringing together partners to protect and develop culture, heritage, and the creative industries in Greater Manchester, recognising the vital role all three play in the vibrancy and prosperity of our places and the wellbeing of and opportunities for our people.

## GREATER MANCHESTER

Greater Manchester is one of the country's most successful city-regions, home to more than 2.8 million people and with an economy bigger than that of Wales or Northern Ireland. Our vision is to make Greater Manchester one of the best places in the world to grow up, get on and grow old. Greater Manchester has been at the forefront of the UK economy since the industrial revolution. Across the conurbation

our historic sites, mills and civic buildings tell the story of our city region through the ages.

Greater Manchester has been a bastion of innovation, the site where the atom was split and the home of graphene, and a centre of culture and creativity. Today, Greater Manchester is the largest city region economy outside London with a gross value added of close to £75 billion. It is the home to world-leading businesses, with thriving advanced manufacturing, health innovation, clean growth, creative, digital and technology sectors.

Greater Manchester's Trailblazer Devolution Deal provides the city region with greater control than ever before over the levers of economic prosperity and will create job opportunities, increase productivity, and takes GMCA's ability to coordinate and locally-tailor devolved action to a new level.

From Places for Everyone, Growth Locations, our plans for improved technical education through the MBacc, our long-term transport strategy, our approach to integrated care, ageing, GM Moving, digital and the broader Greater Manchester Strategy, our city region has never been clearer in the collective action required to improve the lives wellbeing of our residents and the vibrancy and prosperity of our places. All these strategies are delivered by GMCA through our clearly defined ways of working.

These key developments provide real opportunity for culture, heritage, and the creative industries in Greater Manchester. Our sectors will play a vital role in the delivery of GM's ambitions and in turn, the opportunities within GM, to strengthen our sector and ensure that everyone can enjoy and explore our culture and heritage and develop and express their creativity, are significant.

CreateGM will work within existing and, where necessary, create new systems, structures, and programmes to support our residents and partners to navigate, collaborate and support the ambitions of Greater Manchester, with Foundational and Thematic Priorities providing structure and focus for this work.

## 4) INVESTMENT

In 2023, GMCA agreed a new investment approach, including investment of almost £4m p/a . The new investment approach includes three-year grant funding for 40 Greater Manchester organisations through the Spirit and Sustain funds as well as continued support for strategic activity like the Greater Manchester Town of Culture, Creative Improvement Districts, the Greater Manchester Music Commission and StreamGM.

The new approach also included two new funds, Inspire, a small grants programme for creative freelancers and small culture, heritage, and creative businesses, which launched in January 2024 and Collaborate, an innovation fund, designed to deliver Greater Manchester Strategy priorities, which will launch in 2024.

In 2025, GMCA will begin the process of looking at the investment approach for April 2026 onwards, which will be closely informed by priorities within this strategy. While the Spirit, Sustain, Inspire, Collaborate and Strategic strands are currently delivering against the strategic priorities outlined in this draft strategy there will be opportunity, when refreshing our investment approach, to further align our funding approach with the strategic priorities outlined in this draft strategy as well as the strategic and investment priorities of our local and national partners.

This could include clearer and more tailored support for heritage organisations and practitioners, the creative industries and organisations and individuals who do not currently access GMCA funding.



**INSPIRE** A small grants programme to support individual practitioners, freelancers and grass roots and community organisations, building on the success of GMCA's cultural 'covid commissions' project. This will ensure that talent is supported and developed across the city region. Awards will be between £500 and £2,000 p/a. GMCA will procure a partner to deliver this programme. Grants will be given across several thematic areas to ensure the total grant programme supports delivery of strategic aims.



**SPIRIT** These grants will support locally-loved and important organisations with an award of between £20,000 and £200,000 p/a. Organisations in receipt of Spirit Grants will not need to deliver across all of Greater Manchester, but will be of strategic importance to the cultural ecosystem of the city region



**SUSTAIN** This strand will provide support for organisations who require £200,000 or more per year to deliver GM-wide activity and support for artists and grass-roots organisations in every district of Greater Manchester. Sustain organisations will be expected to have both local and international impact and will be required to support the cultural ecology across Greater Manchester, providing space, expertise and employment for artists and smaller cultural organisations across the city region.



**COLLABORATE** - Collaborate provides organisations in Greater Manchester with an opportunity to form consortia to deliver the strategic aims of GMS. Consortia will be asked to apply to deliver one of the three core aims of GMS; Greener, Fairer; More Prosperous. This programme will stimulate innovation in the delivery GMS priorities by cultural organisations. Consortia will be expected to match-fund activity to bring the greatest possible value to GM investment.



**STRATEGIC** - GM Strategic funds will continue to fund activity that supports delivery of the GM Culture strategy, including Town of Culture, Creative Improvement Districts, StreamGM and the Greater Manchester Music Commission.

## 5) DEVOLUTION

On the 23rd of March 2023 Greater Manchester Combined Authority (GMCA) signed a Trailblazer Devolution Deal with UK Government, a key recommendation of The Levelling Up White Paper which was followed in 2023 by a Memorandum of Understanding outlining how devolution will be delivered.

The Deal further embeds the role of local decision-making through additional powers and responsibilities over post-16 technical education, transport, housing, and regeneration, as well as new financial freedoms and new accountability arrangements.

The Trailblazer Devolution Deal had a specific section on culture, negotiated and agreed between Greater Manchester, the Department for Culture, Media and Sport and the Arm's Length bodies that work with both, including Arts Council England, National Lottery Heritage Fund, Historic England, and Visit England. The text of the culture section of Greater Manchester's Trailblazer can be found in full at Appendix B.

CreateGM will provide a framework for collaboration between Greater Manchester and national partners, with opportunity to bring together local and national partners to deliver shared aims.

Beyond the culture-specific text within the deal, there is significant scope for Greater Manchester's Trailblazer devolution deal to have a positive impact on culture, heritage, and the creative industries in Greater Manchester. From Marketing Manchester's role as lead for the Local Visitor Economy Partnership to data sharing, investment in transport and skills to greater fiscal control through a single settlement, there is significant opportunity to better align local and national plans and strategic priorities.

## 6) FOUNDATIONAL PRIORITIES

Foundational Priorities are areas where we need focussed collective action over the life of this strategy. These actions will be led by Greater Manchester but will require support and engagement from local and national partners from within the cultural, heritage and creative industries and beyond. Successful delivery of our foundational priorities will be vital to the success of our thematic priorities.

Without improved insight and more equal representation within policy development and decision making and protection for our creative communities, buildings and stories, the creative output of Greater Manchester will not be representative of our people, opportunities will continue to be unfairly distributed and stories and talents and important heritage assets will be lost.

### INSIGHT

Given the complex local, national, and international environment in which CreateGM will be delivered, our ability to make good decisions will be key to the success of this strategy and the health of our cultural, heritage and creative industries more broadly. To prioritise and maximise limited resources we will have to be confident in our understanding of the challenges and opportunities at hand.

This will apply to data about culture, heritage, and the creative industries, working with sector partners as part of our Devolution deal to understand analyse national data sets at a Greater Manchester level. These national sector data sets will be combined with local data, whether that is about the health, wealth, or demographics of our residents or economic or spatial data looking at areas of potential growth or specific need, to inform our actions, policies, and investment.

Insight is not just data, however. As we work to improve representation on our stages, behind the scenes and in our policy making and investment decisions, we will need to develop ways of better understanding what our residents want and need and whether we are delivering what we have said we will.

Over the five years of this strategy, we will improve our approach to data and research alongside more qualitative ways of improving our understanding of the wants and needs of our residents, businesses, communities, and visitors. We will have a codified approach to this work, ensuring we thread this vital information into all our work as well as improving transparency and advocacy about what we do and the work of the sector more broadly.

### REPRESENTATION

Whether on our stages, in our galleries, behind the scenes or in our highstreets or boardrooms, representation matters. For too long, the people in positions of power in

these spaces and places have not been representative of the people of Greater Manchester.

With improved insight into the people, communities, and spaces of Greater Manchester we will work to make sure that our activity is shaped and delivered by groups more reflective of our city region, with better representation from currently underrepresented groups due to gender, class, disability, race, religion, sexuality, and intersectionality of any of the above. By improving representation in our decision making and, on our stages, screens and gallery walls we will be able to better tell Greater Mancunian stories that are as distinct, diverse, and compelling as our people.

While this strategy will not be able to undo centuries of systemic representation and disadvantage, by placing people at the heart of all our work we can start to affect change and improve structures that currently exclude whole swathes of our population.

Through resident panels, tailored investment and developing and highlighting best practice CreateGM will collaborate with partners locally, nationally, and internationally to make Greater Manchester a place where opportunities are open to all and ambition and talent, not background, are determinants of success.

## CARE

As skylines, high streets and the nature of work, leisure and creativity evolve and develop in Greater Manchester, conscious action must be taken to care for, develop and protect the people and places of Greater Manchester.

We will develop a framework through which partners can collaborate on the protection of the spaces, places, and stories of Greater Manchester. From our historic buildings to more intangible heritage, we need to actively and consciously care for and promote the heritage and culture of our city region, recognising the importance of these places and stories to our sense of identity and place in the world.

We will also develop policies and best practice guides that support artists to make a decent living from their work and protect them from harassment or unfair treatment as well as working with partners to develop ways to best support audiences and participants, recognising that careful consideration needs to be given to different communities if we are to unlock the creative potential of all our residents and improve access, representation and diversity throughout the sector in Greater Manchester.

## ETHICS

From Artificial Intelligence and Intellectual Property, Freedom of Speech, and Freedom from Persecution to broader questions of identity, ownership and climate justice, individuals and organisations in Greater Manchester and beyond will need to

navigate increasingly complex ethical questions and situations throughout the life of this strategy.

While culture and heritage have a vital role to play in helping people work through these complex issues, we recognise the need to support our sector to understand what that role looks like, how their work might be impacted, and how to best to facilitate essential but at times uncomfortable conversations.

We will work with experts in our Information Governance team, Greater Manchester Police, universities, culture and heritage organisations and individuals with lived experience across Greater Manchester to investigate and provide practical advice on how to best navigate these complex issues through debates, seminars, and written guidance.

## 7) THEMATIC PRIORITIES

Thematic priorities are areas of genuine alignment between partners within Greater Manchester and beyond, where there are pockets of international best practice and opportunity to collaborate so that culture, heritage, and the creative industries can contribute to broader Greater Manchester ambitions to be a greener, fairer, and more prosperous city region.

In many cases, there are already areas of genuine innovation and best practice taking place to deliver these thematic priorities in Greater Manchester. CreateGM will support the further development of these existing strengths, investing in, supporting, and advocating for these key priority areas.

### WELLBEING

The Greater Manchester Strategy acknowledges the ‘significant benefits’ to health and wellbeing conferred by access to ‘high quality culture, outdoor and leisure opportunities,’ recognising the significant role culture, heritage and the creative industries play in improving the health and wellbeing of our residents and communities.

The positive relationship between culture, heritage, creativity, and health is well documented with evidence and practice demonstrating the positive links between involvement in creative activities and improved clinical and community outcomes and strengthened social ties. We recognise the positive physical and mental health outcomes generated when our residents engage with culture, heritage and green and blue spaces.

In November 2022, Greater Manchester launched its first ever Creative Health strategy stating that; ‘Greater Manchester has committed to becoming a creative health city region’. This means that GM will be the first city region in the world to realise the power of creativity, culture, and heritage in addressing inequities and improving the health and wellbeing of its residents’.

The Creative Health strategy guides the work of NHS GM Integrated Care and GMCA in supporting, developing, and delivering creative health infrastructure and activity and will act as a companion document to CreateGM. Other local strategies and interventions, including the GM Ageing Strategy, the work of the Public Service Reform and police and crime teams, alongside work around Digital Inclusion, Skills, and Education, will shape, galvanise, and focus activity and collaboration between sector partners, GMNHS and the wider GMCA family.

Arts Council England, National Lottery Heritage Fund and Historic England all hold significant bodies of evidence around the value of expression, exploration and participation with culture, heritage and the creative industries to physical and mental wellbeing. This strategy will inform collaboration and closer alignment and investment in creative health activity in Greater Manchester, building on and expanding internationally significant practice and research in this area.



Creative health is also part of Live Well; Greater Manchester's commitment to community-led health and wellbeing for health equality and there is growing evidence of the role creative health can play in reducing health inequalities. Increasing the need for focussed activity in this area.

## PROSPERITY

Our people and our places thrive when culture thrives, and the role that culture can, and should, play in Greater Manchester's prosperity cannot be understated.

In 2019, the creative industries contributed £115.9 billion to the UK, accounting for 5.9 per cent of the UK economy and around 2.2 million jobs. Greater Manchester's Independent Prosperity Review identifies digital and the creative industries as one of Greater Manchester's frontier sectors. These findings are supported by DCMS's Creative Clusters report that identifies Greater Manchester's existing strengths and areas for potential for growth.

Beyond the direct impact culture, heritage and the creative industries have on the economy of Greater Manchester, these sectors also play a huge role in the broader prosperity of our city region, attracting tourists, businesses, and students. The soft power of culture and creativity, in supporting our businesses to attract and retain talent and move into new markets key, and the role culture, heritage and the creative industries play in the vibrancy and regeneration of our places should not be underestimated. CreateGM will align with Greater Manchester's Growth Locations to ensure that the potential of culture, heritage, and the creative industries, to drive and deliver growth, is properly recognised in the city region's long-term spatial economic plans.

When discussing the prosperity of Greater Manchester and the role culture, heritage and the creative industries play in that prosperity, it is vital to look at skills and education to ensure all our residents can access opportunities within these sectors and that our businesses have the right skills required to contribute to growth. Developments in the Greater Manchester skills system, from the MBAcc and devolved skills budgets provide real opportunity to better align the needs of our businesses with the skills and talents of our residents. Providing a clear pathway for students into our thriving creative industries and world renowned cultural and heritage organisations will be a key focus for this strategy that will require sector stakeholders to collaborate with Greater Manchester schools, colleges, universities, and training providers.

The pathway from education to good employment in culture, heritage and the creative industries and the need for these routes to be open to all will be key to the future prosperity of Greater Manchester, with the positive effects of a creative education impacting the sustainability of businesses in Greater Manchester, driving innovation and securing Greater Manchester's place as one of the best places in the world to live, study, visit and do business. There need to be clear and accessible pathways from our schools, colleges and universities to our cultural and heritage organisations, businesses, and creative industries.

## ENVIRONMENT

Culture, heritage, and the creative industries play a huge role in making Greater Manchester a great place to live. Our heritage and historic buildings and natural and industrial heritage assets take pride of place across our town centres and outlying areas and engender a sense of pride and identity. New cultural opportunities can also act as conveners and can play a role in increasing local home ownership, driving inward investment, and growing the visitor economy and it is important to listen to communities about what is important to them, from local heritage assets and grassroots venues to internationally acclaimed destinations.

Through the Greater Manchester Combined Authority's Places for Everyone plan, we have a unique opportunity to ensure that the cultural sector drives our prosperity by building places around the rich and diverse culture that surrounds us. In existing and planned places and developments, we must ensure that all communities have access to culture and heritage in their places, paying particular attention to communities who face poverty, discrimination, and disadvantage.

In recognising the importance of culture, heritage, and the creative industries to our places, we must also recognise the challenges these places and our people will face as the climate emergency unfolds. Greater Manchester has committed to being net zero by 2038, twelve years ahead of the UK's 2050 target. This requires ambitious and targeted activity by all partners across the city-region, including those within the cultural sector who have a vital role to play in supporting people to make sense of and take action to mitigate challenges. Some organisations are already well on their path to becoming carbon neutral, but there are some organisations that will require targeted support from the Greater Manchester Combined Authority and other partners to reach this goal.

We know that cultural venues across Greater Manchester are some of the best in the world. They attract visitors from near and far, and it is important that we help people to make environmentally friendly choices when travelling to and from our cultural attractions and that transport supports, not limits, engagement and expression. Greater Manchester is the first city-region outside of London to take its bus network back under public control and we will leverage this opportunity to ensure that residents and visitors alike are able to access the vast array of cultural experiences that are on offer across the conurbation. The Bee Network will consist of over one hundred electric buses, the fully electric Metrolink tram system, active travel, and eventually some local rail services. All these modes of transport have a role to play in connecting people with the sector, and in addressing the climate crisis.

## REPUTATION

Greater Manchester regularly features in national and international publications as one of the best places in the world for culture, heritage, and creativity. Insight from Marketing Manchester shows just how many people travel to our city region to visit our world-class culture and heritage sites bringing £4.4 billion p/a to the Greater Manchester economy.

Beyond physical visits to our city region, our global reputation is intrinsically linked to our culture, heritage, and creative industries, with Greater Manchester's history, stories, songs, design, and culture being shared across the globe.

While the maintaining and further developing the reputation of our cultural assets and creative output will be a key strand of CreateGM, we must also focus activity on our reputation as a place that supports and protects our creative people and places. If we are to capitalise on the significant opportunities within in this strategy, we will need to secure our reputation a place that values, invests in and advocates for culture, heritage, and the creative industries. A place where innovative practices are developed, where our people have agency and where we take seriously our role as custodians of our cultural assets and stories.

This will require local and national partners to commit to the vision and mission of CreateGM, recognising the significance of culture, heritage, and the creative industries in our city region to all parts of the GM system and the role Greater Manchester can play in the national and international success of these key sectors.

Marketing Manchester's emerging Visitor Economy Strategy will be a key partner document to this strategy and their role as Local Visitor Economy Partnership will ensure consistent, coherent messaging about the breadth and diversity of the offer across Greater Manchester.

## 8) DELIVERY

Each year we will develop a programme of activity that delivers the eight priorities within CreateGM. For 2024/25, our delivery programme, which includes the priorities delivered against in bold, will be;

- 1) Continue to invest in and evaluate delivery of activity funded as part of GMCA's Culture Portfolio  
**(P3, P5, P6, P7, P8)**
- 2) Continue delivery of the Inspire Small Grants scheme for freelancers, independent artists, and small organisations  
**(P2, P3, P5, P6, P7, P8)**
- 3) Launch the Collaborate strand of funding, with a focus on developing projects that support Greater Manchester to be greener, fairer, and more prosperous  
**(P1, P2, P3, P4, P5, P6, P7, P8)**
- 4) Continue Delivery of Creative Improvement Districts, working with district partners to develop creative placemaking approaches that respond to the needs of our places and communities **(P1, P7, P8)**
- 5) Manage and support the work of the Greater Manchester Music Commission and develop ways of communicating programmes developed and delivered by the group  
**(P1, P2, P3, P4, P5, P6, P7, P8)**
- 6) Support the work of the Greater Manchester Nighttime Economy Strategy, recognising the importance of culture to a safe, accessible, diverse, and thriving NTE offer  
**(P6, P7, P8)**
- 7) Support and celebrate Bolton's year as Town of Culture 2024 as well as selecting GM's Town of Culture 2025  
**(P2, P5, P6, P7, P8)**
- 8) Continue to develop and deliver international partnerships, including delegations and trade missions to Austin and Osaka **(P6, P8)**
- 9) Support the delivery of GM's Creative Health Strategy  
**(P1, P2, P3, P4, P5, P7, P8)**
- 10) Support the delivery of the GM Ageing Strategy, including work with the Creative Ageing Development Agency

**(P1, P2, P3, P4, P5, P6, P7)**

- 11) Support delivery of cultural elements of GM Mayoral Manifesto  
(P5, P6, P8)**
- 12) Work with partners to develop a new approach to data and insight in Greater Manchester (P1, P2)**
- 13) Work with local and national partners to develop a clear approach to better supporting, protecting, and communicating the value of heritage in Greater Manchester, using the Heritage Topic Paper, developed as part of Places For Everyone as a starting point  
(P1, P3, P5, P6, P7, P8)**
- 14) Work with partners across the city region to develop the legacy of the DCMS' Create Growth Programme, supporting development of a clear plan for the support for the Creative Industries across GM (P1, P3, P4, P6, P8)**
- 15) Develop a new governance structure that improves transparency and representation and capitalises on the opportunities within Greater Manchester's Trailblazer Devolution Deal  
(P1, P2, P4, P4)**
- 16) Develop and deliver a series of policy proposals, podcasts and information and guidance sessions around key issues for the sector  
(P1, P2, P3, P4)**
- 17) Develop a clear pathway from school education to work in culture, heritage and the creative industries that recognises the importance of a creative education and supports the roll-out of the MBACC  
(P2, P3, P5, P6)**
- 18) Support the delivery of Marketing Manchester's emerging Visitor Economy Strategy, ensuring the impact of cultural tourism is properly recognised and supported  
(P1, P6, P8)**
- 19) Continue to develop StreamGM as a resource for local creative communities and globally recognised platform for Greater Manchester  
(P2, P6, P8)**
- 20) Advocate for culture, heritage, and the creative industries' inclusion in wider Greater Manchester strategies, recognising their importance to the vibrancy of our city region and wellbeing of our people  
(P1, P2, P3, P4, P5, P6, P7, P8)**

## APPENDIX A.

### GM STRATEGIES

Since the first Greater Manchester Culture Strategy was published every borough of Greater Manchester has undertaken significant consultation to better understand what residents, businesses and visitors and visitors to want to see in terms of support for culture, heritage and the creative industries across their cities and towns.

CreateGM will provide an overarching vision for culture, heritage and the creative industries that complements the place-specific ambitions of all ten districts of Greater Manchester, with a focus on strategic action that needs to be taken at a city region level.

The priorities included within CreateGM are areas where there is distinct need and desire for collaboration across the ten districts of Greater Manchester and beyond. Where ambitions align, opportunities are significant and where challenges require collective understanding and action.

### BOLTON

#### A CULTURAL RENAISSANCE

We want culture to be the heartbeat of Bolton, we want it to cut through everything that we do because we believe that culture characterises us as people, links us to a place, and connects us in a community. It provides inspiration and entertainment. It is the context for interaction and cohesion. As we seek to build a strong and distinctive Bolton, our culture will define us and binds us together. It is a shared vision, and we will all benefit from its success.

### BURY

#### DIFFERENT CULTURES SAME HORIZONS

Our communities are organised and active in delivering grassroots creative programmes, whilst our professional artists are excelling in pushing the boundaries of quality, accessibility, and form. Our artistic organisations are creating and delivering exhibitions, festivals, and events internationally, and our performers filling stadiums. Our vision is to enable every community in Bury to tell their story and for these stories to be shared across our borough and beyond.

## MANCHESTER

### ALWAYS EVERYWHERE: MANCHESTER'S CULTURAL AMBITION

Manchester has consulted on a new ten-year cultural plan with the people of the city which will be launched in September 2024. Always, Everywhere: Manchester's Cultural Ambition sets out a strategic vision for the city's culture ecosystem under 3 key pillars that reflect the breadth and wealth of feedback through the consultation; Everyone; Everything; and Everywhere. It articulates an ambition to widen access to culture, celebrate cultural and creative activities in everyday life, and ensure that cultural experiences are distributed equitably across the city and beyond. The Cultural Ambition connects to other specific arts and heritage strategies, partnerships and networks and it is 'our' strategy, which together with residents, artists, freelancers, cultural organisations and stakeholders, we are collectively responsible for its delivery and success.

## MANCHESTER

### IT ALL STARTS WITH A SPARK

Manchester is currently crafting a new ten-year cultural plan for Manchester, together with the people and visitors of the city. They want to understand what type of creativity or culture gives people goosebumps, what big or small ideas they have for the city and what is at the cultural heart of Manchester communities. Manchester's conversation on culture will report in 2024.

## OLDHAM

### OLDHAM CULTURE STRATEGY 2020-2030

Our long-term vision is for cultural engagement to be a cornerstone of future life in Oldham. We want culture in Oldham to be more visible, accessible, inclusive, innovative, and exciting. We want our distinctive heritage and dynamic cultural offer to bring diverse residents, audiences, and visitors from all backgrounds together in Oldham – entertaining, inspiring, and enabling them to lead more creative, equitable, healthy, happy, and prosperous lives. We want to celebrate this unique and proud borough of Greater Manchester: a place where artists, cultural organisations, businesses, and communities can work closely together and are supported to develop and thrive.

## ROCHDALE

### PIONEERING CREATIVITY

Rochdale's rich history of ideas, innovation and cooperation is already an inspiration to the world. The people around here have made history. They've fought for free speech, protested slavery, written beautiful poetry, performed incredible music,

starred on stage and screen, battled the hardest adversity, created new ways to work together, and welcomed the world. We brush the fringes of Manchester but bask in our own beautiful countryside. It is perfect for raising a family, a wonderful first home and a place to retire.

## SALFORD

### SUPREMA LEX

Creativity and innovation are at Salford's heart: it was formed in the crucible of the industrial revolution, founded on making things. Salford holds its own as 'the creative fringe to Manchester's economic powerhouse', but we want to grow this role into something deeper, something better for our city and our regional neighbours. We have a growing understanding of the roles culture and creativity can play, from our health and well-being to the ways that Salford's identity is understood and communicated. Salford's city motto is: The welfare of the people is the highest law.

## STOCKPORT

### THE PLACE THAT MAKES ITSELF

We want as many people as possible to enjoy what has made here, to dream and make themselves. The more we make in Stockport, the more we buy, pay for, and enjoy in Stockport, the more people who come to Stockport to see and take part in what we do here, the greater our contribution will be to the local retail, nighttime, and leisure economies. A dynamic, ambitious cultural sector in Stockport will lead to a thriving, productive economy, create opportunities for people to develop, to progress in traditional cultural and new digital industries, and to learn the adaptive life skills needed in any job.

## TAMESIDE

Our vision is to make Tameside the best place in Greater Manchester to create, learn and grow creative ideas by providing and supporting opportunities for new voices in culture. We will do this by building on local creative skills supported by national, regional, and local partnerships. Our aim is to make Tameside the go to place where new creative ideas, projects and businesses can begin, develop, and thrive in our diverse communities where country and city meet.

We will achieve this by leveraging the investments coming into the borough to benefit everyone in Tameside. By working collaboratively across Services and utilising secured investment to develop skills and networks to enable growth of audiences and opportunities across all nine towns and everywhere in between.



## TRAFFORD

### A CULTURAL STRATEGY FOR TRAFFORD 2023-28

We want to make the most of the amazing talent and cultural assets that we have in Trafford, building on the heritage of the borough. We want to make the most of our borough's superb buildings and open spaces as well as attracting talent and audiences into Trafford. We want to make sure that what we offer is right for our residents and our creative industries, and that everyone has the opportunity to access the culture they want. Our culture is an essential part of Trafford life, and it is what makes living and working in this borough so special. We will make Trafford a place powered by cultural and creative expression that comes from everyone, and which will enrich lives and life chances.

## WIGAN

### THE FIRE WITHIN

Drawing on local heritage, The Fire Within brings together Wigan's incredible cultural offer under five key curatorial themes; Wigan's Future Artists, Digital Wigan, Health & Happiness, Every Community Needs a Stage and A New Heritage. The Fire Within (2019-2024) acts as a framework for development of audiences, impact, arts practice, and infrastructure across the borough. This groundbreaking Manifesto, paved a new vision for Wigan as a place where people want to live, work, and invest. Wigan is currently developing a new cultural strategy for the borough, building on the significant success of The Fire Within.

## APPENDIX B

### GM CULTURE DEVOLUTION TRAILBLAZER TEXT

229. Both the government and GMCA recognise the crucial role that culture, heritage and sport can play in supporting levelling up, through giving people pride in the places they live, supporting a vibrant local economy, and promoting wellbeing. That is why the government has made commitments to significantly increase investment in culture via Levelling Up Priority Places, and why GMCA is committing investment of between £5 million and £15 million of its UK Shared Prosperity Fund allocation to cultural investment, alongside £4.3 million of locally raised investment via the Greater Manchester Culture Fund.

230. To maximise the impact of this collective investment, and to explore new ways in which culture and heritage can deliver on wider levelling up outcomes like regeneration, skills, business support and health and wellbeing, GMCA and the government will establish a Greater Manchester Strategic Cultural Partnership. This will provide a clear, codified framework for collaboration between national and local partners, identifying shared priorities and aligning resources, and will be underpinned by the development of a memorandum of understanding, which the partners will

collaborate on to agree in 2023. The partnership will facilitate two-way exchange, connecting the government and relevant arm's length bodies with GMCA and delivery partners in Greater Manchester, and ensuring Greater Manchester's voice is heard on issues of national importance.

231. The Greater Manchester Strategic Cultural Partnership will enable local and national partners to commit to co-developing and delivering the cultural ambition of Greater Manchester, along with its residents and businesses, resulting in a five-year Greater Manchester Culture Strategy, to be published in 2024, that maximises the impact of a shared cultural ambition.

232. The revised cultural vision and the governance framework developed to support delivery of that vision will empower cultural partners to work across a variety of agendas, including economy, skills, and health, and will support local partners to make meaningful contributions to national policy development where it affects the people of Greater Manchester, driving innovation and prosperity in our places.

233. As part of this, the DCMS will work with GMCA and DCMS' arm's length bodies, including Arts Council England, Historic England, the National Lottery Heritage Fund, British Tourist Authority (trading as Visit England / Visit Britain) and, where appropriate, Sport England, to support greater funding alignment, joint investment and strategic collaboration in the region, to maximise the overall benefit of local, regional and national initiatives that drive local economic growth, support wellbeing and build pride in place.

234. This could include increased alignment around funding and programmes, such as Creative Improvement Districts, Heritage Action Zones, and Greater Manchester Moving. Investment decisions should consider strategic priorities, such as those identified in the NP11 Place Strategy for the North, Levelling Up for Culture Places and Arts Council Priority Places, the Greater Manchester Moving in Action strategy, and other policies to support health, wellbeing, skills, and international activity. As well as supporting the practical development and delivery of shared priorities, this approach will encourage sharing of learning within Greater Manchester and beyond, developing new opportunities for culture and system change through shared endeavour.

## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: Armed Forces Covenant Delivery in Greater Manchester

Report of: Andy Burnham, Mayor of Greater Manchester and Tom Stannard, Lead Chief Executive for the Armed Forces Covenant

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### Purpose of Report

GMCA Members have consistently made strong commitments to transforming the offer for the Armed Forces Community in Greater Manchester. This report presents a brief update on the work that has subsequently taken place and also presents information about the Greater Manchester Armed Forces Covenant Roadmap that has been developed using the expertise of the GM Armed Forces Leads across the localities and City Region partners.

### Recommendations:

The GMCA is requested to:

1. Note the updates provided on progress made to deliver against the Armed Forces Covenant coherently the across GM.
2. Endorse the 5-year Roadmap as a framework to enhance cohesive delivery across the City Region.
3. Recognise the enduring and sustained effort to go even further and make Greater Manchester the best place in the UK for members of the Armed Forces Community to live and demonstrate this commitment be re-signing the GM Armed Forces Covenant.

### Contact Officers

Chris Thomas – [Chris.Thomas@greatermanchester-ca.gov.uk](mailto:Chris.Thomas@greatermanchester-ca.gov.uk)

## Equalities Impact, Carbon and Sustainability Assessment:

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

## Risk Management

N/A

## Legal Considerations

N/A

## Financial Consequences – Revenue

N/A

## Financial Consequences – Capital

N/A

Number of attachments to the report: 2

## Comments/recommendations from Overview & Scrutiny Committee

Nil

## **Background Papers**

Included in report.

## **Tracking/ Process**

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

No

## **Exemption from call in**

No

## **Bee Network Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

## **1. BACKGROUND**

- 1.1 In Greater Manchester, the Armed Forces Covenant is a commitment by local authorities and their partners from across all sectors to support members of the Armed Forces community in their area. The aim is to embed and sustain activity, ensuring that members of the Armed Forces community receive the support they need in their local communities in recognition of their dedication and sacrifice. Efforts continue to be made to nurture public understanding and awareness of the issues affecting the Armed Forces community and encourage activities which help to integrate the armed forces community into local life. The sum of all these parts will make Greater Manchester the best place in the UK for members of the Armed Forces Community to live.
- 1.2 For the Combined Authority, the Covenant is the vehicle to bring knowledge, experience and expertise to bear on the provision of help and advice to members of the Armed Forces Community. It is also an opportunity to build upon existing good work on other initiatives. In that way, a common approach to meeting the needs of this identifiable community within Greater Manchester is adopted, ensuring that the three underpinning principles of the Armed Forces Covenant are upheld:

- Those who serve or have served in the Armed Forces, and their families, are treated fairly.
- The Armed Forces Community should not face disadvantage compared to other citizens in the provision of services.
- Military service and the sacrifice inherent in it should be recognised.

1.3 Across Greater Manchester, each local authority has a lead officer. In October 2019, GMCA took the innovative step to have a permanent programme manager supporting and coordinating delivery of the Armed Forces Covenant across the city region. The GMCA and local authority leads form the strategic group to deliver the GM Armed Forces Programme which also incorporates the DWP, GMP, GMFRS and Health leads. Additionally, GMCA has instigated a 6 monthly Armed Forces Partnership Forum that brings together the public and VCSE partners operating in support of the community.

## 2. KEY UPDATES

2.1 **GMCA.** GMCA is becoming a partner of choice for Central Government to have a critical friend when designing programmes. Exemplified by the consultancy role that members of the Public Service Reform team had when the Op FORTITUDE and Homelessness Prevention programmes were being designed, the network-focussed approach that has been fundamental to the GM approach is recognised not only as delivering positive outcomes, but the ground truth and knowledge held by the Combined Authority is seen as vital to informing Whitehall conversations. Similarly, the GM Armed Forces Covenant Programme Lead has recently taken up the co-chair of the LGA Armed Forces Covenant Network which seeks to reinvigorate the Covenant within the LGA lobbying agenda and drive up awareness amongst Leaders and CEXs nationally.

2.2 **Partnerships.** The last 5 years has seen the development of a working level partnership that is held up as best practice nationally, most recently in the LGA-commissioned report into Armed Forces Covenant efficacy. GMCA is lauded for investing in Covenant delivery by supporting local authorities and other public sector organisations through a focal point in the Public Service Reform directorate. This has been pivotal in creating the conditions necessary to produce the GM Armed Forces Covenant Roadmap.

**2.3 Effect of Legislation.** The Armed Forces Act 2021 introduced a new requirement for some public bodies, including the NHS and local authorities, to pay due regard to the principles of the Covenant when carrying out specific public functions in the areas of housing, healthcare and education. The Government committed to review the operation of the new duty across the UK in its 2023 Covenant annual report; however this has not included the promised review of Government departments' duty and the associated review of resource for local authorities nationwide. The previously mentioned LGA Armed Forces Network is taking up these issues as they effect local government

**2.5 MOD Employer Recognition Scheme.** GMCA currently holds 8 MOD Gold Awards and 3 Silver Awards. All remaining silver award holders are currently in the process of applying for Gold. Additionally, GMP, GMFRS and NWAS also hold Gold awards.

**2.6 Organisational Development.** In order to raise awareness of the Armed Forces Covenant in GM, 2 pieces of elearning, alongside face-to-face briefing templates and guided discussion frameworks have been completed and a further 3 are in production and nearing completion. All GM local authorities have taken delivery of the Induction and Customer Facing Staff modules.

### **3. THE GREATER MANCHESTER ARMED FORCES COVENANT ROADMAP**

**3.1 Design and Purpose.** There has been significant focus on the network and partnership capabilities of the GM Armed Forces Covenant community. The creation of the Armed Forces Covenant Roadmap takes delivery to the next stage of co-design, coherence and accountability. This has been achieved through partnership with all local authorities being key stakeholders in the co-design of the direction of travel. At Appendix 1 is the Roadmap with associated Delivery Plan that seeks to formalise the way in which partners across the City Region come together to make GM the best place in the UK for the Armed Forces Community to live. The Delivery Plan is organised into sections that reflect the cross-cutting nature of serving the Armed Forces Community.

### 3.2 Key Information.

- a. Awareness must be at the heart of everything we do for the Armed Forces Community; this means that staff and volunteer awareness must be elevated through concerted and coherence campaigns.
- b. Recognising that the financial resources are scarce, every effort must be made in local government to embed Armed Forces Covenant delivery into business as usual activity, empowering local authority leads and partners to prioritise the Armed Forces Community as a Community of Interest.
- c. Recognise that the combination of financial position and restructure has left the NHS in GM having to recover hard won ground in order to best deliver for the Armed Forces Community in GM. It is hoped that the ICB are able to provide leadership and guidance to Health partners, commensurate with the participation demonstrated by other public sector stakeholders.
- d. The Roadmap and Delivery Plan is established on a 5-year rolling basis that will be reviewed on a 6 monthly basis by a Governance group comprising (as a minimum) of representation from:
  - i. 10 x LAs.
  - ii. NHS in GM.
  - iii. DWP.
  - iv. GMP.
  - v. GMFRS.
  - vi. TfGM.
  - vii. VCSFE.
- e. GM LAs have a blended approach to Covenant delivery which sees dedicated officers in some localities and in others, officers holding the portfolio as an associated duty. Regardless of approach, LAs are committed to delivering the best possible outcomes for their Armed Forces Community as they have been pivotal in creating the Roadmap for GM.

3.3 **Timeline.** The Roadmap and Delivery Plan is intended to be enduring and rolling so that potential outcomes can be captured. The Roadmap and Delivery Plan, if approved, will be launched during Armed Forces Week at the end of June 2024



#### **4. GM ARMED FORCES PROGRAMME FUTURE**

- 4.1 In order to update it's commitment to the Armed Forces Community, it is proposed to demonstrate the City Region's determination to do more. This is enshrined in the draft Armed Forces Covenant document at Appendix 2 which is included for approval to resign during Armed Forces week at the end of June 2024, alongside the launch of the Roadmap and Delivery Plan.

#### **5. RECOMMENDATIONS**

- 5.1 Recommendations appear at the front of this report.

# Greater Manchester Combined Authority

## Armed Forces Covenant Roadmap

### City Region Delivery Plan - 2024 onwards



BOLTON  
BURY

MANCHESTER  
OLDHAM

ROCHDALE  
SALFORD

STOCKPORT  
TAMESIDE

TRAFFORD  
WIGAN

<b>Name of owner:</b>	GMCA
<b>Person(s) completing the Military-Civilian document:</b>	Chris Thomas – GMCA Armed Forces Covenant Programme Lead
<b>Designation:</b>	Chris Thomas – CT
<b>Contact details:</b>	<a href="mailto:Chris.Thomas@greatermanchester-ca.gov.uk">Chris.Thomas@greatermanchester-ca.gov.uk</a>

## INTRODUCTION

In 2021, the Armed Forces Act 2006 was amended to include sections 343AA(1), 343AB(1), 343AC(1) and 343AD(1). These place a duty (the Covenant Duty) on certain specified persons or bodies, in the exercise of relevant functions, to have “due regard to the principles of the Armed Forces Covenant”.

Reflecting the key concerns of the Armed Forces Community, the Covenant Duty currently applies to those relevant functions that underpin the policies where disadvantage is experienced by the Armed Forces Community.

Broadly, key concerns include:

Education	Healthcare	Housing
Admissions	Aspects concerning access and quality	Allocation policy for social housing
Additional learning needs support		Homelessness
Student wellbeing		Disabled facilities grants
Use of Service Pupil Premium funding (where applicable)		Tenancy strategies (where applicable)

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The Covenant Duty will apply to specified public bodies and persons exercising specific public functions in the fields of education, healthcare and housing including:

Education	Healthcare	Housing
Local Authorities	Local Authorities	Local Authorities
Governing Bodies of maintained schools	NHS in GM ICB	
Proprietors of Academies	Primary Care Networks	
Non-maintained special schools	National Health Service Trusts	
Governing bodies of further education institutions	NHS Foundation Trusts	
Special post-16 institutions		

This delivery plan encompasses the outcomes for the Covenant duty but also includes the areas of Employment, Skills and Finance as well as Collaboration, Awareness and Recognition of the Armed Forces Covenant to ensure Greater Manchester is fully meeting its commitment to its Armed Forces Community and moving forwards to make Greater Manchester the best place in the UK for members of the Armed Forces Community to live.

## MONITORING AND EVALUATION

The traffic light system outlined below relates to how the progress will be assessed and how it plans to make improvements:

<b>Green</b>	Means that the necessary arrangements are in place, up to date, and meet the required standard
<b>Amber</b>	Means that some measures are in place, but others require review or improvement
<b>Red</b>	Means that standards are not met and need to be addressed

Where the score is amber or red, the Delivery Plan will be used to summarise how GMCA plans to address the areas for improvement that have been identified. The GMCA Armed Forces Covenant Programme Manager will support LA Leads and others across the Public and VCSFE sectors to improve the rating.

The monthly Armed Forces Covenant LA Leads meeting will be used to discuss key issues surrounding the Delivery Plan.

Quarterly, a Governance Group, incorporating all LAs, key partners in delivery and a Veterans voice will meet to discuss progress and amend the Delivery Plan accordingly.

The Roadmap and Delivery Plan has been developed using:

- [How to deliver the covenant in your area England \(Ministry of Defence\)](#)
- [The Veterans' Strategy \(HM Government\) 2022-2024](#)
- [Veterans Strategy Action Plan](#)
- [A Decade of the Covenant – FiMT Report](#)
- [UK Armed Forces Families Strategy \(HM Government\) 2022-32](#)

## The Veterans' Strategy 2022-2024

The Delivery Plan considers all the key themes and cross-cutting factors in the Veterans' Strategy 2022-24, notwithstanding the fact that the Delivery Plan caters for the full membership of the Armed Forces Community:

Key themes	Cross-Cutting Factors
<p><b>1. Community and Relationships</b>  <i>Veterans are able to build healthy relationships and integrate into their communities</i></p>	<p><b>1. Collaboration Between Organisations</b>  <i>Improved collaboration between organisations offers veterans coherent support</i></p>
<p><b>2. Employment, Education and Skills</b>  <i>Veterans enter appropriate employment and can continue to enhance their careers throughout their working lives</i></p>	<p><b>2. Coordination of Veterans' Services</b>  <i>The coordination of veterans' provision delivers consistent aims and principles over time and throughout the UK, ensuring veterans, their families and the bereaved are treated fairly compared to the local population</i></p>
<p><b>3. Finance and Debt</b>  <i>Veterans leave the Armed Forces with sufficient financial education awareness and skills to be financially self-supporting and resilient</i></p>	<p><b>3. Data on the Veteran Community</b>  <i>Enhanced collection, use and analysis of data across the public, private and charitable sectors to build an evidence base to effectively identify and address the needs of Veterans</i></p>
<p><b>4. Health and Wellbeing</b>  <i>All veterans enjoy a state of positive physical mental health and wellbeing, enabling them to contribute to wider aspects of society</i></p>	<p><b>4. Public Perception and Understanding</b>  <i>The UK population value veterans and understand their diverse experiences and culture</i></p>
<p><b>5. Making a Home in Civilian Society</b>  <i>Veterans have a secure place to live either through buying, renting or social housing</i></p>	<p><b>5. Recognition of Veterans</b>  <i>Veterans feel that their service and experience is recognised and valued by society</i></p>
<p><b>6. Veterans and the Law</b>  <i>Veterans leave the Armed Forces with the resilience and awareness to remain law-abiding citizens</i></p>	

## UK Armed Forces Families Strategy 2022-32

The Delivery Plan considers the core workstreams of the UK Armed Forces Families Strategy 2022-32:

### 1. Family Life:

Family units that are supported to understand and cope with deployment, mobility and separation and the unique stresses of the military lifestyle. Wherever they live, they are aware of the support that is available, and how to access it. When children and adults are at risk of harm, they are protected through a multi-agency approach facilitating a swift response.

### 2. Service Life:

Coordinated career management and welfare processes that focus on nurturing the serviceperson with their family alongside them and preparing them for a successful transition to civilian life.

### 3. Family Home:

A flexible accommodation policy that reflects modern family constructs, allowing families the choice and freedom needed to nurture a family home.

### 4. Children's Education:

The opportunities available to children from armed forces families are maximised through robust research, effective collaboration and dissemination of best practice. This informs the wider policies and practice that underpins how the governments of the UK and external partners support these children. 15

### 5. Childcare:

Families have access to good quality, enriching and safe childcare that meets their needs. This allows service personnel to fully engage with their duties, and the greater flexibility gives the family more opportunities, improving general wellbeing.

### 6. Non-UK Families:

Non-UK families are valued and accommodated in supportive UK government and Defence policies cognisant of their experiences. This helps to mitigate potential disadvantage conferred by their immigration status wherever possible and provide wider support that is sensitive to cultural backgrounds.

### 7. Supporting Partners:

The skills and experiences of partners and spouses are widely understood, valued and sought after. They can navigate extensive cross-sector provision to access timely support that meets their needs and helps them to develop and pursue their own career path.

### 8. Health and Wellbeing:

Families are able to access timely integrated, mental and physical health and wellbeing services. Professionals provide continuity of support cognisant of the military context, sharing information, to ease relocation between nations and regions, especially for the most vulnerable

## ARMED FORCES COVENANT ROADMAP FOR GM OVERVIEW

THEME	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
<b>Community and Relationships</b>	Create effective governance to oversee the Delivery Plan and report to the GMCA	Create a mobile AFC marketplace to raise awareness in localities	Scope the value of the 'Veteran in Need' protected characteristic	Review ICT systems and their interoperability to create a marker system	Fully embed the AFC as a Community of Interest in Devolution in GM
<b>Employment Education and Skills</b>	Tackle SEND issues in the AFC and deliver common standards across localities	Ensure that school admission policies are aligned with Armed Forces Act Statutory Guidance	Deliver the Courses for Forces Initiative	Continue to advocate for guaranteed interviews for the AFC in the Private Sector	Have a fully functional AFC employment and skills hub
<b>Finance and Debt</b>	Understand the quantum of Veterans and Service Families suffering through the Cost of Living Crisis	Create a financial support network in GM that exists to guide advise and directly support the AFC	Develop a clear financial support pathway for the AFC	Deliver a fully kitemarked network of advice and support providers	
<b>Health and Wellbeing</b>	Develop NHS in GM Leadership to augment front line activity	Deliver a pan-GM JSNA for the AFC	Drive to 100% AFC literacy in GM Health professionals	Create a Health portal for the AFC that allows effective navigation through the Health system	Ensure that all staff working in Health are aware of the AFC in their patient cohorts
<b>Making a Home in Civilian Society</b>	Assure partners that we have coherency in all housing related policies for the AFC	Embed the AFC in the Housing First model in GM	Demonstrate the efficacy of a coherent housing offer in GM and lobby for change	Drive to 100% AFC literacy in GM Housing and Homelessness professionals	Deliver a package of housing offers that are specifically for the AFC and effectively market
<b>Armed Forces Community and the Law</b>	Embed the AFC in the Reducing Reoffending Management Board as a key priority	Support the creation of an effective multi-agency network to build on existing work	Seek to commission research across the GM prison estate applying regional approaches	Create case for change for Veterans Wings in each HMP	Deliver a replicable support package for victims and perpetrators of crime



Key Theme	GMCA Area for Improvement	Action	Owner	Time	RAG
<b>Community &amp; Relationships</b>					
<b>All members of the AF Community are able to build healthy relationships and integrate into communities through effective collaboration and listening to the voices of those who have or are serving</b>	No coherent map of safe places and effective deliverers of support for members of the Armed Forces (AF) Community across GM currently exists in a usable form	<i>Work alongside the NW Veterans People Places and Pathways Programme (The Forces Wellbeing Collective) to create digital mapping of safe organisations.</i>	CT / AFCHQ	Y1	Yellow
		<i>Create bespoke GM links to launch to map/directory once achieved</i>	CT / AFCHQ	Y1	Yellow
	Understand the need for AF Domestic Abuse Awareness as the AFCHQ in Wigan are delivering the Hope & Home Programme funded by AFCFT until April 25	<i>Monitor and support AF Domestic Abuse training and understand the need to scale up and spread across GM</i>	CT	Y2	Red
	The support offer for the AF community across GM needs better coherent promotion	<i>Investigate options for a coherent 'marketing' strategy</i>	CT / SW	Y1-2	Red
		<i>Investigate the creation of a GM AF Covenant marketplace that travels to each locality to promote outcomes for the AF community and showcase delivery methods (Bury model)</i>	CT / CW	Y1-2	Yellow
	It is indicated that people do not know about GM Armed Forces Partnership and the organisations involved.	<i>Awareness raising of the partnership and its work on the local Armed Forces Covenant.</i>	All LA Leads	Y1-5	Green
		<i>Promote GM elearning and web-hosted elearning</i>	All LA Leads	Y1-5	Green
		<i>Commit to making the GM AF Induction elearning mandatory for all staff</i>	All LA Leads	Y1	Red
		<i>Commit to making subject matter-based AF elearning mandatory for all appropriate staff groups</i>	All LA Leads	Y1-2	Red
	Lots of good work already takes place but there is no formal mechanism to capture it or bring about collective change	<i>Template the Manchester City Council approach to coherent delivery and use networks, leads and champions to promote awareness and delivery in each LA</i>	CT / AH / All LA Leads	Y1	Yellow
		<i>Create a GM AFC Learning Portal that can be accessed by all in order to share best practice and further local standards in Covenant delivery</i>	CT	Y2	Red
		LAs continue to build on their excellent work to promote the Armed Forces Covenant and	<i>Design a systemic approach to AF Covenant Advocacy in each locality</i>	CT / LA Leads	Y2

Page 444	act as Ambassadors for take up in Covenant signings in their locality				
	Stockport Council has begun work to understand the power of procurement and local business conversation to promote their AF Covenant activity and this should be replicated across the City Region	<i>Support Stockport AF Covenant business intervention model and understand its value in promoting the AF Covenant in the Private Sector</i>	CT / Stockport MBC Lead	Y1	
		<i>Deliver learning-based template for Private Sector AF Covenant engagement based</i>	CT	Y2	
	Activity takes place in each locality but is not linked	<i>Better use the GMCA web page to publicise AF Covenant activity and promote community-based approaches to Covenant delivery</i>	CT	Y1-2	
	All customer facing organisations and departments must ask the question in order to identify members of the Armed Forces community	<i>Develop literature, products and a roadshow to highlight the importance of asking the AF Community identification questions</i>	CT / LA Leads	Y1-2	
	Public Sector systems are generally poor at allowing markers to be placed to denote membership of the Armed Forces Community and individuals who are cannot be tracked through their public service support journey	<i>Scope a mechanism to allow IT markers and tracking of members of the AF Community that is communicable across public sector IT systems</i>	CT	Y2-4	
	There is currently no formal report to the population of GM or central government regarding GM's AF Covenant delivery	<i>Create an Annual GM AF Covenant Report that seeks to inform the general public and central government on how GM is performing in its Mission to become the best place in the UK for members of the AF community to live</i>	CT	Y1 Onwards	
	Ensure that the voice of the AF community is heard and embedded in the GM AF Covenant Roadmap	<i>Create a Veterans' Voice Engagement Network in Stockport</i>	CT / AP	Y1	
		<i>Template the experience of Stockport to create a GM Veterans' Voice Engagement Network across</i>	CT / AP	Y1	
	No formal mechanism exists to take Armed Forces Covenant and Community support needs into the Devolution conversation and understand the opportunities that the Trailblazer and subsequent Deals present	<i>Create direct link with GMCA Strategy Team to open conversation re the AFC and its utility as an identifiable Col with a strong network</i>	CT	Y1	
		<i>Focus on DWP as a key emerging partner for multiplying effect in localities</i>	All	Y2	
	Ensure that the GMCA Roadmap supports and provides a framework for non-local government public sector organisations	<i>Ensure that GMFRS Covenant delivery is coherent with the action plan by engagement with the GMFRS Lead and the AF staff network</i>	CT	Y1-5	

		<i>Sit on the GMP Strategic Working Group to ensure that they are supported on their Covenant journey and to ensure coherence</i>	CT	Y1-5	
		<i>Continue the monthly coordination drop in for LA Leads</i>	CT / All	Y1-5	
		<i>Create a GM Elected Members forum to provide a space for councillors with Covenant responsibility</i>	CT	Y1	
	The MOD sponsored guidance for LAs is being renewed in the forthcoming 'Our Community our Covenant v4' and LAs should prepare for reinvigoration of activities	<i>Revisit the toolkit within previous guidance to ensure adherence to best practice, noting in particular to hold public facing forums</i>	CT	Y1	
	Best practice in being a supportive employer of the AF community suggests that staff networks and associations be used to bring together like-minded individuals	<i>Understand existing staff networks across LAs and begin a learning account, using the GMFRS staff network as exemplar of GM best practice</i>	CT / JP	Y1	
		<i>Provide a template for staff engagement that is effective for the GM LAs</i>	CT	Y2	
	The AF community is not represented in all appropriate strategies across the GMCA work spectrum	<i>Embed AF community into GMCA/GMFRS EDI strategy rewrite</i>	CT / JE	Y1-2	
	Legislation placed a Duty of Due Regard on public sector organisations in local government and Health to pay attention to the potential disadvantages faced by the Armed Forces Community	<i>Bury Council has taken the lead in enhancing the legislated duty and creating a protected characteristic, akin to e.g care leavers – the impact of this needs to be understood in determining the best way to deal with Veterans / Armed Forces community members in need</i>	CT / CW	Y2	
		<i>Parcel lessons identified from Bury Council work to create case for change in Greater Manchester</i>	CT / CW	Y2	
		<i>Lobby central government, if appropriate, for enhancement to legislation following the Bury Council model</i>	CT	Y3	
<b>Employment Education &amp; Skills</b>					
<b>Members of the Armed Forces Community can access appropriate</b>	There is no coherent directory of appropriate courses across FE establishments in GM which are directed towards the AF community	<i>Work to understand the interrelationships between FE establishments</i>	CT / VC	Y1	
		<i>Create a directory of Courses for Forces</i>	CT / VC	Y2	

<i>employment and can continue to enhance their careers throughout their working lives</i>	Service Children FE are not best supported in GM as the AF Community is hidden	<i>Work to provide a coherent strategy for all Service children, including:</i> <ul style="list-style-type: none"> <li>- <i>Raising Awareness of SPP</i></li> <li>- <i>Identifying Service children</i></li> <li>- <i>Providing education establishments with a toolkit to support their AF community</i></li> </ul>	CT / LM	Y2	
	Awareness of what is available for those transitioning out of the AF and into GM is not well known	<i>Reinvigorate the relationship with the Career Transition Partnership (CTP) and Veterans UK and provide them with the GM AF Covenant Guide</i>	CT	Y1	
	Private sector support for the employment of the AF Community is sporadic and most successful at locality level	<i>Work with other areas of GMCA to target mega-vendor deals as a way of garnering wider support for the AF community</i>	CT	Y1-5	
		<i>Engage the GM Chamber of Commerce to understand opportunities to promote the AF community</i>	CT	Y1	
	As the AF community in GM is Veteran heavy, little emphasis is placed on supporting serving and/or transitioning families by local authorities	<i>Create a pan-GM school place access information guide and coherent school place policy across the 10 LAs</i>	CT / All leads	Y1-2	
		<i>Create a Children with SEND support provision pathway and ensure adoption across the 10 LAs</i>	CT / All leads	Y1-2	
		<i>Service children are considered in the design and commissioning of services from birth – 19</i>	CT / GMCA EY	Y2	
	Service Pupil Premium is not understood and not universally applicable	<i>Understand the rules surrounding Service Pupil Premium drawdown and ensure that all education establishments across GM are aware of its availability</i>	CT	Y1	
		<i>Create a case for change that modernises Service Pupil Premium and ensures it is available to schools that support children of active reservists</i>	CT	Y1	
	Ensure that all public sector organisations are posting employment opportunities on Spouse / partner specific sites	<i>Reinvigorate LA linkages</i>	All	Y1	
	Create a Spouse / Partner Employment Portal that links all GM public sector opportunities together	<i>Working Group to deliver enduring portal and forum to ensure opportunities for AFC given widest possible circulation</i>	CT	Y3	
	Provision of a Guaranteed Interview Scheme GIS is patchy across the Public Sector and is sparse across the Private Sector	<i>Ensure that all Public Sector organisations across GM have an appropriate GIS for Service Leavers and Veterans</i>	All Public Sector Leads	Y1-2	

		<i>Create a Private Sector GIS Template and advocate for its uptake through all appropriate forums</i>	CT	Y3	
<b>Finance &amp; Debt</b>					
<b>Veterans and their families leave the Armed Forces with sufficient financial education, awareness, and skills to be financially self-supporting</b>	The niche provision of support for the AF community is not well understood by generic support providers who cater for the whole population	<i>Work in partnership with the GMCA Cost of Living Lead to detail enhanced support available to members of the Armed Forces community who have or are experiencing debt or financial issues.</i>	CT / EM	Y1	
	Priorities of Housing and Employment are key issues that need further exploration in GM as well as hubs, drop ins and breakfast clubs that provide social, emotional and practical support to Armed Forces families.	<i>Create GM Awareness Pack for all stakeholders to signpost where support is available.</i>	CT	Y2	
	Adopt a 'one stop shop' approach with access to finance/debt advice as well as education, employment and training and signposting to specialist mental health support at the Armed Forces Hubs / Drop Ins / Focal Points.	<i>Create a GM AF Focal Point network that is NW VPPP accredited</i>	CT	Y1	
		<i>Develop a clear financial support pathway for the GM AFC that is available to all</i>	CT	Y2	
<b>Health &amp; Wellbeing</b>					
<b>Members of the AF Community can access health services efficiently and know that they will be understood and care for</b>	NHS leadership on the AF Covenant in GM is intermittent and sporadic	<i>Make the AF Covenant a key priority in the NHS GM LTP</i>	NHSGM	Y1	
		<i>Nominate an individual at senior leadership level to be permanently given strategic responsibility for levelling up the Health offer for the AF community in GM</i>	NHSGM	Y1	
		<i>Promote the AF elearning for senior officers amongst senior health colleagues and create opportunities for learning events</i>	CT / NHSGM	Y1	
	Commissioning in GM should better consider the AF community	<i>The GM ICB should engage in national conversations surrounding key Health issues that are more prevalent in the AF community and seek opportunities to commission (or better market existing) services to support</i>	NHSGM	Y1-2	
	Take up of the RCGP Veteran Friendly Accreditation in GM is below national average	<i>Create a Place-driven approach to raising awareness of the benefits of Veteran Friendly Accreditation,</i>	CT / NHSGM	Y1	

	<i>Establish a peer support structure to drive over the top enhancements to GP accreditation once attained</i>		<b>Y2</b>	
	<i>Identify community of practice leadership and support development of GM GP Best Practice toolkit</i>	CT / NHSGM	<b>Y3</b>	
Health professionals do not universally have sufficient depth of understanding of Armed Forces culture and way of life	<i>Actively promote the GM elearning training in order to raise awareness</i>	CT / NHSGM	<b>Y1</b>	
	<i>Engage strategic working groups in the NHS GM system to encourage adherence to the NHSE guidance on duty of due regard in Health delivery</i>	CT / NHSGM	<b>Y1</b>	
Health outcomes explicit in the AF Covenant and legislation are not fully understood by the general public and the AF community	<i>Consider providing digital comms on how the NHS in GM supports the AF community and expand upon key areas of misunderstanding such as waiting lists and priority treatment</i>	NHSGM	<b>Y1-2</b>	
The AF community is not explicitly catered for in Live Well and other programmes	<i>Map the NHS programmes that might support the AF community and engage with them to understand synergies and opportunities</i>	CT	<b>Y1</b>	
Op COMMUNITY does not currently exist in the NW	<i>Support the establishment of Op COMMUNITY in the NW and engage the 3 x NW ICBs to consider the sustainability of the Op COMMUNITY outcomes</i>	CT	<b>Y1-2</b>	
The lack of provision in dentistry creates issues for those who have left the AF having received outstanding dental treatment for the entirety of their service careers	<i>Understand the quantum of service leavers who cannot access NHS dentistry</i>	CT / NHSGM	<b>Y1</b>	
	<i>Scope and deliver a guaranteed dentist patient list place scheme as part of GM's commitment to supporting those who transition from service</i>	CT / NHSGM	<b>Y2</b>	
The lack of provision in dentistry creates issues for active reservists who may be prohibited from being called up as a serving reservist due to poor dental health	<i>Scope and deliver a guaranteed dentist patient list place scheme as part of GM's commitment to its Reserve Forces</i>	CT / NHSGM	<b>Y2</b>	
Continue to ensure that GM's Gold Standard mental health provision (MVS) is actively promoted to potential service users and professionals	<i>Work alongside Pennine Care to create and promote a directory of effective mental health providers for Veterans in order to ensure safe pathways to better mental health</i>	CT / NHSGM	<b>Y1-2</b>	
	<i>Create a GM MH forum that brings together MH providers from all sectors to work cohesively</i>	CT / MVS	<b>Y1-2</b>	
Veterans Covenant Healthcare Alliance for NHS Trusts should be seen as a starting point	<i>Work to promote AF Covenant awareness in NHS Trusts by creating a ICB-led network of leads/champions across the NHS in GM</i>	CT / NHSGM	<b>Y2</b>	

	and not the end point for Trusts delivering their AF Covenant pledges				
	Other providers of Health services could be better utilised to provide a wider catchment of the AF community's Health needs	<i>Understand the Wigan approach to partnering with Community Pharmacy and assess its applicability and reach across other pharmacy organisations in GM</i>	CT / LM	Y1-2	
	Gambling Harm is a prevalent problem amongst the Armed Forces community that is seldom discussed	<i>Understand the efficacy of the Beacon Counselling Trust and Forces Wellbeing Collective programmes</i>	CT	Y1	
		<i>Ensure that the AF community is wrapped into existing Gambling Harm Reduction programmes</i>	CT / JE	Y1-5	
	Suicide Prevention in the AF community is an enduring theme and project which requires constant attention	<i>GMCA to act as the focal point for raising awareness of the risk of suicide in the AF community and reinvigorate the need for the Health community in GM to consider the AF community as requiring close and special attention</i>	CT	Y1-5	
	Better awareness of the Veteran Friendly Accreditation for social care settings is required	<i>Work with Royal Star and Garter to promote and support social care providers in gaining accreditation</i>	All LA Leads	Y1-5	
<b>Making a Home in Civilian Society</b>					
	There are no DLUHC led conversations regarding the provision of housing support and homelessness prevention for the Armed Forces community	<i>Create an enduring discussion between DLUHC and GMCA and build a case for change leading to a GM AF community Homelessness Prevention trailblazer</i>	CT / JD	Y1-3	
		<i>Understand the impact of Op FORTITUDE and ensure an accurate impact assessment is returned to the Cabinet Office (OVA)</i>	CT	Y2	
	Provision of support to members of the AF community in housing need is strong but requires an audit in order to demonstrate commonality and ensure a level playing field across GM	<i>Ensure a housing access and allocation policy review is conducted in order to ensure that all elements of the Armed Forces Act statutory guidance are incorporated</i>	All LA Leads	Y1	
		<i>Create a Housing Options AF Forum / Working Group to reinforce co-design of measures to counter AF community members in housing need</i>	CT / LA Leads	Y1-2	
	There is a need to create a coherent regional housing solution for members of the AF community in GM	<i>Understand the impact of Homes at Ease NW and other programmes to build a case for change</i>	CT / LM	Y2	
		<i>Create an options paper for the GM Housing Needs Group</i>	CT / SF	Y3	

		<i>Investigate options for bespoke housing for the AF community that meets the spectrum of needs faced by individuals and families</i>			
	Provision of Disabled Facilities Grants for members of the Armed Forces community requires special consideration in certain cases	<i>Build on the work of Salford City Council and template an approach to Disabled Facilities Grants that can be adopted across GM LAs</i>	CT / JF / RH	<b>Y1-2</b>	
	Need to ensure enduring awareness of Homelessness Prevention initiatives	<i>Promote Homes at Ease, the Reducing Veterans Homelessness programme funded by the Armed Forces Covenant Fund Trusts in partnership with Op Fortitude</i>	CT	<b>Y1-5</b>	
	Deliver enhanced Training and Development to Housing Teams and RSLs that operate across GM	<i>Using the new elearning as a handrail, seek opportunities to engage with teams working in general population housing and homelessness prevention to demonstrate the additional support that members of the AF community can access</i>	CT	<b>Y1-5</b>	
	Develop an AF community offer under the GM Good Landlords Charter	<i>Work alongside GMCA Homelessness Prevention Team to understand how the AF community can better access good landlords on transition to civilian life and thereafter</i>	CT / JD	<b>Y1</b>	
<b>The AF Community and the Law</b>					
<b>Veterans and their families leave the Armed Forces with resilience and awareness to remain law abiding citizens</b>	Legal support for members of the AF community who are perpetrators of crime	<i>Map the legal services across GM for those who may need support in the justice system</i>	CT	<b>Y1</b>	
	Coherent directory of support for those who are victims of crime	<i>Map the provision of support for those who are victims of crime and are also members of the AF community</i>	CT	<b>Y1</b>	
	Fully mesh the Armed Forces Community Agenda in the GM Adult Offenders Management Board	<i>Collaborate to design a programme that works alongside support for the wider offender cohort</i>	AS / CT	<b>Y1</b>	
		<i>Develop relationships with the National Probation Service (High Risk Offenders and MAPPA) and Community Wellbeing Service to support veterans in the justice system.</i>	AS / CT	<b>Y2</b>	
	Work alongside Groundworks to grow and strengthen the GM 5 x VICSO network	<i>Understand barriers to better supporting Veterans in custody</i>	CT	<b>Y1</b>	
		<i>Create a pack for VICSOs supporting Veterans returning to GM post-custody</i>	CT / TM	<b>Y2</b>	
		<i>Understand the quantum of Veteran offenders to provide rehabilitation support to on an annual basis</i>	CT / AS / TM	<b>Y1-2</b>	
	Understand the needs of Veterans receiving non-custodial sentences	<i>Work with GMP HMPPS and Op NOVA to create a pathway of support</i>	CT / AS / SL	<b>Y1</b>	



## Greater Manchester Combined Authority

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We, the undersigned, commit to honour the Armed Forces Covenant and support the Armed Forces Community. We recognise the value Serving Personnel, both Regular and Reservists, Veterans and military families contribute to our business and our country.

Signed on behalf of:

Greater Manchester Combined Authority

Signed: \_\_\_\_\_

Name: Andy Burnham \_\_\_\_\_

Position: Mayor of Greater Manchester \_\_\_\_\_

Date: \_\_\_\_\_

# The Armed Forces Covenant

An Enduring Covenant Between

The People of the United Kingdom

Her Majesty's Government

– and –

All those who serve or have served in the Armed Forces of the Crown

And their Families

The first duty of Government is the defence of the realm. Our Armed Forces fulfil that responsibility on behalf of the Government, sacrificing some civilian freedoms, facing danger and, sometimes, suffering serious injury or death as a result of their duty. Families also play a vital role in supporting the operational effectiveness of our Armed Forces. In return, the whole nation has a moral obligation to the members of the Naval Service, the Army and the Royal Air Force, together with their families. They deserve our respect and support, and fair treatment.

Those who serve in the Armed Forces, whether Regular or Reserve, those who have served in the past, and their families, should face no disadvantage compared to other citizens in the provision of public and commercial services. Special consideration is

appropriate in some cases, especially for those who have given most such as the injured and the bereaved.

This obligation involves the whole of society: it includes voluntary and charitable bodies, private organisations, and the actions of individuals in supporting the Armed Forces. Recognising those who have performed military duty unites the country and demonstrates the value of their contribution. This has no greater expression than in upholding this Covenant.

### Section 1: Principles Of The Armed Forces Covenant

1.1 We, Greater Manchester Combined Authority, will uphold the key principles of the Armed Forces Covenant, which are:

- *no member of the Armed Forces Community should face disadvantage in the provision of public and commercial services compared to any other citizen;*
- *in some circumstances special consideration may be appropriate especially for the injured or bereaved.*

## Section 2: Demonstrating our Commitment

2.1 Greater Manchester Combined Authority recognises the value serving personnel, reservists, veterans and military families bring to Greater Manchester. We will seek to uphold the principles of the Armed Forces Covenant, by:

- *continuing to work in partnership across the ten local authorities of Greater Manchester and other public and third sector organisations to create a coherent gold standard of provision for the Armed Forces community;*
- *seeking to embed the principles of the 2021 Amendment to the Armed Forces Act wherever possible, so that the duty of due regard to Service in the military is not only upheld but is a guiding principle in all we do;*
- *providing leadership, best practice and support to the transformation of the minimum guaranteed offer for the Armed Forces Community in Greater Manchester;*
- *create and adhere to a rolling 5 year roadmap, with inherent action-centred planning to ensure that our Armed Forces Community receives the utmost support when it needs it, from public sector bodies that are aware, responsive and determined to prevent disadvantage;*
- *continue to improve the Greater Manchester programme for the Armed Forces Community that delivers practical and tangible effect in delivering the Armed Forces Covenant;*
- *promoting the fact that we are an Armed Forces-friendly organisation;*

- *seeking to support the employment of veterans young and old and working with the Career Transition Partnership and other employment service providers, in order to establish a tailored employment pathway for Service Leavers;*
- *striving to support the employment of Service spouses and partners, both within the organisation and promoting their employment through the wider Armed Forces Covenant Delivery Plan;*
- *endeavouring to offer a degree of flexibility in granting leave for Service spouses and partners before, during and after a partner's deployment;*
- *seeking to support our employees who choose to be members of the Reserve forces, including by accommodating their training and deployment;*
- *offering support to our local cadet units, either in our local community or in local schools;*
- *supporting the local authorities of Greater Manchester's participation in Armed Forces Day;*

2.2 We will publicise these commitments through our literature and/or on our website, setting out how we will seek to honour them and inviting feedback from the Service community and residents of Greater Manchester on our performance.

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## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: Greater Manchester Investment Zone

Report of: Councillor Bev Craig, Portfolio Lead for Economy & Business

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### Purpose of Report

Greater Manchester was invited to submit a proposal for an Investment Zone in the March 2023 Budget, alongside the 10-year retention of growth in Business Rates growth and Growth Zones. The Investment Zone programme will provide the city region with an initial £80m over 5 years to invest in growing advanced materials and manufacturing; the government has since announced that this will be extended to £160m over 10 years.

Since then, GMCA has been working with government and partners across the city region to prepare proposals for the Investment Zone. This has aligned with the overall Greater Manchester Investment Plan, which will deploy the range of new tools in a strategic and integrated way to deliver agreed priorities in the Greater Manchester Strategy – such as the Growth Locations – and the Frontier Sectors in the Local Industrial Strategy.

GMCA has successfully progressed through five ‘gateways’ set by government to articulate and justify the proposals for the Investment Zone. At the GMCA meeting on 23<sup>rd</sup> February, authority was delegated to the GMCA Chief Executive Officer and Treasurer, in consultation with the Economy Portfolio Chief Executive and Leader, to negotiate project funding allocations in 2024-25. It was also agreed that a further update would then be provided to the GMCA, following Ministerial approval, confirming the project allocations in 2024-25, and overall indicative allocations across the programme as a whole.

In April, government signed a Memorandum of Understanding with GMCA to formally agree the funding proposals and transferred the funding allocation for 2024/25 to GMCA. This paper sets out the indicative project allocations for the overall Investment Zone programme alongside the allocations for 2024-25.

### Recommendations:

The GMCA is requested to:

1. Note the update, following Ministerial approval, confirming the project allocations in 2024-25, and overall indicative allocations across the programme as a whole.

## **Contact Officers**

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## **Equalities Impact, Carbon and Sustainability Assessment:**

Pending

## **Risk Management**

Pending

## **Legal Considerations**

Pending

## **Financial Consequences – Revenue**

The proposed revenue investments in the Investment Zone programme will be funded by the Department for Levelling Up, Housing and Communities. This will be drawn down each year from the department subject to its agreement.

## **Financial Consequences – Capital**

The proposed capital investments in the Investment Zone programme will be funded by the Department for Levelling Up, Housing and Communities. This will be drawn down each year from the department subject to its agreement.

## **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

Yes

## **Exemption from call in**

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

No

**Bee Network Committee**

N/A

**Overview and Scrutiny Committee**

N/A

# 1. The Investment Zone process

- 1.1. The March 2023 budget announced the Trailblazer Devolution Deal and Investment Zones policy, giving Greater Manchester a range of new tools to support economic growth. These included Growth Zones, an Investment Zone, and the retention of 100 per cent of the growth in Business Rates for 10 years. Greater Manchester chose to use the Investment Zone to support growth and innovation in the Advanced Materials and Manufacturing sector.
- 1.2. Following the announcement it was agreed that an Investment Plan would be developed for Greater Manchester, so that those new resources could be deployed in a strategic and integrated way to deliver agreed priorities in the Greater Manchester Strategy – such as the Growth Locations – and the Frontier Sectors in the Local Industrial Strategy. The development of the Investment Zone proposal for the Government is part of the overall Investment Plan, focused on Greater Manchester's priorities.
- 1.3. The developing Investment Plan will set out investments in physical assets to meet Greater Manchester's economic priorities, identifying projects, and funding gaps that prevent these opportunities from advancing. The Investment Zone has accelerated this process for Advanced Materials and Manufacturing in Greater Manchester and will continue through the Investment Planning process.
- 1.4. Investment Zones are intended to catalyse a small number of high-potential clusters in areas in need of levelling up to boost productivity and growth. The government has been working with places via a structured conversation to co-develop and iterate proposals, with Mayoral Combined Authorities (MCAs) leading proposals. Proposals have been co-designed with local partners including universities, at least one of which must co-sign the final proposal.
- 1.5. GMCA is proposing to use, wherever possible, existing governance structures, so that the Investment Zone is bound into existing priorities and avoids duplication. The GMCA will be the accountable body and will take responsibility for receiving funding from government where relevant, and commissioning and procuring interventions.

Each Investment Zone is receiving a funding envelope of £80 million for the first five years, which Greater Manchester will distribute as flexible grant funding. Areas can also designate up to two Business Rates Retention sites, where they can retain growth of Business Rates with no reset for 25 years to reinvest into the programme.

- 1.6. The government set out a Gateway process through which areas' proposals would be co-developed and iterated. GMCA has successfully progressed through five 'gateways' set by DLUHC to articulate and justify the proposals. In March, after a final review of the plans, Government signed a Memorandum of Understanding with GMCA to formally agree the funding proposals. DLUHC transferred the funding allocation for 2024/25 to GMCA in early April.
  
- 1.7. It is important to note that it is not a requirement to deploy the Flexible Spend portion of the Investment Zone policy offer in any specific bordered geographical areas of the city-region: as long as interventions can be proven to drive growth in the Priority Sector and support the cluster, interventions can be deployed anywhere in the conurbation.

#### Development of the package:

- 1.8. Working with universities and private sector partners, interventions have been developed to increase the scale and competitiveness of the city region's materials and manufacturing sector. The Investment Zone package is based on an evidence base that GM has developed over several years: the Local Industrial Strategy identified advanced materials and manufacturing as a local strength, and further analysis in the Greater Manchester Independent Prosperity Review set out the areas of specialism and economic complexity in different parts of the city region. In 2021, the city region's Graphene and Advanced Materials & Manufacturing Alliance (GAMMA) commissioned a review of specialist clusters in GM, their interactions with the wider economy, and their specific obstacles to growth and innovation. In November 2022, Innovation GM published its Innovation Plan, identifying sustainable advanced materials as a priority for investment, and setting out measures to strengthen connections between the R&D base and industry.
  
- 1.9. Analysis of the sector shows longstanding constraints to growth, from a shortage of specialist premises for advanced manufacturing and room for scaling businesses to grow, to a lack of seed finance, to limited management capabilities in small

businesses. Greater Manchester will invest in a range of interventions to lessen each of these sector-specific constraints.

1.10. The projects within the Greater Manchester package, though run by individual organisations, are complementary and interact to support different parts of the sector. The projects will:

- Address the need for existing businesses to adopt new technology with translational research programmes, skills programmes to build a pipeline of talent, and the preparation of large sites to support growing firms to scale-up.
- Support academics, spinouts, and entrepreneurs to commercialise Intellectual Property with targeted support and specialist Research & Development (R&D)-focused developments. Subsidised finance from GMCA and in-kind support from universities and business experts will help incubate innovative firms to grow within GM, addressing the low R&D intensity of business.

1.2. To develop a package of measures that aligns with Government's criteria and GM strategic priorities, GMCA officers worked with Districts, Universities and other partners to prepare proposals. The projects were assessed to make sure that they met the Minimum Requirements set out in the Government's guidance. Officers also worked with the Districts, Universities, Innovation Greater Manchester, GAMMA, and other partners to identify opportunities to join up proposals, where there are potential links, overlaps or duplication over the subsequent months. These plans were then finalised and agreed with government in Spring 2024. A full description of the Investment Zone process was set out in the paper brought to the GMCA meeting on 23<sup>rd</sup> February 2024.

## 2. The GM Investment Zone package

2.1. The set of projects in the package covers each category of interventions from the Investment Zone 'menu' set out in the Government's policy prospectus. However, it should be noted that the Advanced Materials and Manufacturing sector in GM is complex, and the range of interventions being put forward will target different areas of need across the city region. Subject to final agreement from the Government, the programme will invest in:

- £4.8 million for Atom Valley research and innovation programmes to be delivered through Sustainable Manufacturing & Materials Centre (SMMC), and the infrastructure needed to make Atom Valley work: £10 million for enabling infrastructure for key employment sites, and £5.2 million to complete the Atom Valley Innovation Centre.
- ID Manchester as the largest private sector investment in this sector in Greater Manchester, £15 million to accelerate the redevelopment of the site and £5 million to drive research and innovation through the ID Manchester Advanced Manufacturing & Materials Cluster programme.
- £15 million towards investments in the wider supporting innovation ecosystem. Other significant assets in the city region which are not in the geographical areas above that have the potential to make a significant contribution to developing Greater Manchester's Advanced Manufacturing & Materials cluster. This includes:
  - The Acoustics Innovation Institute (University of Salford).
  - AMMIC – the Centre for Advanced Manufacturing and Sustainable Materials Innovation (Manchester Metropolitan University).
  - NERIC – the North of England Robotics Innovation Centre (University of Salford).
  - Further development of employment sites in Ashton Moss / Future St Petersfield (Tameside) for Advanced Materials and Manufacturing.
- Four projects to provide the pipeline of skills and project development, and direct support for businesses, developing an ecosystem at a scale which can have a national impact:
  - £10 million for a Revolving Investment Fund to directly invest in businesses in the Advanced Manufacturing & Materials sector.

- £5 million for programmes to support businesses, building on the success of Made Smarter, developing supply chains, and to support international investment into the sector.
- £5 million for skills development, including with the University of Bolton.
- £2 million for a Planning & Development fund, which Districts can draw from to develop Advanced Manufacturing & Materials projects.
- The remaining £3 million of funding, will be used for the administration and delivery of the programme, in line with Government requirements.

2.2. Alongside the flexible funding, GMCA can nominate two sites of up to 600 hectares in total where Greater Manchester can retain the growth of business rates for 25 years. Under DLUHC guidance, any retained business rates must be spent on measures that provide for local economic growth within the region, support the priority sector within the Investment Zone, and represent value for money for the government. In the GM proposal, these are:

- The Manchester-Salford 'Smile': a site connecting the ID-Manchester development to the Salford Crescent regeneration area.
- The Northern Gateway: a portion of the Atom Valley site.

The boundaries for these Investment Zones were agreed at the GMCA meeting on 26<sup>th</sup> January 2024.

#### 2024/25 allocations:

2.3. The Flexible Funding for the Investment Zone is released in annual tranches over the first 5-year period. In year 1 (2024-25) there is £4.8 million capital funding and £4.1 million revenue funding available for allocation.

2.4. The total fund, as well as each year's allocation, is split between a 60% capital allocation and a 40% revenue. Revenue allocations can be converted to capital, but not vice versa.

2.5. In February, GMCA delegated authority to the GMCA Chief Executive Officer and Treasurer, in consultation with the Economy Portfolio Chief Executive and Leader, to negotiate project funding allocations in 2024-25 with government.

2.6. Projects have been prioritised according to preparedness, need, and their implications for generating future Business Rates revenues. Delivering the full potential of the Investment Zone interventions to grow Advanced Manufacturing & Materials will require some projects to be accelerated, investment to take place in way which maximises the leverage of matched funding by partners, and for early development funding to be provided where investments will be realised over a longer timescale.

2.7. For example, acceleration of the ID Manchester re-development can increase the benefits for the sector and increase Business Rates revenues which can then be re-invested in projects. Other projects, such as the investments in the Acoustics Centre at the University of Salford and the Atom Valley Innovation Centre need to be at fixed times to leverage other sources of investment.

2.8. However, there is very limited flexibility in the grant allocations from the Department for Levelling Up.

2.9. GMCA officers are therefore working with project leads to ensure that capital projects receive funding when it can have most impact, rather than when it is made available from the Department for Levelling Up. Work is underway to agree options for cash-flowing the £15m of investment into ID Manchester for re-development so that it takes place in the first two years of the programme to accelerate the growth of Business Rates revenues – releasing further resources for the Investment Zone programme in later years – and mean that other time-specific capital allocations can be made.

### *Addressing Funding Gaps*

2.10. While the £80m of initial funding for Investment Zone projects is welcome, it is not sufficient to deliver the full opportunities of all the projects. For example, funding gaps remain on both the acceleration of ID Manchester and the infrastructure for the development of Atom Valley. Other programmes could also be scaled up if the resource was available.

2.11. The Government announced in the Autumn Statement that the Investment Zone programme would be extended from 5 to 10 years, along with an additional £80m of



funding. However, the guidance for this funding has not yet been published. The growth in revenues in the Investment Zone Business Rates retention areas agreed with the Department for Levelling Up, will also have to be reinvested into Advanced Manufacturing & Materials through the Investment Zone programme.

2.12. Officers are working with project leads to address funding gaps as part of the overall Investment Plan process, considering all the available funding sources and bringing together priorities for developing the Growth Locations and Frontier Sectors.

### *Capital – Year 1 Allocations (2024-25)*

2.13. The initial allocations will accelerate early development and support project leads to plan and prepare programmes for the remaining years of the programme:

- **Around £2.0m capital will be drawn down from Government as the initial payment for ID Manchester infrastructure** which will fund early development of the site and bring forward completion dates.
- **Around £0.02m capital will be allocated to the ID-Manchester cluster programme.** An incubation programme for small businesses, this small amount of funding will be used for materials and equipment for the collaborative R&D projects.
- **Around £2.0m capital will be allocated for the supporting ecosystem, funding the development of the Acoustics Innovation Institute at the University of Salford.** IZ funding fills a viability gap for the University of Salford, which is contributing substantial match funding to the development. An outline planning application for the site is under review by Salford City Council, who are expected to reach a decision in March. Reserve matters for the Acoustics Institute would follow, and would be ready to begin development in late 2024. **Subject the University confirming the rest of the funding, this would be the first allocation with further funding to follow in future years up to a total value of £6m.**
- **£0.3m capital funding will be allocated to the revolving Advanced Materials & Manufacturing Investment Fund.** The revolving investment fund will provide debt and equity finance to advanced materials and manufacturing businesses throughout the city region. Capital investment to finance development and equipment costs, and revenue for staffing and other personnel costs (see revenue allocations below).

- From the Skills allocation **around £0.5m capital will be allocated to the University of Bolton to fit out the Centre for Advanced Manufacturing** with new equipment, advanced manufacturing training machines, and robotics for demonstration and skills courses. This will support the provision of T-Levels and other qualifications, while enabling the University to invite school groups to use the equipment and receive introductions to advanced manufacturing.

#### *Revenue – Year 1 Allocations*

- **Up to £0.8m revenue funding will be allocated to complete stage 1 of preliminary design work for the Western Access (Local Highways Infrastructure) project for Northern Gateway, alongside the development of the full funding package.**
- **Up to £0.75m revenue funding will be allocated to build capacity at the Sustainable Materials and Manufacturing Centre at Atom Valley, subject to a business case being approved.** This will include providing support to the GAMMA network and the development of the Advanced Machinery & Productivity Institute (AMPI).
- **Around £0.2m revenue funding will be allocated to the ID-Manchester Cluster programme,** subject to a business case being approved, supporting the onboarding of staff and the preparation of the R&D and business support services for years 2-5. This will build on existing programmes run through the University of Manchester’s Bridging the Gap.
- **Up to £0.2m revenue funding will be allocated to the initial stand up costs for the Advanced Materials and Manufacturing Innovation Centre at Manchester Metropolitan University.** Funding will apply academic technological expertise combined with business capacity building to GM businesses, utilising PrintCity Network; Manchester Fuel Cell Innovation Centre, and GM Innovation Accelerator projects - the Centre for Digital Innovation and the Greater Manchester Electrochemical Hydrogen Cluster.
- **£0.8m revenue funding will be allocated to the revolving Advanced Materials & Manufacturing Investment Fund** (alongside the capital allocation above). This portion will finance staffing and other revenue costs.
- **£0.1m revenue will be allocated to support the University of Bolton to hire and onboard staff for the CfAM** (alongside the capital allocation above). A

limited amount of funding in 2024/25 will allow the University to hire an academy head and operational staff to mobilisation the CfAM while the fit out is ongoing.

- **£1.0m revenue funding will be allocated for planning and development, to allow district planning to hire new staff to increase capacity for authorities working in locations where large-scale development is likely.** The capacity funding will be used to ensure that districts needing to process Investment Zone related planning applications will be able to draw on the support to ensure the necessary planning capacity during both pre-application and application stage of the process to ensure timely approvals.
- **£0.3m revenue funding will be allocated to support the administration of the funding.** This will be used to support administrative costs at GMCA and at the districts, allowing the hiring of additional staff to manage the programme and fulfil government reporting requirements.

### 3. Recommendations

3.1. The GMCA is requested to:

- Note the update, following Ministerial approval, confirming the project allocations in 2024-25, and overall indicative allocations across the programme as a whole.

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## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: Stockport Mayoral Development Corporation (MDC) Delivery Plan 2024 - 2029

Report of: Andy Burnham, Mayor of Greater Manchester and Caroline Simpson (Group Chief Executive)

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### Purpose of Report

To seek approval from the GMCA for the Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan 2024-2029 and the Annual Action Plan which sets out more detail on the commercially sensitive activities the MDC will undertake over the course of 2024 / 2025 to deliver the objectives in the full plan. The **confidential** Annual Action Plan is included as **Part B** of this report.

### Recommendations:

The GMCA is requested to:

1. Approve the Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan May 2024 – March 2029 (Annex A).
2. Approve the Stockport Town Centre West Mayoral Development Corporation's Action Plan May 2024 – March 2025 (Part B).

### Contact Officers

[Andrew McIntosh](#) – Place Director

[David Hodcroft](#) – Infrastructure Lead

# Equalities Impact, Carbon and Sustainability Assessment:

**Recommendation - Key points for decision-makers**

*The impacts are positive overall. There was insufficient technical detail to complete some aspects of the assessment given the strategic nature of the document (it's not a planning application).*

**Impacts Questionnaire**

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	See question 3. See question 3. The MDC will look to provide inclusive opportunities in the new homes that it will deliver by providing a range of types and tenures to all income groups. It will also ensure that Town Centre West has the correct social infrastructure to deliver equality for the residents of the Town Centre See Question 3. See question 3.
Health		
Resilience and Adaptation		
Housing	G	The MDC already over 1,000 new homes completed or currently in construction and will continue this pace of delivery by completing at least 250 new homes per year to 2029. Town Centre West is a previously developed urban area with a number of redundant or underused buildings, several of which will be redeveloped or brought back into use as part of MDC led development. As per question 2.
Economy	G	It is anticipated that the MDC's actions will have significant, beneficial impacts on the economies of Stockport and the wider Greater Manchester conurbation. See question 1. See question 1. See question 1. See question 1. See question 1.
Mobility and Connectivity	G	The MDC has brought forward a new transport Interchange at the centre of the town centre with walking and cycling bridges and connectivity. Working with Stockport Council, TfGM, and the wider Rail Industry Working Group established, the MDC will support delivery of the redevelopment of Stockport Station Redevelopment and outline business case for Metrolink extension, alongside comprehensive packages of highways improvements and active travel infrastructure across Town Centre West. See question 3. See question 3. See question 3.
Carbon, Nature and Environment	G	Will deliver a netgain in biodiversity as required by national legislation. An assesment of the projects carbon budget is being undertaken and a feasibilty study for a heat network has been completed.
Consumption and Production	N/A	
Contribution to achieving the GM Carbon Neutral 2038 target		
<b>Further Assessment(s):</b>	Carbon Assessment	
<b>G</b> Positive impacts overall, whether long or short term.	<b>A</b> Mix of positive and negative impacts. Trade-offs to consider.	<b>R</b> Mostly negative, with at least one positive aspect. Trade-offs to consider.
		<b>RR</b> Negative impacts overall.

## Risk Management

See paragraphs 1.6 to 1.7.

## **Legal Considerations**

There are no legal considerations.

## **Financial Consequences – Revenue**

There are no direct financial consequences to the GMCA.

## **Financial Consequences – Capital**

There are no direct financial consequences to the GMCA.

## **Number of attachments to the report: 1**

## **Comments/recommendations from Overview & Scrutiny Committee**

N/A

## **Background Papers**

- The Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan May 2023 – March 2028
- The Stockport Town Centre West Mayoral Development Corporation's Action Plan May 2023 – March 2024
- The Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan May 2022 – March 2027
- The Stockport Town Centre West Mayoral Development Corporation's Action Plan May 2022 – March 2023
- The Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan May 2021 – March 2026
- The Stockport Town Centre West Mayoral Development Corporation's Action Plan May 2021 – March 2022
- The Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan May 2020 – March 2025
- The Stockport Town Centre West Mayoral Development Corporation's Action Plan May 2020 – March 2021
- Greater Manchester Economy, Business Growth and Skills Overview and Scrutiny Committee 12 June 2020
- Stockport Mayoral Development Corporation to the GMCA on 29 March 2019

- Stockport Council Report to the Corporate, Resource Management & Governance Scrutiny Committee on the 6 August 2019
- The Stockport Town Centre West Mayoral Development Corporation (Establishment) Order 2019 (S.I. 2019/1040)
- Stockport Mayoral Development Corporation Report to the Joint AGMA/GMCA Board on 11 January 2019 Town Centre Challenge
- Stockport Council Cabinet Report on the Creation of a Mayoral Development Corporation in Stockport's Town Centre West – 18 December 2018
- Town Centre Challenge Report to GMCA on 28 September 2018
- Town Centre Challenge Report to GMCA on 26 January 2018

### **Tracking/ Process**

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

Yes

### **Exemption from call in**

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

### **Bee Network Committee**

N/A

### **Overview and Scrutiny Committee**

N/A



# 1. Introduction/Background

- 1.1 In September 2019, the Mayor of Greater Manchester used his devolved powers to establish a Mayoral Development Corporation (MDC) for Stockport Town Centre West, in collaboration with Stockport Council and Homes England.
- 1.2 The MDC has a clear remit to take forward the GMCA and Stockport Council's ambitious plans for the regeneration of Town Centre West, delivering new homes and growth as well as the long-term vision for the area set out in Stockport Council's Strategic Regeneration Framework.
- 1.3 The Strategic Regeneration Framework (SRF) sets out how up to 4,000 new homes and 1,000,000ft<sup>2</sup> of new employment floorspace could be delivered across Town Centre West over the next fifteen years.
- 1.4 The SRF presents an ambitious long-term vision for Town Centre West, based on the MDC's guiding principles of Community, Innovation, and Sustainability, and is intended to inspire, excite, and engage with existing and future residents and businesses as well as with developers and investors.
- 1.5 Since its creation in 2019 Stockport MDC has established itself as a credible and effective regeneration delivery vehicle that has changed perceptions of the town with residents and visitors, the investor and developer markets, and the wider public sector. In this time the MDC has overseen delivery of a range of schemes across both commercial and residential development, infrastructure, and public service transformation. These fully delivered and on-site schemes are part of a wider 'first phase' pipeline that has seen c.1,100 new homes and 170,000 sq. ft. new commercial floorspace move into advanced stages of delivery.
- 1.6 To support oversight by both Stockport Council and the GMCA, the MDC produces a Strategic Business Plan which sets out strategic objectives and delivery commitments that will drive the MDC's work over the coming five-year period to

deliver the ambitions set out in the SRF. It is supplemented by the Annual Action Plan which contains an additional level of detail about what the MDC will achieve in each year. The Business Plan enables the GMCA and Council to exercise oversight and control of the MDC and be assured that that the MDC is acting in a manner which is consistent with their priorities.

- 1.7 The MDC Board (on which the GMCA is represented) meets quarterly and oversees the work of the MDC, providing expertise, managing risk, and addressing issues as appropriate.
- 1.8 The MDC Business Plan complements Stockport Council's plans for town centre residential and infrastructure development, as well as its key priority around sustainability. It is also consistent with GMCA's priorities for town centre regeneration, carbon neutrality, and brownfield development.
- 1.9 The MDC's Board approved its updated Business Plan in March 2024, while Stockport Council's Economy & Regeneration Scrutiny Committee and Cabinet will consider the plan this month. The GMCA is now asked to consider and approve the updated Business Plan, attached at Appendix A.

## **2. Governance and Accountability of the MDC**

- 2.1 The MDC is governed by its Board with Eamonn Boylan as the Interim Chair. The GMCA and Homes England are both represented on the Board along with political representation from Stockport Council.
- 2.2 The Strategic Business Plan is supplemented by a confidential Annual Action Plan (attached as Appendix 2) which sets out more detail on the commercially sensitive activities the MDC will undertake over the course of 2024 / 2025 to deliver the objectives in the full plan.

### 3. Strategic Business Plan

3.1 The full Strategic Business Plan 2024-2029 is attached at Appendix 1. In summary, over the period 2024 – 2029, the MDC will deliver against the following commitments:

Theme	Delivery commitment	Commitment
Housing a growing community	1	The MDC will, as a minimum, bring forward 1,000 new homes by 2024. It will aim to continue this pace of delivery by completing at least 250 new homes - of all types and tenures for all income groups - per year through this Strategic Business Plan period to 2028.
People at the heart of delivery	2	The MDC will take a proactive approach to maximising the social value of investment in Town Centre West, ensuring that residents benefit from regeneration at every stage through the creation of a Social Value Framework
	3	The MDC will bring forward schemes for <b>meanwhile use</b> of sites and buildings awaiting development which support the formation of new communities and nurture existing ones within and surrounding Town Centre West
	4	Working in partnership with Stockport Council, the MDC will support ongoing work to identify and bring forward credible schemes to expand and improve healthcare, primary education and early years facilities and public spaces in the Town Centre
	5	The MDC will utilise and promote <b>inclusive design</b> principles into our approach to the built environment recognising the different ways that people experience and use buildings and public spaces
Communications, external relations and engagement	6	Through its communications partners, the MDC will: <ul style="list-style-type: none"> <li>• Raise its profile as an exemplar regeneration delivery vehicle.</li> <li>• Raise awareness of the transformation taking place with new and existing residents</li> </ul>

		<ul style="list-style-type: none"> <li>Seek opportunities to expand our understanding of the needs and aspirations of new and existing residents of Town Centre West and surrounding communities to inform our delivery</li> </ul>
Environmental sustainability	7	<p>Over this planning period we will transition to all new development within Town Centre West being carbon neutral in operation and work with key partners to support innovation in construction methods and materials to bring about transformational reductions in embodied carbon.</p> <p>We will also promote and seek to embed innovative practice in key priority areas to reduce the greenhouse gas emissions of Town Centre West as a whole and ensure we are playing a leading part in delivering Stockport and Greater Manchester's ambitions to achieve carbon neutrality by 2038.</p>
Enhancing connectivity	8	Over this planning period we will work with communities to shape opportunities to enhance the natural assets of Town Centre West, making them focus recreational and ecological assets. We will seek to harness new investment streams arising from recent biodiversity net gain legislation to contribute to this work and deliver transformational benefits for Town Centre West and the wider borough.
	9	Working with Stockport Council, TfGM, and the wider Rail Industry Working Group established in 2021, the MDC will support delivery of the redevelopment of Stockport Station Redevelopment and outline business case for Metrolink extension, alongside comprehensive packages of highways improvements and active travel infrastructure across Town Centre West.
Employment and economic growth	10	The MDC will work closely with partners including Stockport Council and TfGM to maximise the ambition around sustainable transport in and through Town Centre West.

Innovation and future proofing	11	<p>The MDC will maximise its contribution to the creation of good quality jobs and economic activity both directly in Town Centre West and indirectly in the wider Town Centre through:</p> <ul style="list-style-type: none"> <li>- Leveraging the scale of investment in development in Town Centre West to act as a catalyst for growth of employment and skills opportunities in the construction sector for Stockport residents, especially in relation to modern, green methods of construction</li> <li>- Delivering new employment workspace</li> <li>- Seeking to match the provision of employment floorspace with end users who are committed to the creation of good quality jobs and the flourishing of Stockport as a strategic growth location for Greater Manchester</li> <li>- Partnering with organisations in the foundational, digital, and green sectors to utilise Town Centre West as an incubator of innovation and inclusive growth.</li> <li>- Collaborating with Stockport Council and other partners to attract major employers to the town centre, including the relocation of Stepping Hill hospital.</li> </ul>
Investment	12	<p>The MDC will carry out annual innovation deep dives into priority-built environment innovation use cases, starting with building management in 2024-25.</p>
Governance, leadership & capacity	13	<p>Stockport MDC will continue to explore private and public sector investment appetite in development opportunities in Town Centre West, including through the creation of a long-term place-based investment partnership.</p>

## **4. Recommendations**

4.1 Recommendations are found at the beginning of this report.

**Appendix 1 - The Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan May 2024 – March 2029**

See Attached.

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Stockport Town Centre West  
Mayoral Development  
Corporation

**DRAFT Strategic Business  
Plan, 2024-2029**

## Chair's foreword

In July 2023 I was invited to take on the role of Interim Chair of Stockport MDC following the death of Lord Kerslake. Through his leadership of the MDC Board since January 2020 Bob was the driving force behind the MDC's early success. His experience, direction, insight and passion for tackling some of the biggest challenges of our times shaped the culture, strategy and operations of the MDC from the outset. The Business Plan that follows, the fifth since the MDC was created in 2019, records achievements across many of the programmes of work which Bob championed and, in a number of cases, instigated. It also sets out credible but ambitious plans which bear the hallmark of his vision and unparalleled expertise. His commitment to Stockport and the MDC was rooted in a belief that what was being created here was a model of national significance. The plans set out below are intended to create a legacy worthy of his belief.

Since its creation in September 2019, the MDC has successfully transformed from novel concept to proven delivery vehicle. As we enter 2024/25 I'm delighted that several first phase schemes are now complete, including the state of the art transport Interchange, Viaduct Park and the latest phase of Stockport Exchange, the town centre's new business district. In total over 1,100 new homes and over 170,000 sq. ft of office space are now in use or nearing completion. The quality of the schemes behind these numbers demonstrate the ambition of the MDC and our partners to bring forward development in line with our vision, whether that be the restoration of the eighteenth century Weir Mill or the cutting edge engineering methods being applied in the transport Interchange.

The context of these achievements has continued to be hugely challenging with historically high rates of inflation and linked rises in building costs creating significant delivery challenges. At the same time the national housing crisis is playing out in Stockport with rapidly rising housing costs intensifying an already severe homelessness crisis. In environmental terms we are moving rapidly towards the limits of the carbon budgets which will keep us to 1.5 degrees of global warming. Far from knocking us off course, these challenges have redoubled the resolve of MDC partners to continue the long term work of supporting Stockport's transformation into a 'town of the future', a place which is resilient to future shocks.

The progress being made is garnering increased national recognition, with positive coverage of both Stockport and MDC in property industry and wider national press. In 2024 Stockport secured the huge accolade of being named the best place to live in the North West by The Sunday Times. This recognition and profile makes a vital contribution to building local pride in the town.

At a local level, the positivity towards the new facilities, homes and amenities being created is palpable. The opening of the new transport Interchange and Viaduct Park in March, combined with the finale of Stockport's year as Greater Manchester Town of Culture, created an unprecedented buzz with thousands of local residents and visitors flocking to the town. Increasingly local businesses who can now see a future for their growing businesses in the borough as new residents begin to arrive and new high quality office space comes on stream. More and more local people are getting involved in shaping the design of our next phase of development, including homes, new public spaces and community facilities.

As I write the first new residents are moving into the new homes we have created. This is a pivotal moment for the MDC. While our focus has and continues to on delivering hard infrastructure, it is the creation of new communities where people can live happy and healthy lives which is our ultimate goal. Over the last twelve months the MDC Team has moved to a new phase of activity, widening its focus to include:

- Collaboration with private, public and VCSFE partners on the use and animation of the new public spaces and facilities that have been created, ensuring that they are used in ways which realise our ambitions of environmental sustainability, thriving communities and the wider vitality of Stockport town centre.
- Seeking opportunities to develop the social infrastructure which will enable existing and new town centre residents have access to a range of informal and formal facilities, services and organisations they need to thrive.

This work has taken place in parallel with activity already well underway to bring forward the second phase of development in Town Centre West. Over the last twelve months the MDC Team have seen through the creation of a joint venture with English Cities Fund to develop Stockport8, an eight acre site which will create a new neighbourhood of approx. 1,200 new homes along with supporting infrastructure. In the next twelve months the team will complete design work and submit a hybrid planning application for the scheme.

This track record of delivery and credible pipeline for the next phase of development means that confidence is high that we can meet our ambition of delivering 4,000 new homes over the next decade – as well as the facilities and amenities which will make Town Centre West a great place to live.

Restoring civic pride in our towns and rebuilding town centres which are sustainable, inclusive and resilient so they are fit for future generations are among the most important public policy priorities we face. For too long regeneration has focused on city centres but Stockport is leading the way, demonstrating that a complementary relationship between cities and towns can be harnessed for great mutual benefit.

The MDC is a key vehicle for delivering on this potential and the years ahead are very exciting indeed.

Eamonn Boylan

Interim Chair, Stockport Mayoral Development Corporation

## Section One: Introduction

This Strategic Business Plan for Stockport Mayoral Development Corporation (MDC) is made up of three elements:

- Firstly, an overview of the purpose of the MDC and the context in which it was established and now operates
- Secondly, a summary of the progress made by the MDC in delivering its overarching aim of regenerating Stockport Town Centre West in the five years since it was established
- Thirdly, a description of the strategic approach the MDC will take over the next five years to continue to deliver on its strategic objectives.

The document concludes with a series of delivery commitments against which the MDC will be held accountable during the period 2024-29.

### **Stockport Mayoral Development Corporation in context**

#### The regeneration of Stockport Town Centre

Over the last decade Stockport has emerged as a national exemplar of town centre regeneration. Through the strong and sustained leadership of the Council, a hugely ambitious £1bn investment programme has delivered new housing and commercial developments, major transport infrastructure enhancements and creation of new public realm. Together these have redefined the town as a cultural, leisure, food and beverage, and visitor destination. In March 2024 Stockport was named the best place to live in the North West by The Sunday Times.

The Stockport Mayoral Development Corporation (MDC) was established in 2019 to accelerate and amplify this success by creating a new exemplar residential neighbourhood in an area of previously developed land to the west of the town centre. As well as being an exemplar urban neighbourhood in its own right, Town Centre West will play a crucial role in the regeneration of the wider town centre – providing homes for a growing population who will in turn support the success of the town which serves all Stockport residents and acts as a strategically important economic centre for Greater Manchester.

The image below demonstrates the diversity and scale of regeneration activity across the whole of the town centre since 2013:



## What is Stockport MDC?

Created in 2019 by the Mayor of Greater Manchester, Andy Burnham, Stockport MDC is a statutory organisation created to bring forward the regeneration of Town Centre West. The interim chair of the MDC is Eamonn Boylan (Chief Executive of the Greater Manchester Combined Authority (GMCA)) and the Board consists of representatives of the Council's main political parties on Stockport Council, GMCA, Homes England and private sector experts. The Council's smaller political parties all attend Board meetings as official observers.

## Town Centre West in context

Stockport is already an exceptional place to live, work and visit. The borough is one of the most successful local economies in Greater Manchester and accommodates the third largest workforce in the city region alongside great schools, cultural attractions, and amenities.

Stockport's success is in part due to its location and exceptional transport connectivity to Manchester city centre, Manchester Airport, Sheffield, Liverpool, Birmingham, and London. Easy access to the Peak District, the Trans-Pennine Trail, and its rivers, canals, and walking routes all contribute to its attractive offer.

These advantages mean that Stockport remains ideally positioned to benefit from changing patterns of investment and urban living and to capitalise on the economic growth in Manchester City Centre and the Greater Manchester region. These factors combine to create a compelling case for Stockport as the location for a significant new residential community to contribute to meeting our need for more housing and ambition to nurture a vibrant town centre.

Town Centre West itself is currently shaped by its industrial land uses and major infrastructure (including Stockport Railway Station and the M60 motorway) while the River Mersey and Hollywood Park provide exceptional natural assets. In common with other town centres the area is strongly characterised by fragmentation of land ownership which makes large-scale change difficult to achieve without a major long-term strategic initiative that brings together the public and the private sectors.

## **Our strategic framework**

### The One Stockport Borough Plan

The One Stockport Borough Plan was developed in 2021 by Stockport Council in partnership with people and organisations across Stockport. It sets out a shared vision for the borough for 2030, so that together we can continue to create a place that works for everyone – businesses, residents, community organisations and charities. It offers an ambitious strategy to improve the lives of everyone who lives, or spends time, in Stockport.

### The Strategic Regeneration Framework for Town Centre West

In the context of the Borough Plan and reflecting the Council's wider regeneration ambitions described above, in 2019 the Council (in its capacity as Local Planning Authority for the area) produced the Strategic Regeneration Framework for Town Centre West (SRF). It was approved in its final form in November 2019 following public consultation.

The SRF sets out the vision and ambition for the regeneration of Town Centre West that the MDC has been created to deliver. The document purposely does not attempt to be prescriptive about the development that could come forward in the area but instead provides an indicative masterplan for how the area could be transformed to accommodate development at-scale while enhancing the way Town Centre West functions and serves its residents.

### The Stockport MDC Strategic Business Plan and Annual Action Plan

The Strategic Business Plan sets out strategic objectives and delivery commitments that will drive the MDC's work over the coming five year period to deliver the ambitions set out in the SRF.

These objectives and commitments are developed in line with our three guiding principles and 9 strategic outcomes:

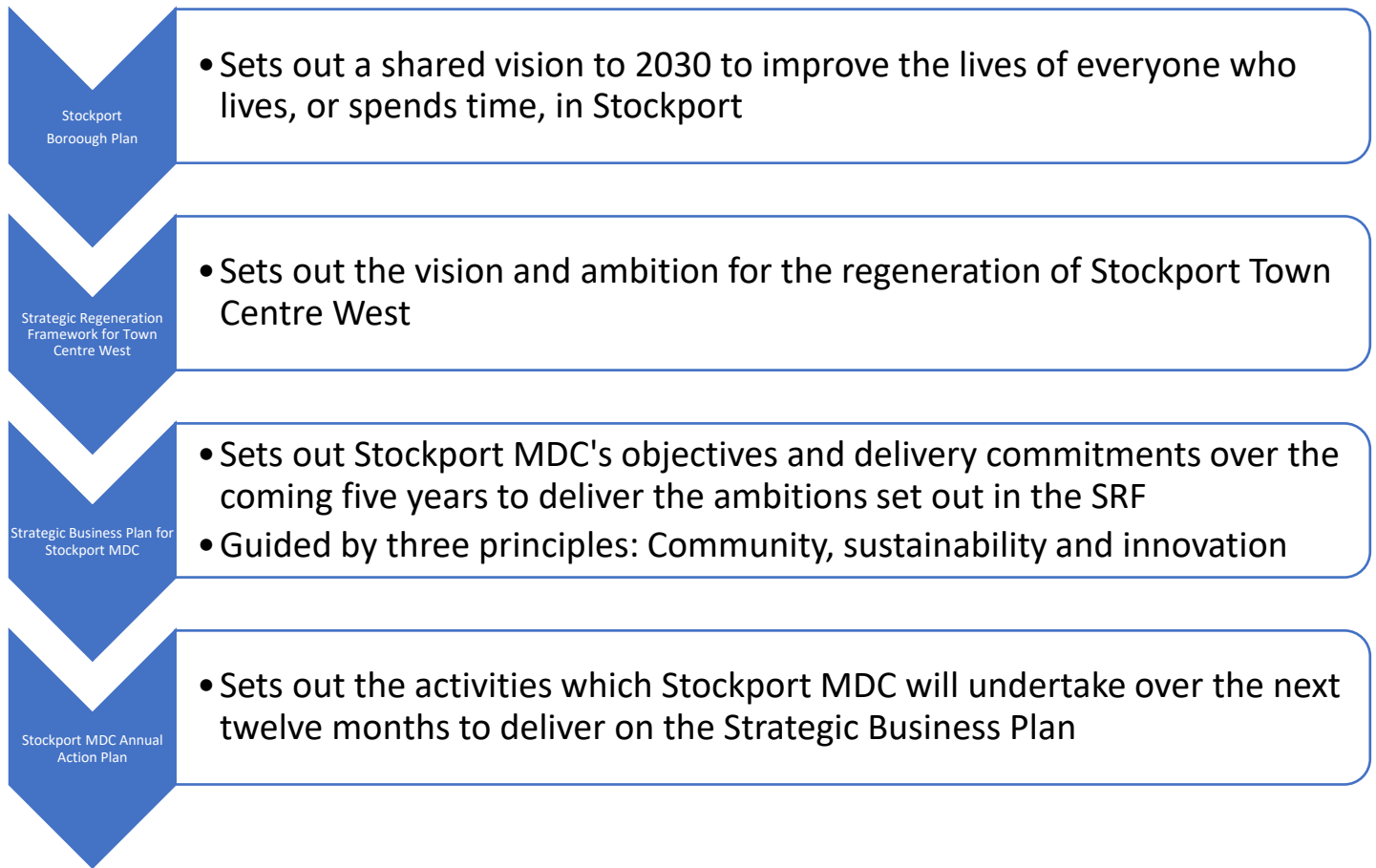
#### Guiding principles

- **Community** – an increased population and enhanced quality of life for all
- **Sustainability** – a sustainable place and more attractive environment
- **Innovation** – a place of progress and an environment shaped for the future

#### Our strategic outcomes

1. Housing a growing community
2. People at the heart of delivery
3. Communications, external relations and engagement
4. Environmental sustainability
5. Enhancing connectivity
6. Employment and economic growth
7. Innovation and future proofing
8. Investment
9. Governance, leadership and capacity

The Strategic Business Plan is supplemented by an Annual Action Plan which contains an additional level of detail about what the MDC will achieve in each financial year.



The diagram below summarises the MDC's strategic framework:

# Creating Town Centre West

Creating Greater Manchester's greenest urban neighbourhood

## Why we're creating Stockport Town Centre West

Over recent decades, the way that we live, work and play has changed. By transforming Town Centre West into an exemplar residential neighbourhood within our town centre we're supporting a transformation which will define Stockport for generations to come:

- ✓ **Creating much needed new homes**
- ✓ **Bringing people + vitality to our town centre**
- ✓ **Tackling inequality and enabling people in Stockport to live happy, healthy lives**
- ✓ **Protecting + enhancing our natural environment**

## What changes will you see



**Up to 4000 new homes**



**New office space for growing businesses**



**Construction jobs + skills opportunities for Stockport residents**



**A more attractive environment + access to the natural environment**



**More dedicated routes for walking + cycling**

**Community**

**An increased population and enhanced quality of life**

- Housing a growing community
- Integrating neighbourhoods
- Supporting the provision of social infrastructure
- Harnessing investment to create opportunities for Stockport's new and existing communities

**Sustainability**

**A sustainable place and more attractive environment**

- Creating a climate friendly place to live, work and play
- Making a positive contribution to Stockport and Greater Manchester carbon reduction goals
- Supporting good quality jobs and an inclusive economy
- Utilising high quality, inclusive design to enable people to live well

**Innovation**

**A place for progress, shaped for the future**

- Resilience and adaptation to environmental change
- Embracing technology to deliver our ambitions



**Stockport MDC** is a statutory organisation created to bring forward the regeneration of Town Centre West. Established by Greater Manchester Mayor, Andy Burnham, in 2019 the MDC is overseen by a Board consisting of representatives from the main political parties, Homes England, Greater Manchester Combined Authority and private sector regeneration experts.





## Section two: Delivery achievements, 2019-2024

### Introduction

Since its creation in 2019 the Stockport MDC has established itself as a credible and effective regeneration delivery vehicle that has changed perceptions of the town with residents and visitors, the investor and developer markets, and the wider public sector. The MDC has already overseen delivery of a range of schemes across both commercial and residential development, infrastructure, and public service transformation. These fully-delivered and on-site schemes are part of a wider 'first phase' pipeline that has seen c.1,100 new homes and 170,000 sq. ft. new commercial floorspace move into advanced stages of delivery. In the section that follows we describe the progress made over the last five years as well as highlighting specific progress over the last year.

### 2023-24: Stockport MDC's year in pictures

2023-24 was a huge year for Stockport MDC. We've seen the completion and opening of the transport Interchange and its rooftop park, the completion of the latest phase of Stockport Exchange, construction work start on Royal George Village, the conclusion of a hugely ambitious 6 month procurement process to select a joint venture partner to develop our £300m Stockport8 scheme and the successful establishment of the joint venture. New tenants have moved into Stockport Exchange and people are already registering their interest in the homes being created at the Interchange and Weir Mill. This progress has been in the context of a packed programme of activity and events across the town centre, including as part of Stockport's year as Greater Manchester Town of Culture.

The scale of change and growing pride in the town has attracted recognition and accolades, with the town ranked as one of the UK's top places to buy a first home, shop and retire! In March 2024 the borough was named the best place to live in the North West. We have also been shortlisted for the Local Government Chronicle Small Team of the Year and The Pineapples Awards 'Place in Progress 2024'.

The images below capture some of the moments along the way:



Press coverage of the announcement of English Cities Fund as preferred joint venture partner for Stockport8, May 2023



Stockport Exchange: Stockport accountancy firm, Hursts, sign up for new headquarters at 3 Stockport Exchange, October 2023 (left); 3 Stockport Exchange completes, December 2023 (right)



Topping out ceremony at Weir Mill, November 2023



Stockport Interchange and Viaduct Park: Stockport Interchange and Viaduct Park, March 2024 (left); Local school children celebrating the opening of Viaduct Park, March 2024 (right)

## Housing a growing community

At the heart of the MDC's mission is building the new homes that Stockport needs as a thriving borough in the country's fastest-growing city region.

### ***Phase 1: Over 1,000 new homes completed or in construction.***

In just five years the MDC has moved rapidly from master planning to delivery of the first phase of development. By March 2024 1,081 new homes will be either completed or in construction across the following schemes and we are on track to exceed our target of 1,100 new homes completed or on site by the end of 2024:

#### **Rise Homes' Mailbox scheme, 117 homes** - completed in February 2020.

This was the town's first new high quality private rental scheme (PRS) for a number of years. This conversion of the former Royal Mail Sorting Office – long derelict and occupying a prominent location in the town centre – as a striking modern apartment block of 117 new homes with ground floor employment use marked a major step forward in reshaping Stockport's residential market.

#### **Capital&Centric's Weir Mill scheme, 253 homes** – on site and due for completion in late 2024.

Capital and Centric's redevelopment of the historic Weir Mill followed their acquisition of the site in 2020. This development scheme reflects the potential for Stockport's heritage assets to play an ever-greater role in defining Stockport's future while respecting and preserving its past. Construction work began in autumn 2022.

#### **Stockport Interchange, 196 homes** – transport elements and park completed March 2024; residential element due for completion in May 2024.

While originally conceived as a transport scheme, the Interchange demonstrates the vision and ambition of the MDC and Stockport Council and our partners. Alongside a new bus station the scheme delivers new homes, transformational infrastructure and public spaces for the town centre, including a two acre park, a new riverside walkway, a new walking and cycling bridge to Stockport Station and 196 new apartments. Led by a partnership of the MDC, Transport for Greater Manchester, Stockport Council, Greater Manchester Combined Authority, and Homes England alongside leading developers Cityheart and Rise Homes, the Interchange scheme shows how devolved infrastructure funding can be used to leverage large-scale public and private sector investment. The design of the scheme has benefitted from significant public engagement and consultation to involve the people of Stockport in the regeneration of their town. The transport element of the Interchange opened in March 2024 and the residential element is due to complete in summer 2024.

#### **Royal George Village, 442 homes** – on site and due for completion in 2026.

Critical to the public service infrastructure of the town centre and the wider borough has been significant investment in Stockport College. A merger with Trafford College in 2018 secured the long term future of the College and on the back of this, we have seen the redevelopment of the Stockport

campus. This investment in the estate and the education offer at the College has made a major contribution to strengthening further education provision in the town centre. It also released 2.9 acres of surplus land adjacent to the campus. Cityheart's 'Royal George Village' scheme will bring forward 442 new homes on this site, a prime location in the southern part of Town Centre West. Construction began in December 2023 and the scheme is due to complete in 2026.

### **Great Places schemes: King Street West (73 homes) and Chestergate (144 homes)**

These two affordable housing scheme will between them bring forward 217 affordable homes, with a mix of rent to buy and affordable rent properties. The King Street West scheme started on site in 2022 and is due for completion in 2024. The Chestergate scheme XXX at Stockport Council's Planning Committee and is due to start on site in Spring 2024 (*to be updated following Committee on 21<sup>st</sup> March*).

### **Phase 2: Our delivery pipeline for 2024-29**

The delivery of the schemes described above has provided a tangible indication of the success of the MDC and creates a very solid platform, giving credibility to our longer-term ambitions and providing confidence to partners and the market about our ability to deliver. The schemes described below make up our second phase of development

### **St Thomas' Gardens**, 68 new homes and an Academy of Living Well with 8 support living homes

The Council and Stockport Homes are working together on the St. Thomas' Gardens scheme which secured planning permission in March 2021 and we anticipate will commence on site in 2024. The scheme will deliver 68 affordable homes which incorporate re-use of heritage buildings, intergenerational living, sustainability and shared greenspace to create a strong sense of community. Alongside this will be the provision of 82 beds of intermediate care which is will contribute to improving the quality of the adult social care offer within the borough.

### **Stockport8**, estimated 1,200 homes

In parallel with delivering the first phase of development described above, the MDC made major progress in land acquisitions and site assembly for the next phase of scheme delivery. Between 2020 and 2023 the MDC successfully negotiated a number of acquisitions in Brinksway and the Station Quarter to create a major new development opportunity in the heart of Town Centre West. The assembled site has an estimated potential to deliver c.1,200 new homes and represents an unrivalled development opportunity in a highly-connected strategic location between Stockport Rail Station and Junction 1 of the M60 that also benefits from the natural assets of Hollywood Park and the River Mersey. In May 2022 the MDC launched a procurement process to identify a joint venture partner to develop the site. The process concluded in Spring 2023 with the selection of English Cities Fund as the joint venture partner. Since autumn 2023 work has been underway on the design of the scheme and the intention is to submit a hybrid planning application in summer 2024.

## People at the heart of regeneration

### Social value

The MDC recognises the important role it plays in leveraging and coordinating social value from development to maximise traction in key priority areas for the MDC and Stockport Council. Over the last five years work in this area has focused on unlocking this potential in three key areas: Construction jobs and skills, social infrastructure and meanwhile use of land and buildings identified for development.

### ***Construction jobs and skills***

The Strategic Regeneration Framework for Town Centre West estimated that the development pipeline would generate approx.. £480m-£530m of construction investment, equating to approximately 650 construction jobs a year for up to 15 years. The scale of this investment represents a powerful opportunity to drive progress on two key challenges linked to the MDC guiding principles of Community and Sustainability: Inequality and Climate Action Now.

To unlock this opportunity, in June 2023 the MDC team convened a working group involving construction contractors, VCSE organisations working with local people to secure skills and job opportunities in the construction sector, Trafford College Group and Stockport Council colleagues to develop proposals for a delivery model which will:

- Bring about a step change in the number of construction skills and employment opportunities for local people
- Drive investment into local construction firms that specialise in environmentally sustainable methods and technologies
- Create inclusive skills pathways for local people to secure good jobs in the sector

The Group developed a series of proposals to create an MDC Construction Hub to deliver on these objectives. At the heart of this model are four work packages:

1. A shared traineeship – a 8-12 week programme to support participants with barriers to employment to progress into apprenticeship or employment in construction, including an opportunity to complete a level 2 multi-trade accreditation
2. A brokerage service – linking candidates with skills and employment opportunities
3. A green technology and construction growth programme involving pre-market engagement activity with local suppliers, from design stage through to supply chain procurement
4. A Stockport construction training network to coordinate and expand skills opportunities

These proposals were approved by the MDC Board in December 2023 and will move into delivery in 2024.

### Social infrastructure

The Strategic Regeneration Framework identified social infrastructure as critical to the success of Town Centre West as a sustainable neighbourhood:

“As an exemplar community the provision of appropriate social infrastructure will be critical to the success of Town Centre West, ensuring that the existing and new communities are well served by schools, doctors, dentists, health centres, specialist homes and public open space”

Recognising this the MDC has been strongly committed to utilizing the development of appropriate social infrastructure as a route to ensuring that investment in Town Centre West has a positive impact on people living in the wider town centre and neighbouring communities.

In 2021 the MDC commissioned Cushman and Wakefield to carry out a social infrastructure study to map existing social infrastructure and model future need. This work created a [digital map](#) and set out a series of recommendations to inform future planning. This included several principles to guide delivery which were subsequently adopted by the MDC:

- **Town Centre first.** Our aim in creating Town Centre West is to create an exemplar urban neighbourhood but also to integrate the people and facilities we’re creating into the wider town centre. Supporting investment in social infrastructure in the wider town centre provides an opportunity to directly benefit wider town centre communities as well as new residents.
- **Optimising the use of existing facilities.** We will seek opportunities to enhance and strengthen existing facilities before replacing them.
- **Sustainability.** We will seek to ensure that enhancing or creating new infrastructure will create facilities which bring environmental benefit rather than contributing to environmental breakdown.

To translate these principles into delivery in 2023 the MDC created a social infrastructure programme, working closely with colleagues across Stockport Council and wider partners. Through this programme we have developed shared population projections and used these to develop outline propositions for investment across health and care, education, leisure, community facilities and public spaces. The MDC is collaborating with colleagues to refine these propositions and secure the investment needed to bring these forward.

## **Meanwhile Use**

The assembly of land and property in the MDC development process – specifically in relation to Stockport8 – has created the opportunity for meanwhile use of sites and buildings awaiting redevelopment. We recognise that these uses can help us to support the nurturing of new and existing communities in Town Centre West and trial new uses prior to permanent redevelopment.

In 2023 we established an MDC Board working group to explore this key area and inform our approach going forward. This group identified that the following social value outcomes could be delivered through meanwhile use opportunities in Town Centre West:

- **Promoting innovation** – encouraging the development and implementation of new ideas, processes, or technologies.
- **Fostering local economic and employment growth** – The MDC is seeking to match the provision of employment spaces with end users who are committed to the creation of good quality jobs and the flourishing of Stockport as a strategic growth location for Greater Manchester.

- **Enhancing environmental sustainability** – The MDC is seeking occupiers that deliver significant biodiversity net gain, carbon reduction benefits and support the MDC’s ambition to make Town Centre West an exemplar green urban neighbourhood.
- **Promoting skills development** – leveraging the scale of investment in development in Town Centre West to act as a catalyst for growth of employment and skills opportunities for Stockport residents.
- **Driving place-making initiatives** – creating vibrant and inclusive spaces that reflect and enhance the identity and character of Stockport

In early 2024 we invited proposals for meanwhile uses which would deliver on these outcomes in three buildings acquired as part of the assembly of land for Stockport8.

## Communications, external relations and engagement

Effective communication of our approach and progress is a key priority for the MDC. This has been motivated by a desire to see the scale of transformation taking place on the ground conveyed to key audiences – building pride in our town and strengthening Stockport’s reputation as a credible and ambitious delivery partner. It has also enabled us to share our approach with others, contributing to peer discussions on lessons learned and ongoing challenges.

A series of communications campaigns and sustained engagement with key journalists has seen sustained positive coverage of the MDC from the property industry press, including features in major industry publications. The regeneration of Stockport more generally has also received significant coverage in national newspapers:

- In 2022 Stockport was described as “One of the coolest little corners of the country” by The Sunday Times
- In 2022 DJ Luke Unabomber declared ‘Stockport is the new Berlin’
- In 2023 Stockport featured in The Sunday Times’ Best Place in Britain to Buy A First Home
- In 2023 Stockport featured in The Telegraph’s top 25 best places to shop in the UK
- In 2023 Ranked in the top twelve best places to retire in the UK by Which?
- In 2024 Stockport was named Best Place to Live in the North West by The Sunday Times

Alongside media engagement we have developed local communications campaigns to promote the MDC and the regeneration of the town centre more generally. This includes producing two editions of the Stockport. Change here. newspaper which we created and delivered to all Stockport households in early 2023 and early 2024, alongside supporting digital promotion.

## Sustainability and carbon reduction

Sustainability is at the core of the TCW masterplan from design to operation. By completion, more than 30 hectares of challenging brownfield land will be redeveloped. The MDC’s commitment to environmental sustainability has informed the design and delivery of development schemes and driven innovative responses to place making:

- **Retrofit and materials re-use:** Throughout development, we have prioritised minimising

embodied carbon emissions by retrofitting existing buildings including the 1960s Royal Mail sorting office into the Mailbox, Grade II listed Weir Mill and St Thomas's Hospital, and advocating for the reuse of existing materials.

- **Sustainable travel:** Creating a walkable neighbourhood is a defining principle of the masterplan for Town Centre West. The delivery of the state of the art transport Interchange, with its accessible walking and cycling routes connecting it to Stockport Railway Station and the wider town centre, has created unparalleled sustainable transport connectivity in the town centre and will make a major contribution to enabling reduced car dependency.
- **Enhancement of green infrastructure:** In our first phase of development we have made major progress in delivering on the vision to double the amount of green space set out in the SRF for Town Centre West. The Transport Interchange features a unique two acre rooftop park as well as the first phase of the new riverside walkways. We have also secured the installation of over 1,500 sq. m. of green walls on the Mailbox, Stockport Exchange and Interchange schemes.
- **Decarbonising the energy system:** We are harnessing the opportunities created by the scale of investment in TCW to accelerate the decarbonisation of the Stockport energy system. We have sponsored detailed feasibility work on a **district heat network** to serve Town Centre West and the wider Town Centre. The first phase study completed in autumn 2022 and concluded that there is potential for a commercially viable Heat Network powered by renewable energy which will make a very significant contribution to carbon reduction within Town Centre West and beyond. On the back of this work we successfully secured £310,000 contributions from the government, public service partners and the GMCA to fund the final stage of feasibility work – Detailed Project Delivery – which will establish the optimal technical and commercial solutions to deliver the Network. This work commenced in spring 2023 and is due to conclude in summer 2024.

## Enhancing connectivity

The MDC recognises that Stockport's transport connectivity is vital to the town's success and future thriving.

### Stockport transport Interchange

The MDC has been instrumental in delivering this transformational scheme which represents a game changing investment in the sustainable and active travel infrastructure the town centre:

- The bus station will be used by a fleet of 170 all-electric buses, following a successful funding bid from the Council and TfGM
- Walking and cycling bridges have been installed to provide direct access from Stockport Railway Station and onto the town centre
- The first section of the riverside walkway (a key piece of new infrastructure identified in the SRF for Town Centre West) has been delivered, providing town centre pedestrian access to the Mersey for the first time in a generation

### Metrolink

Since its creation the MDC has been a strong supporter of work to bring the Metrolink network to Stockport town centre. Over a number of years there has been strong collaboration between Transport for Greater Manchester and Stockport Council and joint work to prepare the economic assessment needed to underpin the business case for investment is underway. In December 2023 the



Council convened a roundtable of senior stakeholders to discuss and agree the next steps in developing Stockport's role as the Southern Gateway into Greater Manchester. At this event commitments were made to strengthen collaboration around investment in national rail and the public transport system of suburban rail, Metrolink and bus travel and develop joint working arrangements to oversee work to progress the business cases for Metrolink and the redevelopment of the Railway Station.

### **Redevelopment of Stockport Station**

Of equal significance is the high-level rail industry partnership – comprising the Greater Manchester Mayor alongside the Chairs of Network Rail, Homes England, and the MDC – created to oversee the technical design work on redeveloping Stockport Rail Station as well as the feasibility work for capacity improvements on the South Manchester rail network in and around Stockport. This group commissioned the production of an Outline Business Case for the redevelopment of the station which was completed in late 2022. Further to the roundtable event described above Stockport Station was announced as part of the joint TfGM / Network Rail Priority Station Partnership for Greater Manchester – the only station outside of Manchester and Salford city centres. Discussions are now taking place with both Network Rail and Avanti to bring forward investment in station enhancements in line with the wider vision.

### **Highways improvements**

Over the last two years the MDC Team and colleagues from Stockport Council's Highways and Planning teams have worked with WSP to identify practical schemes to improve traffic flow and walking/cycling links around Town Centre West. An allocation to realise the first phase of these improvements, linked to the Stockport8 development, has been made within the Stockport local element of the City Region Sustainable Transport Settlement (CRSTS).

### **Innovation**

The MDC is an innovative response to the challenges of creating much needed new homes and sustaining a vibrant town centre. Innovation is integral to our strategy and operations of the MDC:

- In striving to tackle the systemic barriers to our core goals of brownfield regeneration, environmental resilience and sustainability and enabling local people to benefit at all stages of redevelopment we know that we will have to look beyond conventional approaches to delivery.
- We also know that the way people live and the economy functions is changing and demands innovation across fields as diverse as construction, design, infrastructure and place management. Being a digitally enabled neighbourhood is key to making Stockport an attractive place for people to live and for the innovation-led businesses who will shape our futures to locate.

This is why the MDC is striving to be at the forefront of innovation, continually asking ourselves whether we could do things differently to achieve our ultimate goal of making the town centre a

better place for new and existing communities. It will also ensure that Town Centre West is an early adopter for new approaches to town centre living and secure its continuing relevance in the future. As the built environment innovation agenda has largely evolved in line with market conditions in cities – often global mega-cities – rather than towns, we have a unique opportunity to shape the application of new and emerging approaches in a way which is highly relevant for other UK towns. Examples of this work include:

- Since its creation in 2019, the MDC has sponsored **several innovative responses to development and wider place making**, including detailed feasibility work on a renewable energy powered District Heat Network, options appraisal for Mobility Hubs and intergenerational living housing scheme at St Thomas’.
- To further strengthen this work and enable us to proactively identify future innovation opportunities, we worked with CBRE throughout 2022 to **develop an Innovation Framework for the MDC**. This Framework was adopted by the MDC Board in March 2023.
- In 2023 we began a **series of deep dives in key thematic areas** to challenge and stimulate our thinking and delivery. The first of these focused on creating a digitally enabled neighbourhood. The outcome of this work will inform the MDC Business Plan delivery commitments for 2024-29.
- In 2023 we formed a relationship with the **Urban Institute at the University of Manchester, joining their Local Advisory Board and taking part in an Innovation Lab** which brought together members of the MDC team, Council colleagues and academics to develop proposals for joint projects. The team were successful in securing funding for a project to better understand the opportunities and barriers for public realm (including Hollywood Park and the Mersey Riverside Walkway) to be a sites of meaningful encounters between people, supporting community connection and integration towards wellbeing.

## Employment and economic growth

The MDC’s commitment to increasing employment and economic growth in Town Centre West has supported the further development of Stockport’s flagship new commercial quarter at Stockport Exchange in partnership with Muse Developments. Since the establishment of the MDC over 170,000 sq. ft of Grade A office space has been created across three phases:

- No.1 Stockport Exchange and Holiday Inn Express which both completed in late 2017.
- A 61,300 ft<sup>2</sup> 20 office building - No.2 Stockport Exchange – completed in spring 2020 and fully let and builds on the success
- In December 2023 we completed No. 3 Stockport Exchange comprising 64,000 sq.ft. of Grade A office space and a new 400 space car park which will provide all the future parking needs for the occupiers of the Exchange including the provision for all the spaces to be used for electric vehicle charging.

No 1. And No. 2 Stockport Exchange are now fully let and home to blue chip occupiers such as Stagecoach and BASF as well as rapidly growing firms Music Magpie and O’Neill Patient. In October 2023 we secured a pre-let on the top floor of No. 3 Stockport Exchange from locally accountancy firm Hursts.

## Investment

In 2019 Cushman & Wakefield estimated that the delivery of 4,000 new homes and 1,000,000 ft<sup>2</sup> new employment floorspace set out in the Town Centre West Strategic Regeneration Framework would require total development capital investment in the region of £1bn. A capital investment requirement of this scale posed a significant challenge to the MDC model.

To respond to this and kick start development, Stockport Council created a £100m investment facility in 2019 which has been used to support a number of development schemes in the area (including the Interchange, Stockport Exchange, Weir Mill and Stockport8). The MDC's Investment Framework, produced in 2021, set out a strategy for exploring new sources of funding from both public and private sector partners to support the next phase of infrastructure and development. In line with this framework we have successfully utilized the MDC investment facility to leverage significant public and private sector funding, including £12m Homes England grant (in the Interchange and Weir Mill schemes) along with £7.2m Brownfield Housing Fund contributions (in Interchange, Royal George Village, and St Thomas' Gardens). We have also secured private sector investment from developers and Joint Venture Partners including Muse. A further private investment of approx. £250m is anticipated in the next phase of the MDC pipeline, alongside public investment from Stockport Council.

In addition to these capital investments we have secured significant revenue funding from a variety of public and private sources to support the operations of the MDC which in each of the last three years has allowed the MDC to go further than its annual revenue budget on its own would allow.

## Governance, leadership and capacity

### Governance

The MDC completes an Annual Governance and Accountability Return each year which is independently audited along with our accounts. The Council's Internal Audit report on the MDC for 2021-2022 highlighted two areas where business operations could be strengthened in relation to risk management and oversight of Board member remuneration. The MDC has addressed these points in regular reporting to the Board.

### Capacity

#### *Task and finish groups*

The combined expertise, networks and influence of the MDC Board members is a huge asset to the MDC. While Board meetings are a useful forum for discussion, pressure on time limits the opportunity for in-depth dialogue to shape and inform thinking at a development stage. Since 2023 we have therefore established four task and finish groups to provide a means for MDC Board members to help shape the thinking and approach of the MDC. These have focused on four key strategic areas: Communications, innovation, meanwhile use and social value.

The aim of these groups has been to:

- Draw on the expertise of Board members to strengthen our strategic approach in key areas

- Mobilise the networks and profile of Board members to strengthen MDC activity in these areas

The outcome of these groups have informed the development of this Business Plan and further Task and Finish groups will be formed in the early part of this planning period.

## Section three: Delivery commitments, 2024-29

### Introduction

This section of the Plan sets out the activity that the MDC will undertake over the coming five year period to deliver the ambitions set out in the Town Centre West Strategic Regeneration Framework (SRF). It is supplemented by an Annual Action Plan which contains an additional level of detail about what the MDC will achieve in each financial year. The Strategic Business Plan should be read in the context of the SRF but also the changing economic, environmental and policy context since it was developed in 2019.

This latest version of the Strategic Business Plan (the fifth since the MDC was created), is informed by the delivery that the MDC has successfully led to-date and the platform that gives Stockport to be increasingly ambitious about its future. For the coming five year period, Stockport will continue to address the imperatives of achieving net zero, accelerating a mix of housing delivery on brownfield land (recognising the need for continued delivery of affordable homes) thereby reducing pressure on the greenbelt, enhancing the whole of Stockport town centre as a residential and employment location of choice, improving the town's infrastructure, and attracting public and private investment into Stockport.

The fundamental regeneration opportunity in Stockport – a combination of the town's exceptional transport connectivity, market conditions, and advantageous location between Manchester City Centre, Cheshire, and the Peak District – has enabled the MDC not only to maintain Stockport's regeneration momentum despite the macro social and economic challenges of recent years but also to increase land assembly, investor engagement, infrastructure planning, and construction. This Strategic Business Plan reflects the improved position that the MDC has been instrumental in creating.

### Objectives and delivery commitments

Stockport MDC's overall mission is to lead the redevelopment of the 130 acres of brownfield land that make up Town Centre West as a thriving new community in the heart of the town centre that exemplifies local character, the vital importance of sustainability and carbon reduction, and maximise the benefit of Stockport's transport connectivity.

Below we set out our objectives and delivery commitments for the period 2024-29. These have been developed in line with the overarching themes of the Town Centre West Strategic Regeneration Framework and provide specific, measurable targets for the MDC. Collectively they enable the MDC to be held to account effectively by the Board and by the democratically elected Members of Stockport Council and Greater Manchester Combined Authority.

### **Objective 1: Housing a growing community**

The MDC is tasked with delivering residential development on a scale which makes a significant contribution to Stockport's overall housing requirements, provides a new approach to development on brownfield land, and reduces pressure for the release of greenbelt land.

It is imperative that the development in Town Centre West provides a broad choice of homes across all types and tenures, including homes that are genuinely affordable to those on low incomes, in response to the needs of the local population. The MDC recognises the need to build on delivery to date to ensure that affordable developments are as viable as possible and will work with Homes England to thoroughly explore all options for delivery.

We also recognise the need to ensure that the new housing offer provides for older people and families - as well as younger people - in an urban setting well served by educational and health facilities and attractive public open space across its distinct neighbourhoods.

#### Current and future pipeline

The early years of this plan period will see the completion of our first phase of development and second phase schemes move into delivery, including the Stockport8 scheme which will deliver up to 1,200 new homes.

During this plan period we will also be shaping the pipeline for the remaining homes needed to bring us to our target of 4,000 homes by 2035. In parallel we will support the Council in work to bring forward plans for the delivery of an even greater number of new homes in the east of the town centre, with a continued emphasis on the correct mix of homes for people at all stages of life.

#### **Delivery commitment 1**

The MDC will, as a minimum, bring forward 1,100 new homes by 2024. It will aim to continue this pace of delivery by completing at least 250 new homes - of all types and tenures for all income groups - per year through this Strategic Business Plan period to 2029.

### **Objective 2: People at the heart of delivery**

One of the key factors in the success of Town Centre West is ensuring that we have a clear focus on how our Stockport's diverse residents – both existing and new - will benefit from the regeneration of Town Centre West at all stages of development.

#### Social value through the development process

The MDC has an important role to play in leveraging and coordinating social value from development to maximise traction in key priority areas for the MDC and Stockport Council. It is recognised that the MDC cannot deliver all of this in isolation and will work with the Council and other partners to ensure this objective is realised.

#### Construction jobs and skills

The scale of development in Town Centre West is a major driver of economic opportunity, one element of which is the huge investment in construction which is and will continue to create thousands of job opportunities over the next decade and beyond. The scale of this investment represents a powerful opportunity to drive progress on two key challenge linked to the MDC's guiding principles of community and sustainability:

- **Inequality.** Stockport is the ninth most polarised borough in the country, with extremes of both household incomes, educational attainment, employment and health outcomes. Deprivation is largely concentrated in the northern part of the borough, in the neighbourhoods close to Town Centre West. Connecting people from these communities with the economic opportunities being created through the regeneration programme is critical to its success.
- **Climate Action Now.** Stockport Council has agreed an ambition of becoming carbon neutral by 2038. In both their construction and their operation, residential and commercial buildings account for very significant volumes of Green House Gas (GHG) emissions. Driving innovation in construction is therefore a key enabler of the MDC's objective of creating an exemplar future proofed urban neighbourhood. This is not only a critical environmental goal but also represents a powerful opportunity to stimulate the growth of local sustainable construction businesses and jobs.

To unlock this, in June 2023 the MDC team convened a partnership working group which developed proposals for a Construction Hub which will:

- Bring about a step change in the number of construction skills and employment opportunities for local people
- Drive investment into local construction firms that specialise in environmentally sustainable methods and technologies
- Create inclusive skills pathways for local people to secure good jobs in the sector

The MDC Board approved these proposals and these will be mobilised within this plan period.

#### Meanwhile use

The development process also creates the opportunity for meanwhile use of sites and buildings awaiting redevelopment. These uses can help us to support the nurturing of new and existing communities in Town Centre West and trial new uses prior to permanent redevelopment. Through the MDC Board Working Group we have identified the following social value outcomes that could be delivered through meanwhile use opportunities:

- **Promoting innovation** – encouraging the development and implementation of new ideas, processes, or technologies.
- **Fostering local economic and employment growth** – The MDC is seeking to match the provision of employment spaces with end users who are committed to the creation of good quality jobs and the flourishing of Stockport as a strategic growth location for Greater Manchester.
- **Enhancing environmental sustainability** – The MDC is seeking occupiers that deliver significant biodiversity net gain, carbon reduction benefits and support the MDC's ambition to make Town Centre West an exemplar green urban neighbourhood.
- **Promoting skills development** – leveraging the scale of investment in development in Town Centre West to act as a catalyst for growth of employment and skills opportunities for Stockport residents.
- **Driving place-making initiatives** – creating vibrant and inclusive spaces that reflect and enhance the identity and character of Stockport

During the early phase of this plan period we will use these outcomes to assess proposals for meanwhile uses of several sites and buildings acquired as part of the land assembly for Stockport8.

### Social infrastructure

The provision of appropriate social infrastructure will be critical to the success of Town Centre West ensuring that the existing and new communities are well served by schools, early years provision, health services, and public open space. During this plan period we will develop viable propositions for the expanded and enhanced provision that we will need to:

- Meet the needs of a growing population
- Harness the opportunity of this investment to drive improvements in the quality of social infrastructure across the town centre and ultimately contribute to outcomes in key areas including health and wellbeing, education and employment

The social infrastructure programme board will oversee delivery in this area, identify opportunities for joined-up solutions to provision of services and coordinate responses to cross cutting issues, including social value and communications and engagement.

### Inclusive public space

Another important element of social infrastructure is **inclusive public space**. In order to ensure Town Centre West is fully responsive to the needs and aspirations of its different communities, the built environment will be designed to prioritise safe and attractive streets and spaces that, responsive to the town's topography and historic assets, enhance liveability. While we have a strong track record of embedding accessibility considerations into the design of individual developments, it is crucial that we broaden the scope of this work to ensure that the neighbourhood is accessible and inclusive. Over the early part of this Business Planning period we will work with local and regional accessibility experts to develop a Town Centre West wide accessibility approach.

### **Delivery commitments 2-5**

2. The MDC will take a proactive approach to maximising the **social value** of investment in Town Centre West, ensuring that residents benefit from regeneration at every stage through the creation of a Social Value Framework
3. The MDC will bring forward schemes for **meanwhile use** of sites and buildings awaiting development which support the formation of new communities and nurture existing ones within and surrounding Town Centre West
4. Working in partnership with Stockport Council, the MDC will support ongoing work to identify and bring forward credible schemes to **expand and improve healthcare, education and early years facilities and public spaces in the Town Centre**
5. The MDC will utilise and promote **inclusive design** principles into our approach to the built environment recognising the different ways that people experience and use buildings and public spaces and identifying ways to apply these beyond individual schemes.

### ***Objective 3: Communications, external relations and engagement***

The MDC is a unique delivery partnership that is successfully tackling the systemic barriers to regeneration faced by town centres across the country. The success of our approach is gaining profile both regionally and nationally which is in turn helping strengthen Stockport's reputation as a credible and ambitious delivery partner and helping to build pride in Stockport more widely.

As the second phase of MDC development moves into delivery, we have identified the following communications priorities:

- **Maintaining communications with local stakeholders, including new residents.** This will involve:
  - Proactive communications about the imminent and planned changes in the area to ensure that local residents and businesses are aware of new facilities and opportunities as they are brought on stream
  - Work with developers and local stakeholders to develop a common set of communications materials to be shared with new residents to communicate the vision for Town Centre West and the facilities and resources available to enable them to make the most out of living in an exemplar neighbourhood
  - Creating local ambassadors who are actively involved in shaping the future of the area
  - **Maintain and strengthen the prominence of MDC and the regeneration of Stockport with national audiences,** including the property and investment sectors and policy makers. Communicating key delivery milestones will enable us both to demonstrate momentum and credibility and build industry credibility in the MDC as a delivery vehicle. Highlighting these along with the evidence and learning we are generating and the ways in which this is relevant to priority policy areas such as good growth and the housing crisis will enable us to inform national policy, share knowledge and increase opportunities for joint-investment with government and wider public agencies.
  - **Support wider place marketing of Stockport town centre** as a destination for prospective new residents, end use businesses, with a distinctive marketing approach which focuses on articulating the features which distinguish us from other locations.

### Community engagement

In addition to the communications activity described above we will support our work to put people at the heart of regeneration through increasing engagement with local stakeholders. The first phase of this will focus on the residential communities within and bordering Town Centre West and engaging with them to understand:

- The existing ecosystem of informal and formal organisations, networks and services, supported by different types of buildings and physical spaces which underpin their communities.
- Where opportunities investment in Town Centre West, and specifically Stockport8, could be channelled to enhance what is already in place and, where appropriate, provide new infrastructure that addresses gaps.

### **Delivery commitment 6**

Through its communications partners, the MDC will:

1. Raise its profile as an exemplar regeneration delivery vehicle
2. Continue to raise awareness of the transformation taking place with new and existing residents
3. Seek opportunities to expand our understanding of the needs and aspirations of new and existing residents of Town Centre West and surrounding communities to inform our delivery

### **Sustainability**

Responding to the environmental challenges – specifically climate emergency and biodiversity loss - is of critical importance to the success of the MDC as a contributor to the future environmental resilience of the borough, Greater Manchester and the wider world and to the future thriving of Stockport's economy.



#### **Objective 4: Carbon reduction and biodiversity net gain**

Reflecting the stretching carbon neutrality targets adopted by both Stockport Council and Greater Manchester Combined Authority<sup>1</sup>, carbon reduction has been a key focus for the MDC since its inception. Alongside work to ensure that individual development schemes are designed to maximise energy efficiency and limit embodied carbon, the Board has sponsored a series of innovative initiatives to make Town Centre West a low carbon neighbourhood. This includes detailed feasibility and commercialisation work to develop an investible proposition for a **district heat network** serving the area and wider town centre, powered by renewable energy.

Given our ambition in this area and the changing legislative and regulatory context during this Business Planning period we will make the transition to all new development being net zero carbon in operation by 2029, with an ambition to deliver this earlier by bettering building regulations across all schemes by 2029. We will also look to harness the MDC's place-making opportunity to take a neighbourhood-wide view of the carbon footprint of Town Centre West as a whole and promote and embed innovative practice in the following key priority areas:

- Sustainable energy generation and local energy system management
- Zero carbon construction methods and building design
- Sustainable transport
- Maximising the environmental impact of public realm
- Climate change adaptation and the built environment

#### **Biodiversity net gain: Enhancing our natural assets**

Town Centre West is a diverse area with a host of **vital but under-used natural assets**. Through our regeneration of the area we are committed to working with local communities to **transform these into focal recreational and ecological assets**. This will include: increasing the prominence and accessibility of the River Mersey; enhancing Hollywood Park as an exceptional green setting which unites existing and new communities; work with residents to help shape the Interchange Park and new public realm being created as part of the Stockport8 development.

The broader local context to this work is Stockport Council's commitment to protect and improve the natural environment as part of the Climate Action Plan adopted in 2019. In line with these commitments the MDC is working to maximise the impact of biodiversity net gain (BNG) activity from individual developments. During this Business Plan period we will explore the potential for an integrated approach to BNG which delivers transformational benefits within the natural assets of Town Centre West and the wider borough.

#### **Delivery commitment 7**

Over this planning period we will transition to all new development within Town Centre West being carbon neutral in operation and work with key partners to support innovation in construction methods and materials to bring about transformational reductions in embodied carbon.

We will also promote and seek to embed innovative practice in key priority areas to reduce the greenhouse gas emissions of Town Centre West as a whole and ensure we are playing a leading part in delivering Stockport and Greater Manchester's ambitions to achieve carbon neutrality by 2038.

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<sup>1</sup> Both GMCA and Stockport Council have declared climate emergencies and stated their ambitions for Greater Manchester and Stockport (respectively) to be carbon neutral by 2038.

## **Delivery commitment 8**

Over this planning period we will work with communities to shape opportunities to enhance the natural assets of Town Centre West, making them focus recreational and ecological assets. This will involve considering how natural assets can be harnessed to support integrated water management – a key element of climate adaptation. To do this we will seek to utilise new investment streams arising from recent biodiversity net gain legislation to contribute to this work and deliver transformational benefits for Town Centre West and the wider borough.

### ***Objective 5: Enhancing connectivity***

The economic potential of Town Centre West - and the heart of its potential as a place to live, work, and visit - is its exceptional connectivity. But existing transport networks and patterns of movement require new investment in order to protect and enhance Stockport's strategic transport connectivity while increasing sustainable modes of transport.

#### Transport infrastructure

In 2022-24 work Stockport Council and the MDC jointly commissioned an options appraisal to identify potential highways improvements to consolidate traffic flow within Town Centre West and create dedicated active travel infrastructure. Over this planning period this work will support funding applications for highways schemes and inform master planning for the Stockport8 development.

#### Stockport Rail Station

Stockport Rail Station is the single most important economic asset in the Town Centre and is at the heart of Town Centre West. The connectivity it provides to Manchester, London, and a number of other regional cities has shaped Stockport's local, regional and national significance as the Southern Gateway to Greater Manchester.

Reflecting the shared view of senior stakeholders that the poor quality of the Station is limiting its economic potential, undermining network capacity and threatening to act as a brake on growth, the MDC has been an active supporter of work by Stockport Council and TfGM to develop a business case for the redevelopment of the station. The inclusion of Stockport in the Greater Manchester Priority Stations Strategic Partnership provides a strong platform for this work. Over this planning period the MDC will continue to support that work and the development of an investment approach to secure necessary regional and national funding to deliver it.

#### Metrolink

In parallel with Stockport Rail Station Redevelopment, the MDC, Stockport Council, Greater Manchester, and Transport for Greater Manchester continue to work together to finalise the preferred route for Metrolink extension from East Didsbury to Stockport and to progress the Outline Business Case. The significance of light rail connectivity linking Stockport into the GM Metrolink network - and complementing the town's radial connectivity - cannot be overstated and delivering the Metrolink extension in the earliest possible timeframe is of paramount importance for the MDC and all its partner organisations.

The Council and the MDC has worked with GMCA, TfGM and Manchester and Trafford Councils to shape a shared strategy for the Southern Growth Corridor which demonstrate the economic, social and environmental opportunity created by enhancing the connectivity of Town Centre West within this wider corridor. Work is now underway to review strategic transport investment in line with the strategy.

#### **Delivery commitment 9**

Working with Stockport Council, TfGM, and the wider Rail Industry Working Group established in 2021, the MDC will support delivery of the redevelopment of Stockport Station Redevelopment and outline business case for Metrolink extension, alongside comprehensive packages of highways improvements and active travel infrastructure across Town Centre West.

#### **Delivery commitment 10**

The MDC will work closely with partners including Stockport Council and TfGM to maximise the ambition around sustainable transport in and through Town Centre West.

### ***Objective 6: Employment and economic growth***

As outlined in the 'Putting People at the heart of regeneration' section above, the development being led by the MDC in Town Centre West has the potential to act as a significant generator of construction sector skills and employment opportunities.

Beyond the development process the MDC is firmly committed to ensuring there is no net loss of end use employment in Town Centre West as a result of its regeneration plans. The provision of new employment floorspace – as is already being created at Stockport Exchange by Stockport Council and Muse - is crucial to delivering on that commitment. Beyond this, and in line with the Greater Manchester Good Employment Charter (created by GMCA and supported by Stockport Council), we will also seek opportunities to ensure that the job opportunities created are secure, pay the Real Living Wage, improve conditions, deliver opportunities for people to progress and help employers in Stockport to grow and success.

Within the context of the Greater Manchester Local Industrial Strategy there are several sectors of particular relevance to the MDC's work. Construction has been mentioned above but also:

- Various elements of the foundational economy including health and care (linked to our social infrastructure programme)
- The digital economy (linked to the opportunities arising from our work to make Town Centre West a digitally enabled neighbourhood)
- The green economy (linked to our ambition to create an exemplar green neighbourhood)

In each of these areas the MDC will seek to actively support Stockport Council and partner organisations in developing new responses to growing these sectors, seeking to act as a testbed and incubator of innovation.

Finally, successful delivery of the MDC's development and infrastructure ambitions for Stockport will have a significant economic impact on the wider town centre as a hub for employment and as a strategic growth location for Greater Manchester. The MDC will collaborate closely with Stockport Council and wider partners to support moves to attract major employers to the area, including the relocation of Stepping Hill hospital to the town centre. Modelling estimates that the first phase of relocation (creating a new health hub in the town centre incorporating outpatient services) will bring 2million visitors per year, creating a game changing impact on footfall and town centre vitality.

### **Delivery commitment 11**

The MDC will maximise its contribute to the creation of good quality jobs and economic activity both directly in Town Centre West and indirectly in the wider Town Centre through:

-Leveraging the scale of investment in development in Town Centre West to act as a catalyst for growth of **employment and skills opportunities in the construction sector** for Stockport residents, especially in relation to modern, green methods of construction

-Delivering **new employment workspace**

-Seeking to **match the provision of employment floorspace with end users who are committed to the creation of good quality jobs** and the flourishing of Stockport as a strategic growth location for Greater Manchester

- Partnering with organisations in the **foundational, digital and green sectors** to utilise Town Centre West as an incubator of innovation and inclusive growth.

-Collaborating with Stockport Council and other partners to attract major employers to the town centre, including the **relocation of Stepping Hill hospital.**

### **Innovation**

Innovation is one of three guiding principles for the MDC and since our establishment in 2019 we have embraced the opportunity to shape the application of new and emerging approaches in a way which is highly relevant for other UK towns.

In 2023 we began a series of innovation deep dives in key thematic areas to challenge and stimulate our thinking and delivery. These will continue into the current planning period. Potential topics include: Renewable energy generation

- Integrated approaches to building management
- Sustainable energy generation, storage and local energy system management
- Zero carbon construction methods and building design
- Green infrastructure

### **Delivery commitment 12**

The MDC will carry out annual innovation deep dives into priority built environment innovation use cases, starting with building management in 2024-25.

### **Investment**

The scale of the overall ambition the MDC has for Town Centre West requires a comprehensive strategic approach to generating long-term investment funding in the context of Stockport's land values and outlook for value growth.

The MDC's Investment Framework, produced in 2021, sets out a strategy for exploring new sources of funding from both public and private sector partners to support the next phase of infrastructure and development in Town Centre West. To date we have successfully leveraged significant public and private sector funding to support the delivery of the Town Centre West masterplan.

In this plan period we will continue discussions with Homes England and GMCA to create a place based long term investment partnership for Stockport8.

**Delivery commitment 13**

Stockport MDC will continue to explore private and public sector investment appetite in development opportunities in Town Centre West, including through the creation of a long term place based investment partnership.

**Governance**

Good governance is critical importance to ensuring that the MDC is focused on securing the best outcomes for our stakeholders and adhering to the highest ethical standards in our operations . Building on the internal audit of the MDC in 2021 and the annual governance and accountability reporting process, during this planning period we will commission an external governance review which will consider the following themes and present its findings to the MDC Board:

- Structure of the MDC
- Governance requirements and processes
- Decision making
- Information and Transparency
- Accountability
- Oversight
- Scrutiny

**Delivery commitment 14**

Stockport MDC will maintain the highest standards of governance including commissioning an external governance audit.

## Appendix 1: Summary of delivery commitments

Theme	Delivery commitment	Draft new commitment
Housing a growing community	1	The MDC will, as a minimum, bring forward 1,100 new homes by 2024. It will aim to continue this pace of delivery by completing at least 250 new homes - of all types and tenures for all income groups - per year through this Strategic Business Plan period to 2029.
People at the heart of delivery	2	The MDC will take a proactive approach to maximising the social value of investment in Town Centre West, ensuring that residents benefit from regeneration at every stage through the creation of a Social Value Framework .
	3	The MDC will bring forward schemes for meanwhile use of sites and buildings awaiting development which support the formation of new communities and nurture existing ones within and surrounding Town Centre West
	4	Working in partnership with Stockport Council, the MDC will support ongoing work to identify and bring forward credible schemes to expand and improve healthcare, primary education and early years facilities and public spaces in the Town Centre .
	5	The MDC will utilise and promote inclusive design principles into our approach to the built environment recognising the different ways that people experience and use buildings and public spaces and identifying ways to apply these beyond individual schemes.
Communications, external relations and engagement	6	Through its communications partners, the MDC will: <ul style="list-style-type: none"> <li>• Raise its profile as an exemplar regeneration delivery vehicle</li> <li>• Continue to raise awareness of the transformation taking place with new and existing residents</li> <li>• Seek opportunities to expand our understanding of the needs and aspirations of new and existing residents of Town Centre West and surrounding communities to inform our delivery</li> </ul>
Environmental sustainability	7	Over this planning period we will transition to all new development within Town Centre West being carbon neutral in operation and work with key partners to support innovation in construction methods and materials to bring about transformational reductions in embodied carbon.  We will also promote and seek to embed innovative practice in key priority areas to reduce the greenhouse gas emissions of Town Centre West as a whole and ensure we are playing a leading part in delivering Stockport and Greater Manchester's ambitions to achieve carbon neutrality by 2038.

Enhancing connectivity	8	Over this planning period we will work with communities to shape opportunities to enhance the natural assets of Town Centre West, making them focus recreational and ecological assets. This will involve considering how natural assets can be harnessed to support integrated water management – a key element of climate adaptation. To do this we will seek to utilise new investment streams arising from recent biodiversity net gain legislation to contribute to this work and deliver transformational benefits for Town Centre West and the wider borough.
	9	Working with Stockport Council, TfGM, and the wider Rail Industry Working Group established in 2021, the MDC will support delivery of the redevelopment of Stockport Station Redevelopment and outline business case for Metrolink extension, alongside comprehensive packages of highways improvements and active travel infrastructure across Town Centre West.
	10	The MDC will work closely with partners including Stockport Council and TfGM to maximise the ambition around sustainable transport in and through Town Centre West.
Employment and economic growth	11	<p>The MDC will maximise its contribute to the creation of good quality jobs and economic activity both directly in Town Centre West and indirectly in the wider Town Centre through:</p> <ul style="list-style-type: none"> <li>• Leveraging the scale of investment in development in Town Centre West to act as a catalyst for growth of employment and skills opportunities in the construction sector for Stockport residents, especially in relation to modern, green methods of construction</li> <li>• Delivering new employment workspace</li> <li>• Seeking to match the provision of employment floorspace with end users who are committed to the creation of good quality jobs and the flourishing of Stockport as a strategic growth location for Greater Manchester</li> <li>• Partnering with organisations in the foundational, digital and green sectors to utilise Town Centre West as an incubator of innovation and inclusive growth.</li> </ul> <p>Collaborating with Stockport Council and other partners to attract major employers to the town centre, including the relocation of Stepping Hill hospital.</p>
Innovation and future proofing	12	The MDC will carry out annual innovation deep dives into priority built environment innovation use cases, starting with building management in 2024-25.
Investment	13	Stockport MDC will continue to explore private and public sector investment appetite in development opportunities in Town Centre West, including through the creation of a long term place based investment partnership.

Governance, leadership and capacity	14	Stockport MDC will maintain the highest standards of governance including commissioning an external governance audit.
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## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: Mayoral Development Corporation for Northern Gateway – In Principle Decision

Report of: Councillor Bev Craig, Portfolio Lead for Economy, Business and Inclusive Growth and Tom Stannard, Portfolio Lead Chief Executive for Economy, Business and Inclusive Growth

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### Purpose of Report

This report seeks the Greater Manchester Combined Authority's approval in principle to the creation of a Mayoral Development Corporation (MDC) for the Northern Gateway project, with further details and decisions to follow as set out in this paper.

### Recommendations:

The GMCA is requested to:

1. Agree in principle to the creation of an MDC for the Northern Gateway project.
2. Agree that GMCA officers can explore with Bury, Oldham, and Rochdale Councils detailed options for an MDC to be created for Northern Gateway, with these matters to be decided upon by GMCA and the Local Authorities in due course.

### Contact Officers

**Andrew McIntosh:** [Andrew.Mcintosh@greatermanchester-ca.gov.uk](mailto:Andrew.Mcintosh@greatermanchester-ca.gov.uk)

# Equalities Impact, Carbon and Sustainability Assessment:

## Recommendation - Key points for decision-makers

1. Agree in principle to the creation of an MDC for the Northern Gateway project; and
2. Agree that GMCA officers can explore with Bury, Oldham, and Rochdale Councils detailed options for an MDC to be created for Northern Gateway, with these matters to be decided upon by GMCA and the Local Authorities in due course.

## Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	Northern Gateway will provide access to homes across a range of types and tenures and high-quality employment opportunities to a part of Greater Manchester which has been relatively economically disadvantaged. The development will also enhance access to social and transport infrastructure for new and existing residents.
Health		
Resilience and Adaptation		
Housing	G	This proposal will support the delivery of around 1,750 new homes as part of the Northern Gateway project, a proportion of which will be affordable homes of various tenures. It will also support economic development with local employment benefits, enhancing access to and affordability of homes for local residents.
Economy	G	Northern Gateway is the is one of Greater Manchester’s Investment Zones and is a site of potentially international significance. It is the largest new employment site in Greater Manchester, a ‘Giga-Scale Plus’ opportunity which will see over 1m sqm of employment space developed, with significant associated employment, GVA, and growth implications. Its strategic location has the ability to attract national and inward investment from a multitude of sectors including advanced manufacturing, distribution and logistics, with innovation at its core. Development activity will be complemented by a package of training and skills interventions to ensure new high-quality jobs are accessible to local people.
Mobility and Connectivity	G	Northern Gateway will bring significant investment in transport infrastructure in the north-east of Greater Manchester, including Strategic Road Network and Local Road Network improvements. Alongside this will be enhancement of existing public transport provision and creation of new public transport options and sustainable travel modes serving the new developments.
Carbon, Nature and Environment	A	Delivery of development will have short- and long-term environmental impacts but significant mitigation will be required as part of proposals to address these. Delivery of new low- and zero-carbon homes and commercial premises will improve the average efficiency of properties across Greater Manchester and contribute to the achievement of carbon neutrality by 2038. Biodiversity enhancement is a mandatory requirement for all new developments.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		Delivery of new low- and zero-carbon homes and commercial premises will improve the average efficiency of properties across Greater Manchester and contribute to the achievement of carbon neutrality by 2038.

### Further Assessment(s):

Carbon Assessment

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

Overall Score



### Buildings

#### Result

#### Justification/Mitigation

New Build residential		Details of development proposals are to be determined, however there is an overarching commitment to deliver in accordance with requirements set out in Places for Everyone and GMS.
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings		Details of development proposals are to be determined, however there is an overarching commitment to deliver in accordance with requirements set out in Places for Everyone and GMS.

### Transport

Active travel and public transport		Details of public transport and active travel interventions are to be determined but will represent an enhancement over existing.
Roads, Parking and Vehicle Access		Details of development proposals are to be determined but principles of decreased personal vehicle use and increased sustainable transport modes are agreed.
Access to amenities		Details of development proposals are to be determined but principles of decreased personal vehicle use and increased sustainable transport modes are agreed.
Vehicle procurement	N/A	

### Land Use

Land use		Details of development proposals are to be determined, however there is an overarching commitment to deliver in accordance with requirements set out in Places for Everyone and GMS.
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No associated carbon impacts expected.



High standard in terms of practice and awareness on carbon.



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



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



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

## Risk Management

As this proposal is an in-principle decision only there are no risk management issues associated with this decision.

## Legal Considerations

As this proposal is an in-principle decision only there are no legal considerations associated with this decision.

## Financial Consequences – Revenue

None.

## Financial Consequences – Capital

None.

Number of attachments to the report: 0

## Comments/recommendations from Overview & Scrutiny Committee

N/A.

## **Background Papers**

1. Atom Valley, Mayoral Development Zone (GMCA approval 29 July 2022)

## **Tracking/ Process**

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

No

## **Exemption from call in**

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

No.

## **Bee Network Committee**

N/A.

## **Overview and Scrutiny Committee**

N/A.

# 1. Background

- 1.1. The Northern Gateway site is recognised by the public sector partners comprising the Atom Valley Mayoral Development Zone (MDZ) as integral to delivering the vision for Atom Valley and a key driver in the achievement of economic development objectives set out in the Greater Manchester Strategy and Places for Everyone.
- 1.2. The Northern Gateway site is one of Greater Manchester's Investment Zones and is potentially a site of international significance. It has an exceptional strategic location situated at the junction of the M62, M60 and M66 offering excellent highways connectivity with the potential to make it the most accessible site in the North of England. It is the largest new employment site in Greater Manchester, a 'Giga-Scale Plus' opportunity which Greater Manchester must take full advantage of if our growth aspirations are to be met.
- 1.3. There is a need to ensure effective and rapid implementation of this major project through maximising supporting resources from both public and private sectors.
- 1.4. Delivery of Northern Gateway will have positive implications for the implementation of the other two projects in Atom Valley, namely Stakehill Business Park and Atom Valley Innovation Centre (AVIC) at Kingsway Park. Its significance is however much wider as a major strategic economic growth opportunity for Greater Manchester and the North.
- 1.5. To drive delivery of Northern Gateway at the desired pace and realise the transformational outcomes it will deliver, it is necessary to consider alternative governance and delivery models for the project to those currently in place for the project.
- 1.6. Given the general election on 4 July 2024 and a new Governmental term following this, a Comprehensive Spending Review is anticipated for late 2024. It is critical to position Northern Gateway to be favourably considered as part of that process.
- 1.7. Work to support the establishment of an MDC for Northern Gateway will incorporate preparation of a strategic and economic case for Government commitment to investment in Northern Gateway to maximise the opportunity the site offers and to attract major investors, to feed into the Comprehensive Spending Review.

## **2. Mayoral Development Corporations**

- 2.1. Development corporations are important tools for delivering large-scale development, including mixed-use regeneration, transformational urban extensions, and new settlements.
- 2.2. In the right circumstances, these powerful vehicles can bring a number of advantages to complex projects including:
  - 2.2.1. The focus, coordination, and consistent delivery of a dedicated body with a specific purpose to develop and deliver a strategic vision for a defined area;
  - 2.2.2. Highly visible public sector commitment coupled with broad public- and private-sector expertise at board level as a driver for private investment; and
  - 2.2.3. Broad powers to facilitate delivery of the project.
- 2.3. Traditionally, development corporations have been established and led by central government. The Localism Act 2011 set out the parameters for creation of locally-led Mayoral Development Corporations (MDCs), where elected mayors designate MDCs in consultation with their combined authorities.
- 2.4. These powers were used by the Mayor of Greater Manchester in September 2019 to establish an MDC for Stockport Town Centre West, in collaboration with Stockport Council and Homes England. The MDC has a clear remit to take forward the GMCA and Stockport Council's ambitious plans for the regeneration of Town Centre West, delivering new homes and growth as well as the long-term vision for the area set out in Stockport Council's Strategic Regeneration Framework.

## **3. Mayoral Development Corporation for Northern Gateway**

- 3.1. Given the complexities of delivering Northern Gateway and long-term nature of the project, it is considered an MDC would be the most appropriate route to drive the timely, cost-effective, and high-quality delivery of this transformational flagship development.
- 3.2. A single-location MDC has emerged as the preferred option for delivery of Northern Gateway, however the benefits are summarised as follows:

- 3.2.1. Creation of a separate and time limited but long-term organisation specifically focused on the delivery of Northern Gateway, with governance arrangements and resources to support this objective. This would span multiple political cycles while maintaining democratic responsibility to both the Mayor and the Councils, increasing long-term certainty and providing a platform for public and private sector investment;
- 3.2.2. Granting access to senior leadership skills at both executive- and non-executive level to take active responsibility for taking the development process forward, which is essential for a project with the scale and complexity of Northern Gateway;
- 3.2.3. A single body to both set the strategic vision for Northern Gateway and marshal resources and powers across the wider public sector to underpin its delivery. This could include land assembly and disposal, master planning, development facilitation, site preparation and infrastructure and place creation; procuring and entering into development agreements with delivery and investor partners; and
- 3.2.4. A high-profile vehicle to position Northern Gateway as a successful flagship development with clear market proposition and a single focus for inward investment, with attendant benefits for other parts of Atom Valley and GM more widely.

## **4. Alternative Delivery Models for Northern Gateway**

- 4.1. Aside from an MDC for Northern Gateway, there are several other potential approaches available to us to support delivery of this flagship development:
  - 4.1.1. Private sector-led development with public sector enabling activity (existing position (MDZ));
  - 4.1.2. Direct public sector development partnering with private sector; and
  - 4.1.3. Maximum public sector intervention, with several routes for this;
    - a) Implementation and delivery vehicle(s);
    - b) Corporate Joint Venture (JV); and
    - c) Local Authority CPO and direct delivery;
    - d) Local Authority Asset Backed Vehicles (LABVs); and
    - e) MDC for Atom Valley.

- 4.2. The existing Mayoral Development Zone has successfully positioned the Northern Gateway site and facilitated master planning and engagement with the private sector. It was important that a governance model working across the three municipal boundaries was put in place rapidly to drive forward what was already a GM growth location. This was in the context of a developing spatial plan (PFE). Adoption of the PFE means that the Northern Gateway site now requires a more robust governance arrangement to drive the site forward and ensure its potential is maximised for the benefit of Greater Manchester as a whole.
- 4.3. Each of the options above have been considered across a number of dimensions including transparency and accountability, scale and extent of legal powers, ability to raise finance, risk sharing, and timeframe for establishment, with the result that a single-location MDC offers the best balance of these considerations.

## **5. Strategic Development Vision**

- 5.1. The Northern Gateway site provides unparalleled scalability and adaptability to meet the diverse needs of a range of industries and evolving market dynamics, ensuring flexibility and responsiveness to market demand.
- 5.2. The site is strategically positioned as a central driver of regional progress, leveraging its connectivity to become a focal point of economic activity within Greater Manchester, due to its numerous attributes:
- 5.2.1. It has been designated as part of Greater Manchester's Investment Zone, promoting the site on a national and international footing;
  - 5.2.2. Its strategic location has the ability to attract inward investment from a multitude of sectors including advanced manufacturing, distribution and logistics;
  - 5.2.3. The size of the development means it has the potential for a giga-scale investment; and
  - 5.2.4. Modern, affordable, and reliable public transport service, with active travel provision and enhancement, will provide a sustainable, connected network of travel routes, linking existing residential areas with new business premises and facilities, and providing health and wellbeing benefits.



## **6. Next Steps**

- 6.1. Subject to the in-principle approval of GMCA and corresponding in-principle approvals from Bury, Oldham, and Rochdale Councils to the creation of an MDC for Northern Gateway, GMCA officers, in conjunction with colleagues from Bury, Oldham, and Rochdale, will explore the permutations associated with establishment of an MDC.
- 6.2. These explorations will include:
  - 6.2.1. Governance arrangements, including board composition;
  - 6.2.2. Resources available to the MDC, principally staff; and
  - 6.2.3. Devolved powers, including planning and CPO powers.
- 6.3. The results of these investigations and associated recommendations will be subject to subsequent approval by GMCA and Bury, Oldham, and Rochdale Councils.
- 6.4. Any such approval will also request permission to carry out the statutory consultation required before an MDC can be designated by the Mayor of Greater Manchester and formally established by order of the Secretary of State for Levelling Up, Housing and Communities.
- 6.5. Whilst meeting the requirements of the Localism Act 2011 as amended by the Greater Manchester Combined Authority Order 2017, we will hope to learn the lessons from establishment of the Stockport MDC and have the Northern Gateway MDC in place as quickly as possible.

## **7. Recommendations**

- 7.1. The GMCA is requested to:
  - 7.1.1. Agree in principle to the creation of an MDC for the Northern Gateway project; and
  - 7.1.2. Agree that GMCA officers can explore with Bury, Oldham, and Rochdale Councils detailed options for an MDC to be created for Northern Gateway, with these matters to be decided upon by GMCA and the Local Authorities in due course.

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## Greater Manchester Combined Authority

Date: 12<sup>th</sup> July 2024

Subject: Ashton Mayoral Development Zone (AMDZ) Business Plan 2024-25

Report of: Andy Burnham, Mayor of Greater Manchester and Andrew McIntosh (Place Director)

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### Purpose of Report

To seek approval from the GMCA for the Ashton Mayoral Development Zone Business Plan 2024-25.

### Recommendations:

The GMCA is requested to:

1. Approve the Ashton Mayoral Development Zone Business Plan 2024-25.

### Contact Officers

Andrew McIntosh – Place Director

### Equalities Impact, Carbon and Sustainability Assessment:

#### Risk Management

See paragraphs 1.7 to 1.8

#### Legal Considerations

There are no legal considerations.

## **Financial Consequences – Revenue**

There are no direct financial consequences to the GMCA

## **Financial Consequences – Capital**

There are no direct financial consequences to the GMCA

## **Number of attachments to the report: 1**

## **Comments/recommendations from Overview & Scrutiny Committee**

N/A

## **Background Papers**

- Ashton Growth Corridor: Proposed Mayoral Development Zone report to the GMCA on 27<sup>th</sup> October 2023.

## **Tracking/ Process**

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

Yes

## **Exemption from call in**

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

No

## **GM Transport Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

# 1. Introduction/Background

- 1.1 The Ashton Mayoral Development Zone (AMDZ) is a non-statutory designation that provides overarching strategic direction for Ashton; seeking to refine the ambition for the area and unblock delivery challenges. The AMDZ is a strategic partnership between the Council, GMCA and key partners including Homes England and TfGM, which will drive forward the delivery of inclusive growth. The AMDZ provides coordinated local commitment to bring forward high quality development and engage with funding partners to make the strategic case for their support.
- 1.2 The Ashton MDZ location forms part of the Greater Manchester Eastern Growth Cluster, which is one of six Growth Locations across GM that will deliver new development, create and retain jobs, offer better job opportunities, enable training and skill development to increase the number of residents in employment.
- 1.3 Tameside Council received approval from its Executive Cabinet to establish the Ashton MDZ on the 27th September 2023 with GMCA approving the same on the 27th October 2023.
- 1.4 The AMDZ comprises the major development opportunities of St Petersfield, Aston Moss, and Ashton Town Centre, all within the Greater Manchester Eastern Growth Cluster Growth Location. The focus is on these projects it is important that the work of the AMDZ considers how the impacts and benefits of development can be widely felt across the Eastern Growth Cluster and Tameside as a whole, with specific linkages to work already underway in respect of town centre regeneration, business supply chains, cluster networks and links between research and business. The delivery and specific governance for strategic development sites, such as Ashton Moss, St Petersfield and Ashton Town Centre will remain a function of the Council with decisions being made via the usual executive decision routes.
- 1.5 To facilitate the delivery of strategic development sites in the AMDZ a number of workstreams have already taken place to shape delivery. In St Petersfield a Masterplan has been produced and approved by the Local Authority which has identified nine development opportunities (owned by the Council) for a residential led mixed use development. At Ashton Moss a development framework was prepared by the Council working with the private sector landowners and approved

by the Council's Executive Cabinet in November 2023. The development framework sets the vision for Ashton Moss and is underpinned by the following assessments:

- Acoustic, Agricultural, Arboriculture, Biodiversity Net Gain, Ecological, Flood Risk
- Historic Environment and Ground investigations
- Topographical
- Utilities and drainage

It should also be noted that for Ashton Town Centre that as part of the Long Term Plan for Town programme, the Council has commissioned ARUP and JLL to produce a Town Plan for Ashton that will support both the potential for the redevelopment of the existing shopping centre sites and the wider regeneration of the Town Centre. The Town Plan will consolidate and coordinate the work undertaken in recent years by the Council into a single overarching Plan and Delivery Strategy for the Town Centre.

1.6 The AMDZ has the potential to:

- Support delivery of the Eastern Investment Zone and GM Frontier sectors, including Advanced Materials and Advanced Manufacturing, Digital and Creative, Health Innovation & Life Sciences, and Net Zero
- Accommodate large scale employment in a highly accessible location to support the Greater Manchester Strategy and Local Industrial Strategy
- Drive local and affordable employment opportunities
- Offer new homes in a sustainable location for local workers – a more affordable offering of homes for those working in Greater Manchester and Yorkshire
- Support a vibrant town centre offer within an attractive historic market town

1.7 To support oversight by both Tameside Council and the GMCA, the AMDZ produces a Business Plan which sets out strategic objectives and delivery

commitments that will drive the AMDZ's work over the coming year to deliver the ambitions set out in its Delivery Plan. The Business Plan enables the GMCA and Council to exercise oversight of the AMDZ and be assured that that the AMDZ is acting in a manner which is consistent with their priorities.

- 1.8 The AMDZ Board (on which the GMCA is represented) meets quarterly and oversees the work of the MDZ, providing expertise, managing risk and addressing issues as appropriate.
- 1.9 The AMDZ Business Plan complements Tameside Council's plans for town centre regeneration and employment growth in its administrative area. It is also consistent with GMCA's priorities for town centre regeneration and economic development and productivity.

## **2. Governance and Accountability of the AMDZ**

- 2.1 The AMDZ Board will oversee the alignment, agreement and delivery of long-term aspirations and strategy for the sites within the MDZ area, whilst developing and maintaining strategic relationships with key external stakeholders. In addition, it will provide a centralised and consistent forum for the resolution of high-level issues encountered during the delivery of the MDZ regeneration, infrastructure and development programmes and projects.
- 2.2 The AMDZ is governed by its Board with Andy Burnham having been the Interim Chair with a permanent Chair to be appointed following the next Board Meeting. The GMCA and Homes England are both represented on the Board along with political representation from Tameside Council and also representation from private sector organisations.
- 2.3 As reflected in the Terms of Reference, the functions reserved to the Board are:
  - a) Adopting and changing the terms of reference;
  - b) The approval of the Strategic Business Plan;

- c) The adoption of the Strategic Business Plan, subject to endorsement by the GMCA and Tameside Council.
- d) The terms of reference and membership of its committees.

### **3. Business Plan**

3.1 This Business Plan sets out the activity that the AMDZ Board will oversee during 2024/2025 to deliver the long-term ambitions and vision of the Mayoral Development Zone.

3.2 The full Business Plan 2024-2025 is attached at Appendix 1. In Summary, over the period 2024-25, the MDZ will deliver against the following commitments:

- MDZ to be established and wider governance/delivery groups agreed
- MDZ Business Case to be prepared
- Preparation of Investment Prospectus
- Launch Prospectus
- Stakeholder engagement strategy to be prepared and signed off
- Agreement of early phase of TMBC sites which could be taken to market and route to market.
- Agreement of optimum option for shopping centres
- Delivery of LUF programme (ongoing)
- Go to market with first tranche of opportunity sites
- Determination of delivery strategy and business case to support transformation of the shopping centres (subject to Stage 1 work)
- Understanding of potential occupiers interested in Ashton Moss
- Agreement of initial due diligence to be undertaken on Ashton Moss
- Preparation of funding bids to start to unlock early phase opportunity sites
- Roll out stakeholder engagement programme
- Implementation of the car parking strategy
- Lobby for further investment to support active travel
- Review of underutilised buildings which could attract future investment



- Delivery of LUF programme (ongoing)
- Communication to public and key stakeholders (ongoing)

## **4. Recommendations**

4.1 Recommendations are found at the beginning of this report.

# **Appendix 1 - The Ashton Mayoral Development Zone Business Plan 2024-25**

See Attached.

# Ashton Mayoral Development Zone Business Plan 2024 / 2025

## 1. INTRODUCTION

Places for Everyone is the long-term plan for the delivery of jobs, new homes and sustainable growth across Greater Manchester. The plan will ensure that all new developments are sustainably integrated into Greater Manchester's transport network or supported by new infrastructure.

Places for Everyone includes six growth locations which represent opportunities for the whole city-region to bring forward development at a scale which can drive transformational change across the whole conurbation.

The Eastern Growth Cluster Growth Location is entirely within Tameside Metropolitan Borough Council's administrative area and contains the Ashton Mayoral Development Zone (AMDZ). The AMDZ provides an opportunity to delivery large scale employment growth and residential led mixed use regeneration creating new quality jobs and low carbon homes linked to sustainable transport.

Tameside Council received approval from its Executive Cabinet to establish the AMDZ on the 27<sup>th</sup> September 2023 with GMCA approving the same on the 27<sup>th</sup> October 2023. The AMDZ will focus on the delivery of the following key sites:

- Ashton Moss
- St Petersfield
- Ashton Town Centre

These three projects have the potential to provide c3,000 new high quality jobs, c1,500 new mixed tenure homes and c150,000 square metres of employment space through public-private partnership.

### Ashton Moss

Ashton Moss is a strategic employment site located on the edge of Ashton-under-Lyne Town Centre in close proximity to Junction 18 of the M60 motorway. Ashton Moss is split in to two definable areas, Ashton Moss East (AME) (also known as Plot 3000) and Ashton Moss West (AMW), extending to approximately 70 hectares in total. All of the land at Ashton Moss is in private ownership and suffers from problematic ground conditions.

Ashton Moss is the largest employment opportunity site within Tameside and provides the opportunity for higher paid and skilled jobs for residents in the Borough in line with the Tameside Inclusive Growth Strategy. The site is well located on the road, tram and bus networks and is adjacent to the Ashton Moss retail, leisure, commercial and industrial area.

The vision for the site is to create a dynamic, attractive and thriving innovation park, embedded in and contributing to a greener, cleaner society for Tameside.

### **St Petersfield**

St Petersfield is located in the western part of Ashton Town Centre, forming the southwestern gateway into the town for pedestrians and vehicles. The area is characterised by a range of uses including office, residential, education, civic and health care. The site currently hosts a range of occupiers such as; the Magistrates court; Ashton Old Baths; Tameside College and the Ashton Primary Care Centre. Although the area has benefited from development in recent years, including a new public realm scheme, a large proportion of St Petersfield comprises cleared sites and temporary surface car parking, all of which are within the Council's ownership.

The approved St Petersfield Masterplan has identified nine development opportunities (owned by the Council) that offer something special: a mixed use residential and modern business district, which is accessible, green and designed to the highest sustainability standards.

### **Ashton Town Centre**

The Council has identified Ashton Town Centre as one of its growth priorities, supporting delivery of the Tameside Inclusive Growth Strategy 2021-26 in making its town centres hubs for living, culture, employment and services supporting a sustainable retail sector.

Once a leading destination for both local and out-of-town shoppers, it has been identified that change is needed in Ashton Town Centre, which has experienced shop closures and declining levels of footfall in recent years exacerbated by national trends.

The Town Centre has undergone improvements in recent years, with the Council's ambition evident through the significant investment of c£60m under the Vision Tameside programme that has delivered a new transport interchange, enhanced digital connectivity, learning facilities, the Council Head Office and public realm. However, despite this investment, fulfilling the objectives for the regeneration of Ashton cannot be maximised unless the existing issues and barriers are addressed.

Since the MDZ was established, Sub-Groups (outlined in more detail in Section 4) have been formed to drive forward development, growth and skills across the AMDZ area.

Overall, the AMDZ presents one the biggest opportunities in Greater Manchester to attract inward investment and long-term economic growth, focusing on advanced materials and the manufacturing sector as well as residential led regeneration. This is a long-term ambition that will take significant resources and time to deliver. This document sets out what needs to be done during 2024 / 2025 to ensure real progress is made and the overall ambition is realised in years to come.

## 2. VISION

The AMDZ will utilise its expertise and influence to unite local stakeholders to unlock funding, drive forward progress and deliver the vision. The over-arching draft vision of the AMDZ is:

*The AMDZ will create aspirational opportunities that retain and attract talent, and will home grow skills. Building on strong industry foundations in digital, creative and manufacturing, Ashton will be integral to Greater Manchester frontier sector innovation.*

*In a well-connected place that has beautiful surroundings, the AMDZ will create a thriving, highly sustainable eco-system, supported by a revitalised town centre and high quality homes for all, making it a fantastic place to live, work and learn.*

The AMDZ Investment Prospectus sets out the following Objectives to deliver its Vision:

- Improve the choice of homes in particular modern energy efficient homes for rent and sale including affordable homes
- Capitalise on the short term development opportunity at Ashton Moss which is available for development without the need for strategic infrastructure
- Attract large scale employment in target sectors - especially Advanced Materials and Manufacturing but also Health Innovation, Digital, Creative and Media and Clean Growth
- Increase footfall in the Town Centre
- Grow and diversify the Town Centre offer including housing, leisure, health and culture
- Enhance connectivity between different parts of the Town Centre in particular St Petersfield and the public transport interchange - including walking/cycling routes and quality of public realm
- Reduce vacancies by repurposing space to create a more diverse offer in the Town Centre
- Attract inward investment to deliver modern commercial floorspace which will draw in occupiers in key sectors
- Enhance training and employment opportunities
- Support the growth of existing businesses and local supply chains

### 3. BUSINESS PLAN KEY OBJECTIVES

This Business Plan sets out the activity that the AMDZ Board will oversee during 2024/2025 to deliver the long-term ambitions and vision of the Mayoral Development Zone.

- MDZ to be established and wider governance/delivery groups agreed
- MDZ Business Case to be prepared
- Preparation of Investment Prospectus
- Launch Prospectus
- Stakeholder engagement strategy to be prepared and signed off
- Agreement of early phase of TMBC sites which could be taken to market and route to market.
- Agreement of optimum option for shopping centres
- Delivery of LUF programme (ongoing)
- Go to market with first tranche of opportunity sites
- Determination of delivery strategy and business case to support transformation of the shopping centres (subject to Stage 1 work)
- Understanding of potential occupiers interested in Ashton Moss
- Agreement of initial due diligence to be undertaken on Ashton Moss
- Preparation of funding bids to start to unlock early phase opportunity sites
- Roll out stakeholder engagement programme
- Implementation of the car parking strategy
- Lobby for further investment to support active travel
- Review of underutilised buildings which could attract future investment
- Communication to public and key stakeholders (ongoing)

Progress on the above will be presented to the AMDZ Board via the programmes Delivery Strategy monitoring.

## 4. ASHTON MAYORAL DEVELOPMENT ZONE BOARD GOVERNANCE

The AMDZ Board oversees the alignment and agreement of long-term aspirations and strategy for the sites, whilst developing and maintaining strategic relationships with key external stakeholders. In addition, it provides a centralised and consistent forum for the resolution of high-level issues encountered during the delivery of the three sites programmes and projects where issues have been escalated from supporting groups.

The main purpose of the MDZ Board is to:

- Set in place a time-limited but long-term structure and business plan that would sit outside other organisational contexts and pressures. This would ensure that there was a committed and certain resource set in place to underpin its Investment Strategy
- Assist in strategically focussing and accelerating development activity across the area which takes account of interdependencies, between the various components of the development process and assets in operation and the significance and timing of these components
- Be the entity that has strategic oversight of land assembly, masterplanning, development facilitation, site preparation, infrastructure and place creation; and the ability to harness the resources of local and national government to secure maximum impacts and efficiency
- Create a profile that can help to attract public and private sector investment and create a diverse mix of investment propositions
- Be able to bring together appropriate experience and capacity in development and place-making from across the public and private sector, and at Board-level to create the momentum to support delivery of a programme that supports inclusive growth and transformational change
- In doing its work the AMDZ Board will at all times consider how the proposed development will benefit the wider Eastern Growth Cluster and Tameside as a whole
- Drive and monitor progress of the AMDZ Delivery Plan, providing strategic support and advice to unlock barriers to delivery and specifically to:
  - Direct the development of project briefs and business cases
  - Provide a regular forum for considering and resolving key strategic issues
  - Provide a clear direction and steer to projects
  - Clarify and set programme requirements and direction
  - Remain focused on key principles deferring detailed analysis to Sub-Committees
  - Monitor high level risks and issues.
- Link with Growth Locations and the Growth Location Steering Group; reporting as any other area and feed into the Investment Pipeline
- Make full use of the Devolution Deal levers in the area, specifically the Brownfield Housing Fund, Single Settlement relating to Housing and Transport, Influence of the Affordable Homes Programme, and partnership with Network Rail

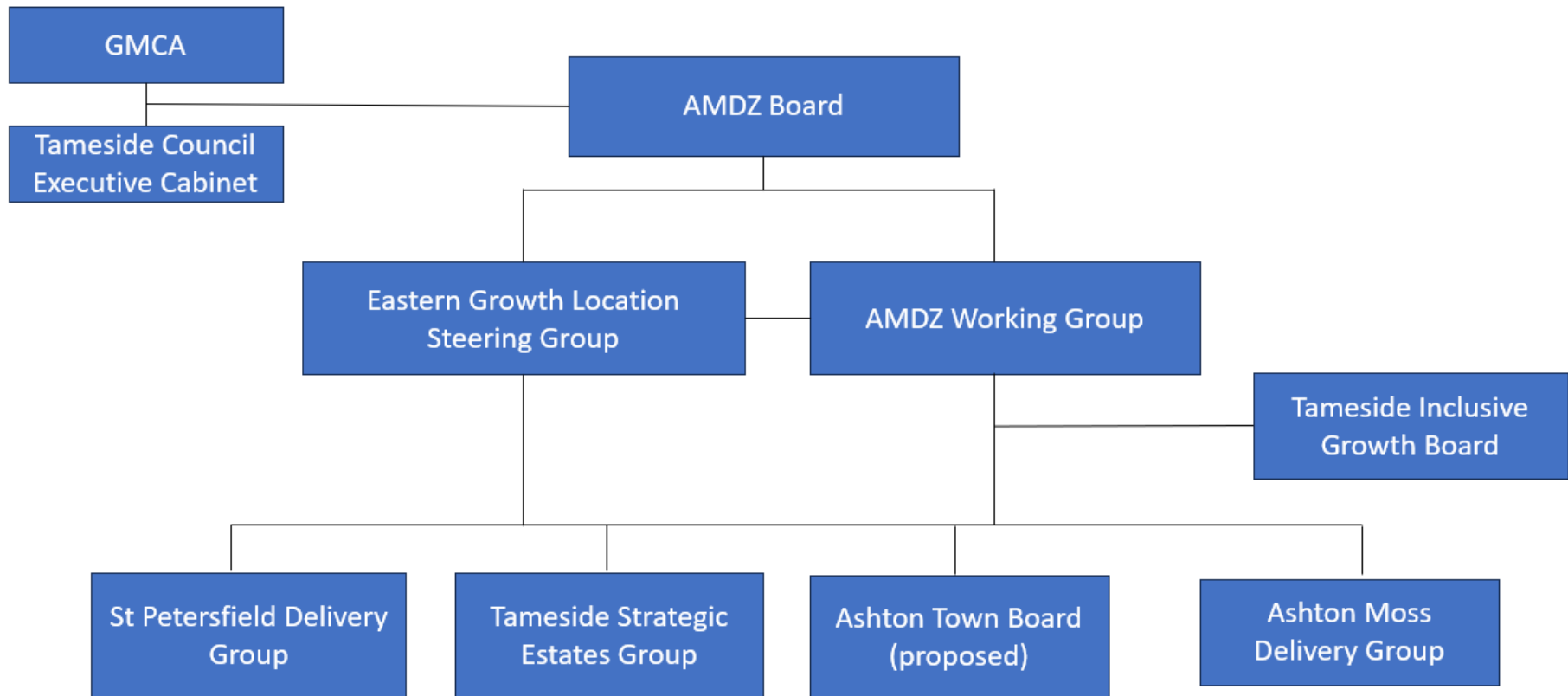
- Enable a strategic, single place integrated approach for all key activities that will optimise the relationships between democratic responsibility and the economic and social priorities of the Mayor, Combined Authority and the Council and other public/private partners. There will be a requirement to report to both Tameside Council and Greater Manchester Combined Authority to ensure that its proceedings can be scrutinised within existing democratic structures
- Publicly communicate the milestones, achievements, and successes of the Ashton MDZ

Tameside Council has formed the following Sub-Groups that are tasked with the delivery of the key sites in the AMDZ:

- Ashton Moss Delivery Group
- Ashton Town Board
- St Petersfield Delivery Group
- Tameside Strategic Estates Group
- Tameside Inclusive Growth Board

An organogram of the AMDZ group structure is set out below:





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## Greater Manchester Combined Authority

Date: Friday 12<sup>th</sup> July

Subject: UKSPF Proposal for the Management of Potential Underspend 2024/5

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

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### Purpose of Report

This report sets out the current position of UKSPF and plans for mitigation of the risk of underspend. With 24/25 being the last year of the programme the biggest risk is underspend and so the below outlines how this will be closely monitored and the principles on which risk would be mitigated.

### Recommendations:

The GMCA is requested to:

1. Approve the proposal for the mitigation of underspend risk.
2. Agree the proposal is a strategic fit with the GM UKSPF Investment Plan and is deliverable as set out in this report.
3. Approve the mitigation measures as set out in this report.
4. Delegate authority to the GMCA Treasurer in consultation with the Portfolio Lead for Resources and Investment to agree any alternative projects where underspend is identified.

### Contact Officers

Name of key contact Officer and email address to be included.

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

Gemma Marsh 07973 875378 Gemma.Marsh@greatermanchester-ca.gov.uk

# Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
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		N/A
<b>Further Assessment(s):</b> Equalities Impact Assessment		
G	Positive impacts overall, whether long or short term.	A
A	Mix of positive and negative impacts. Trade-offs to consider.	R
R	Mostly negative, with at least one positive aspect. Trade-offs to consider.	RR
RR	Negative impacts overall.	

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
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

With the UKSPF spend deadline being 31<sup>st</sup> March 2025 there is a risk that underspend may need to be returned to DLUHC which would impact the deliverability of the committed outcomes of the fund as outlined in the GM UKSPF Investment Plan.

## Legal Considerations

There are no revenue consequences for the GMCA

## **Financial Consequences – Revenue**

As of the end of 23/24 there is a remaining £2,815,202 of revenue funding being rolled into 24/25. The Revenue element of the 24/25 allocation is £40,937,901

## **Financial Consequences – Capital**

The capital funding for 24/25 is £12,384,563

## **Number of attachments to the report:**

None

## **Comments/recommendations from Overview & Scrutiny Committee**

N/A

## **Background Papers**

1. GMCA report – GM UKSPF Investment Plan July 2022

## **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

# 1. Introduction/Background

- 1.1 GMCA as lead UKSPF authority for Greater Manchester submitted its UKSPF Investment Plan to government at the end of July 2022 following approval of the GM UKSPF Local Partnership Board, GM MP Engagement Group and the GMCA.
- 1.2 Due to delays from DLUHC GM LAs received 22/23 funding in January of 2023, and received 23/24 funding in August of 2024. The programmes most impacted by these delays are Communities and Place (E1,3,6) and SME workspaces (E22), both granted to Local Authorities
- 1.3 DLUHC have confirmed that there will be no extension to the delivery window and so all spend, outputs, and outcomes need to be achieved by 31st March 2025. Any underspend by this date will be returned to DLUHC.
- 1.4 The compressed delivery window has increased the risk of projects underachieving and underspending and so the GM UKSPF team are looking to agree the below process for the identification and reallocation of any identified underspend
- 1.5 Progress has been made against investment plan targets despite the above-mentioned delays:
  - GMCA have spent 91% of 22/23 and 23/24 allocation ensuring that DLUHC will provide the entirety of the 24/25 allocation up front.
  - In total UKSPF projects have already achieved 4 out of 15 output targets committed in the investment plan
  - A total of 124 projects have been funded via grants to Local Authorities
  - 10 projects have been directly commissioned by GMCA
  - 2908 local events have been supported across Greater Manchester
  - Over 170,000 square meters of public realm has been created or improved
  - Over 6000 square meters of commercial buildings have been developed or improved

## **2. Purpose**

- 2.1. The purpose of the proposed process is to mitigate the risk of underspend in the final year of delivery by agreeing in advance the broad principles of how the underspend will be identified and handled.
- 2.2. The process will support in the delivering the commitments made in the UKSPF Investment Plan.

## **3. Proposed Underspend Process**

- 3.1. The process operates with the following priorities:
  - 3.1.1. Achieve the outputs/outcomes set out in the GM UKSPF investment plan by March 2025
  - 3.1.2. Spend the full allocation by March 2025
  - 3.1.3. Funding stays within the original area it was allocated where possible.
- 3.2. The UKSPF Team will implement robust monthly monitoring across all UKSPF projects to identify any underspend as early as possible.
- 3.3. The UKSPF Team will work with Local Authorities to identify opportunities to spend UKSPF funds first where match is available.
- 3.4. The UKSPF Team will work with Local Authorities to identify potential alternative projects in the event that underspend is identified.
- 3.5. The UKSPF Team will work to identify where alternative funding can be used to provide additional flexibility in the delivery timescales required.
- 3.6. Where underspend is identified and changes to previously agreed projects needs to be made, the UKSPF team will submit a detailed paper of the proposal to the Local Partnership Board for consideration and ratification, using the delegated powers recommended in this report

## **4. Recommendations**

- 4.1. The Recommendations can be found at the front of the report.

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Date: 12<sup>th</sup> July 2024

Subject: GMCA Revenue Outturn 2023/24

Report of: Councillor David Molyneux, Portfolio Leaders for Resources & Investment and Steve Wilson, GMCA Treasurer

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## PURPOSE OF REPORT

This report is to inform members of the Greater Manchester Combined Authority provisional revenue outturn for 2023/24.

## RECOMMENDATIONS:

The GMCA is requested to:

1. Note the Mayoral General Budget provisional revenue outturn position for 2023/24 is breakeven after planned transfer to earmarked reserves.
2. Note the GMCA General Budget provisional revenue outturn position for 2023/24 is £2.1m which will be transferred to earmarked reserve.
3. Note the Mayoral General – GM Fire & Rescue provisional revenue outturn position for 2023/24 is breakeven after a transfer of revenue funding to capital.
4. Note the Waste and Resourcing provisional revenue outturn position for 2023/24 is breakeven after a transfer from reserve of £18.7m.
5. Note the GMCA Transport and TfGM provisional revenue outturn positions for 2023/24 are breakeven after transfers between earmarked reserves.
6. Note the final position is subject to the submission of the audited accounts to be reported to the GMCA Audit Committee.

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

**CONTACT OFFICERS:**

Name: Steve Wilson, GMCA Treasurer

E-Mail: [steve.wilson@greatermanchester-ca.gov.uk](mailto:steve.wilson@greatermanchester-ca.gov.uk)

Name: Steve Warrener, Finance and Corporate Services Director, Transport for Greater Manchester

E-mail: [steve.warrener@tfgm.com](mailto:steve.warrener@tfgm.com)

**Equalities Implications:** N/A

**Climate Change Impact Assessment and Mitigation Measures:** N/A

**Risk Management** – An assessment of major budget risks faced by the authority are carried out quarterly as part of the reporting process – the risks are identified within the report.

**Legal Considerations** – There are no specific legal implications with regards to the 2023/24 budget update.

**Financial Consequences** – Revenue – The report sets out the provisional outturn position for 2023/24.

**Financial Consequences** – Capital – There are no specific capital considerations contained within the report.

Number of attachments included in the report: 0

**BACKGROUND PAPERS:**

GMCA Budget Reports – 10<sup>th</sup> February 2023

GMCA Revenue Update Quarter 1 - 2022/23 – 28<sup>th</sup> July 2023

GMCA Revenue Update Quarter 2 – 2022/23 – 27<sup>th</sup> October 2023

GMCA Revenue and Capital Budget Reports – 9<sup>th</sup> February 2024

GMCA Revenue Update Quarter 3 – 2023/24 – 9<sup>th</sup> February 2024

**Tracking/ Process**

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

No

**Exemption from call in**

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

N/A

**Bee Network Committee**

N/A

**Overview and Scrutiny Committee**

N/A

## 1. INTRODUCTION

- 1.1 The purpose of this report is to provide the 2023/24 provisional revenue outturn position in relation to the GMCA General, Mayoral, GM Fire and Rescue, Waste and Resources and Transport, including Transport for Greater Manchester (TfGM).
- 1.2 It should be noted that this report is a draft of the expected outcome of the 2023/24 financial position, ahead of the audit of the Statement of Accounts, however it is not anticipated that there will be any significant changes. The statutory deadline for submission of audited accounts is 31<sup>st</sup> May 2025 which will be reported to the GMCA Audit Committee prior to this deadline. This extended deadline is part of the government's recovery phase intended to restore timely audits for local government bodies.
- 1.3 The table below shows the summary of the provisional outturn position for budgets in this report.

Summary 2023/24 Provisional Outturn	Approved Budget			Provisional Outturn			Variance from Budget		
	Exp	Income	Total	Exp	Income	Total	Exp	Income	Total
	£000	£000	£000	£000	£000	£000	£000	£000	£000
<b>GMCA General</b>	245,584	-	0	274,818	-	-2,120	29,234	-31,354	-2,120
		245,584			276,938				
<b>Mayoral</b>	139,738	-	0	129,133	-	0	-10,605	10,605	0
		139,738			129,133				
<b>GMFRS</b>	130,308	-	0	131,011	-	0	702	-702	0
		130,308			131,011				
<b>Waste</b>	169,023	-	0	149,719	-	0	-19,304	19,304	0
		169,023			149,719				
<b>Transport inc:</b>	311,898	-	0	367,463	-	0	55,565	-55,565	0
		311,898			367,463				
Transport (TfGM)	307,413	-	0	295,210	-	0	-12,203	-47,797	-60,000
		247,413			295,210				

## 2. GMCA GENERAL BUDGET

- 2.1 The original budget for 2023/24 for the GMCA Revenue General budget approved in February 2023 was £245,584m. Throughout the financial year as part of the quarterly update reports the budget has been revised to reflect changes in funding.
- 2.2 The provisional outturn position for 2023/24 is an underspend of £2.1m which we're seeking to transfer to reserve to support implementation of the Trailblazer Devolution deal. This is a net underspend following transfer to Retained Business Rates reserve to provide £1.7m to support 2024/25 approved schemes as per business rates update paper in March 24. The position reflects significant additional income earned from interest on short term deposits resulting from an increase in interest rates and cash balances.
- 2.3 The table below shows the original expenditure and income budgets approved in February 2023, the forecast outturn at quarter 3 reported in February 2024, the provisional outturn for 2023/24 and the variance compared to the original budget.

<b>GMCA Revenue General Budget 2023/24 Provisional Outturn</b>	<b>Original Budget</b>	<b>Quarter 3 Forecast</b>	<b>Provision al Outturn</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Expenditure:</b>				
GMCA Corporate	25,781	28,596	28,853	3,071
Election	0	145	170	170
Core Investment Team	1,745	1,603	1,616	-129
Digital	353	5,529	4,709	4,356
Economy	9,746	16,440	15,543	5,797
Environment	1,509	7,538	8,587	7,078
Place	23,446	27,433	29,009	5,563
Public Service Reform	41,884	45,310	46,233	4,349
Work and Skills	141,120	143,554	140,099	-1,021
<b>Total Expenditure</b>	<b>245,584</b>	<b>276,149</b>	<b>274,818</b>	<b>29,234</b>

<b>Funded by:</b>				
Government Grants	188,865	189,172	190,343	1,478
District Contributions	8,603	8,603	8,603	0
Internal Recharges	22,905	24,937	23,476	571
Retained Business Rates Reserve	8,014	21,453	20,191	12,177
Earmarked Reserves	5,543	11,362	5,076	-468
Other Income	11,654	20,621	29,249	17,595
<b>Funding</b>	<b>245,584</b>	<b>276,149</b>	<b>276,938</b>	<b>31,354</b>
<b>Net Expenditure</b>	<b>0</b>	<b>0</b>	<b>-2,120</b>	<b>-2,120</b>

### Corporate Services

- 2.3 GMCA Corporate Services provide support for the whole of GMCA including Fire and Rescue Service, Police and Crime Commissioner, Waste and Resources and Transport. The Corporate functions include services such as Strategy, Research, ICT, Human Resources, Organisational Development, Finance, Internal Audit and Risk, Commercial Services, Legal and Governance. Funding of GMCA corporate functions is predominantly from recharges within the GMCA and to grants, external funding and District contributions.
- 2.4 The original approved budget for 2023/24 was £25.8m and the 2023/24 gross expenditure was £28.9m. The increase of £3.1m of expenditure on new activities funded from a range of sources such as external income, internal recharges and reserves. New activities include the resilience unit, IFRS 16 related spend and additional roles on research and strategy assisting with devolution and new business partnering roles funded from directorates.

### Core Investment Team

- 2.5 The outturn position on the Core Investment Team shows a decrease of £0.1m compared to the original budget, this is due to lower than expected employee costs as a result of some part year vacancies, it does not impact the overall position for GMCA as surpluses/deficits are transferred to earmarked reserves.

## Digital

- 2.6 The GM Digital team is committed to delivering on the GM Digital Strategy through a three year approach set out in the GM Digital Blueprint. GM Digital collaborates across the GM digital system which includes industry, universities, health, Voluntary, Community and Social Enterprise (VCSE) sector to create opportunities, maximise outcomes and generate inward investment.
- 2.7 The 2023/24 original budget for Digital was £0.4m. The Directorate delivers the key programmes such as the GM Digital Strategy, the Digital Platform and the GM One Network. Whilst the outturn position for Digital shows an increase of £4.3m compared to the original budget, the impact on the overall position for GMCA is only £77k. This adverse impact is the result of project delivery costs relating to the Digital Platform Programme exceeding the identified budget. Additional funding realised during the year, £1.55m of Retained Business Rates Funding, £0.6m partner funding relating to the GM One Network, £1.6m of other internal funding/partner contributions and £0.5m from grants.

## Economy

- 2.8 The Economy portfolio leads key groups including the Growth Board, Local Industrial Strategy Programme Delivery Executive, GM Economic Resilience Group and GM Local Enterprise Partnership (LEP).
- 2.9 The 2023/24 approved budget for Economy was £9.7m with actual expenditure for 2023/24 being £15.5m relating to:
- GM Productivity Programme expenditure of £4.8m and GM Local Industrial Strategy (LIS) expenditure of £1.2m both funded from retained business rates.
  - £3.85m relating to Marketing Manchester and MIDAS funded from District Contributions of £1.4m and £2.5m from retained business rates.
  - £1.98m relating to Made Smarter Adoption North West programme fully funded from Government grant.
  - £1.4m for the Economy team funded from a combination of internal recharges, grants and previously and retained business rates.

- £1.2m for Economy Business Rates programme's such as Economic Legal Advice, Business Angels, Journey to net zero and Bee net zero.
- Other expenditure totaling £1.0m against government grants confirmed during the financial year:
  - Local Enterprise Partnership core funding of £0.250m from Department for Housing, Levelling Up and Communities (DHLUC);
  - Innovation Accelerator seed corn funding of £0.4m from Department for Science, Innovation and Technology (DSIT) to support research in key growth opportunities identified in the GM Local Industrial Strategy;
  - Department for Business, Energy, and Industrial Strategy (BEIS) funding for National Cluster Co-ordination undertaken by the Business Growth Hub of £0.4m;
  - £0.3m from Data Accelerator funded from Department for Housing, Levelling Up and Communities (DHLUC).

## Environment

- 2.10 Environment is the lead for the implementation of the GM Five Year Environment Plan and delivering housing and public retrofit programmes as part of green economic recovery and progressing the environment plan to continue to reduce carbon emissions and create an improved, more resilient natural environment for socially distanced recreation.
- 2.11 The 2023/24 original approved budget for Environment was £1.5m with actual expenditure for 2023/24 being £8.6m. The increases relate to new investment from retained business rates growth agreed in July 2023 and Mayoral reserve funding for 'Greener' schemes totaling £4.2m and an additional £3m external funding to support decarbonisation and other environment related programmes.

Expenditure in 2023/24 relates to:

- Green Spaces Fund – expenditure of £2m to support projects that enhance local green spaces or create new ones where they are most needed.
- District Low Carbon programme (Renewables and Retrofit) – expenditure of £1.6m to support Districts to deliver their Climate Emergency Declarations



through upscaling the delivery of conurbation wide carbon reduction programmes.

- IGNITION project – grant funded expenditure of £1.2m to develop innovative financing solutions for investment in GM's natural environment, to help increase the city regions resilience against the increasingly extreme impacts of climate change.
- Local Energy Advice Demonstrator (LEAD)– Grant funded expenditure of £1m to test new and innovative approaches to providing in-person energy efficiency and clean heating advice to Greater Manchester residents, targeting hard-to-reach consumers and hard-to-treat homes, predominantly in urban areas.
- Five Year Environment Plan - expenditure of £0.6m to provide capacity to bid for capital and revenue funds, undertake research, communication, training, convene and co-ordinate delivery of the 5YEP utilizing GM's unique Mission Based Approach
- Natural Course – expenditure of £0.4m relating to an EU-funded LIFE Integrated Project to improve and protect the water quality of the North West over a ten year period.
- Other Environment projects with expenditure of £0.9m such as Local Nature Recovery Strategies, Sustainable Consumption and Production and Energy Innovation Agency.

## Place

- 2.12 Place Directorate focuses on the development of individual places and all the elements that support prosperous and vibrant places in which GM residents can grow up, live and grow old. This has brought together Housing and Planning, Land and Property, Culture, Delivery and Infrastructure teams, each of which has a vital role to play in place development.
- 2.13 The 2023/24 original approved budget for Place was £23.4m with actual expenditure being £29.0m. The increase relates to expenditure on activity identified within 23/24 that has been funded by additional grant income and investment from retained business rates. Expenditure in 2023/24 relates to:

- UK Shared Prosperity programme - expenditure of £17.0m for the second year of the core programme focusing on investment in 'Communities and Place' and 'Local Business' interventions to boost pride in place.
- Cultural and Social Impact Fund of £4.3m the majority of which was funded from a GM local authorities' contribution and supported by retained business rates growth.
- Local Enforcement Pathfinder, expenditure of £1.1m, this is a new programme to improve enforcement in the private rented sector across Greater Manchester.
- The GM Delivery Team supports the delivery of GM's housing delivery objectives and priorities, this was a cost of £0.6m funded from earmarked reserves.
- Create Growth programme funded by Department of Culture, Media and Sport (DCMS) of £0.4m to support creative organisations in the region with a bespoke business support programme to attract investment to grow their business sustainably.
- Other Place Directorate expenditure totaling £5.6m in relation to the Planning and Housing team and Business, Innovation and Enterprise policy funded from a combination of local authority contributions, grant funding and internal recharges, this included activity in areas such as Good Landlord Scheme, Growth Locations and Flood Risk Management.

### Public Service Reform

2.14 Public Service Reform (PSR) supports reform, innovation and social policy development across GM with the overarching objective of addressing inequality and improving outcomes for all residents across the city-region. It is made up of a number of thematic strands with lead responsibilities that include Early Years, Children and Young People, Troubled Families, Homelessness and Rough Sleeping, Asylum and Refugees, Armed Forces and Veterans, Gambling Harm Reduction and the GM Ageing Hub. The service performs a cross-cutting role across GM in collaboration with localities, other public service organisations and the voluntary, community and social enterprise (VCSE) sector to drive the implementation of unified public services for the people of Greater Manchester.

2.15 The 2023/24 original approved budget for PSR was £41.9m with actual expenditure for 2023/24 being £46.2m. The majority of the increase relates to additional funding for the Supporting Families Programme and the Homelessness Prevention Strategy. Expenditure in 2023/24 relates to:

- Supporting Families programme of £17.4m continuation of the programme funded from DHLUC grant.
- Homelessness and Rough Sleeping including:
  - A Bed Every Night (ABEN) of £8.7m expenditure funded from Mayoral Precept, partner contributions and Government grant.
  - Housing First programme expenditure of £3.6m funded from Government grant;
  - Rough Sleeper Initiative, Rough Sleeper Accommodation, Community Accommodation, Youth Pathfinder and Refugee Transitions Outcome programmes with expenditure of £9.3m;
- Changing Futures funding of £2.0 million for 2023/24 which is the third year of a three year programme to improve outcomes for adults experiencing multiple disadvantage;
- PSR Directorate and other delivery resources for the overall programme of £2.2m;
- Other programmes including Childrens Services, Children and Young People Plan, School Readiness, Special Educational Needs & Disability, GM Safeguarding Alliance, Ageing Better, Ageing in Place Pathfinder, Creative Health with expenditure totaling £2.8m.

#### Education, Work and Skills

2.16 Education, Skills & Work works in partnership with local authorities, partners and businesses to deliver and performance manage programmes that support people to enter, progress and remain in work. The original 2023/24 budget was £141.1m with actual expenditure for 2023/24 being £140.1m supporting the following programmes:

- The Adult Education Budget (AEB) of £97.2m devolved to GM to support the city-region's residents to develop skills needed for life and work, plus an additional £5.6m for the AEB National Skills Fund Adult Level 3 programme.
- European Social Fund (ESF) Skills for Growth Programme of £8.7m, with 2023/24 being the final of four years of funding to support business growth and deliver an integrated approach to employment and skills.
- Working Well services to support people experiencing or at risk of long-term unemployment, including the Work and Health Programme of £10.3m, the Individual, Placement and Support in Primary Care Programme of £1.1m, Working Well Specialist Employment Support of £0.8m and the Work & Health: Pioneers Programme of £0.5m.
- European Social Fund (ESF) Not in Employment, Education or Training (NEET) prevention/reduction and youth employment programme of £3.7m.
- Delivery of the Skills Bootcamp programme which expended £4.9m in the year and is a tailored offer of skills provision and learning that is aligned to employer needs and directly linked to employment opportunities in priority sectors.
- Self-Employment Pilot of £0.6m to support GM self-employed residents to sustain and grow their business.
- UK Shared Prosperity Fund Adults' Multiply programme with expenditure of £3.8m in year two of the £14.4m allocation over three years.
- Other programmes including Greater Manchester Apprenticeship & Careers Service, Young Person's Guarantee, GM Careers Hub and Digital Skills with expenditure totaling £2.9m.

### **3. MAYORAL BUDGET**

3.1 The provisional outturn position for the Mayoral budget in 2023/24 is breakeven. The approved expenditure budget in 2023/24 was £139.7m and the provisional expenditure to the end of 2023/24 is £129.1m, which is an underspend of £10.6m. The most significant variances relate to:

- Overspend on Mayoral priorities of £0.7m due to the cost of the expansion of emergency accommodation provision, A Bed Every Night (ABEN) which has helped prevent more people sleeping on the streets. As a result, during the winter months Greater Manchester has recorded a significantly lower increase in rough sleeping compared to other parts of England.

- Underspend on Mayoral transport budget of £11.4m the majority of which relates to Bus Reform implementation costs which will be held in reserves until required.

3.2 The underspend is offset by:

- A shortfall in income to support the Our Pass pilot from colleges of £0.9m.
- Reduction in use of reserves due to lower than forecast bus franchising due to a review of cost allocation between capital and revenue.

<b>Mayoral Budget 2023/24 Provisional Outturn</b>	<b>Original Budget</b>	<b>Quarter 3 Forecast</b>	<b>Provisional Outturn</b>	<b>Budget Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Mayor's Office	526	526	668	142
Corporate Recharge	826	826	826	0
Mayoral Priorities	3,050	4,050	3,715	665
Mayoral Transport	135,336	135,336	123,924	-11,412
<b>Gross Expenditure</b>	<b>139,738</b>	<b>140,738</b>	<b>129,133</b>	<b>-10,605</b>
<b>Funded by:</b>				
Mayoral Precept	-25,193	-25,193	-25,180	13
Collection Fund Surplus /-Deficit	-1,059	-1,059	-896	163
Bus Support Operators grant	-13,150	-13,150	-13,151	-1
Mayoral Capacity grant	-1,000	-1,000	-1,000	0
Statutory charge	-86,700	-86,700	-86,700	0
Use of Reserves	-11,786	-12,786	-2,205	9,581
External Income	-850	-850	0	850
	-			
<b>Total Funding</b>	<b>139,738</b>	<b>-140,738</b>	<b>-129,133</b>	<b>10,605</b>
<b>Net expenditure</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

#### 4. GM FIRE AND RESCUE

4.1 The 2023/24 budget for GM Fire and Rescue Service (GMFRS) set in February 2023 was approved at £130.156m and, at quarter 1, was revised to £130.308m to reflect

the changes in collection fund figures provided by Districts following the budget setting period. The draft outturn position is an underspend of £487k prior to a transfer of revenue funding to capital. The table below provides a summary of the position:

<b>GM Fire &amp; Rescue Service 2023/24 Provisional Outturn</b>	<b>Approved Budget</b>	<b>Forecast Quarter 3</b>	<b>Provisional Outturn</b>	<b>Provisional Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Expenditure:</b>				
Employees	98,779	98,237	98,327	-453
Indirect Employees	1,887	1,940	2,036	149
Premises	6,645	7,425	7,431	786
Transport	2,470	2,411	2,577	106
Supplies & Services	10,594	10,303	10,398	-196
Support Services	8,272	8,272	7,465	-807
Government Grants	-1,168	-1,404	-1,309	-141
Tfr to/from Provision	0	0	0	0
Other Grants & Contributions	-365	-210	-65	300
Customer & Client Receipts	-1,730	-2,035	-2,752	-1,022
Capital Financing Costs	2,082	1,356	1,359	-723
Revenue Contribution to	0	0	757	757
Capital Outlay				
Tfr to Earmarked Reserve	2,841	3,243	4,786	1,945
<b>Total Expenditure</b>	<b>130,308</b>	<b>129,539</b>	<b>131,011</b>	<b>702</b>
<b>Funded by:</b>				
Localised Business Rates	-10,743	-10,743	-10,717	26
Baseline Funding	-43,275	-43,275	-43,544	-269
Section 31 - Business Rates	-1,296	-1,296	-1,296	0
Section 31 - Pension Related	-7,707	-7,707	-7,327	381
Precept Income	-5,605	-5,605	-5,605	0
Collection Fund Deficit	-60,433	-60,433	-60,433	0
Trf from Earmarked Reserve	-479	-479	-505	-26

<b>Total Funding</b>	<b>-130,308</b>	<b>-</b> <b>130,151</b>	<b>-131,011</b>	<b>-702</b>
<b>Net Expenditure</b>	<b>0</b>	<b>-612</b>	<b>0</b>	<b>0</b>

- 4.2 Employees pay and pensions is an underspend of £453k based on vacancies remaining at the year end. Costs include pay award, Bear Scotland v Fulton, pre-arranged overtime and detachments. Pre-arranged overtime and detachments are utilised to provide flexibility for training and maintaining ridership plus estimates of new starters based on the firefighter recruitment strategy. Indirect employee costs is broadly in line with budget with a minor variance mainly in relation to detached duty mileage payments. These costs are closely monitored and links to ensuring training can be accessed whilst maintaining fire cover.
- 4.3 Premises related expenditure is an overspend of £786k predominantly in the area of repairs and maintenance, including transfers from capital to revenue where spend does not meet capital spend criteria. The information supporting this area of spend is being utilised to understand the needs against the estates strategy capital programme.
- 4.4 Transport costs are £106k higher than budget due to increased lease costs of vehicles. Lease costs will cease within 2024/25 on receipt of purchased vehicles.
- 4.5 Supplies, services and other expenditure is at an underspend of £196k. Included in the budget is an expected increase in costs for contract renewals not all of which was required within the financial year but has been maintained to provide for future increases.
- 4.6 Following the 2022/23 capital outturn position, the attributable capital financing costs were re-calculated resulting in an underspend of £723k.
- 4.7 Revenue contributions to capital outlay is made up of two elements, the transfer of income from partner agencies for the use of GMFRS buildings and the final outturn position of an underspend of £487k.

- 4.8 Income had been overachieved by £862k due increased partnership working on specific schemes such as the Atlas project, Road Safety Partnership and other Prevention schemes. The income achieved also includes recharges for shared use of buildings and apprenticeship levy income.
- 4.9 Transfers to reserves include a one-off £983k benefit of deposit interest attributable to GMFRS, future end point assessment estimate from apprenticeship levy income and earmarked funding towards the Prevention and Protection Digital Transformation project.

## 5. WASTE AND RESOURCES

- 5.1 The levy for the Waste and Resources service was set on in February 2023 for a total of £169.023m represented by expenditure of £170.023m and a use of reserves of £1.000m. The provisional revenue outturn for 2023/24 was net expenditure of £169.023m inclusive of a transfer from reserve of £18.719m. The table below sets out the position:

<b>Waste and Resources Provisional Outturn 2023/24</b>	<b>Approved Budget</b>	<b>Forecast Outturn Quarter 3</b>	<b>Provisional Outturn</b>	<b>Forecast Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Operational Costs	108,555	101,617	94,551	-14,004
Operational Financing	53,731	52,459	50,061	-3,670
Office Costs	7,212	4,696	4,508	-2,704
Non-Operational Financing	525	599	599	74
<b>Total Budget</b>	<b>170,023</b>	<b>159,371</b>	<b>149,719</b>	<b>-20,304</b>
Levy Adjustment	0	503	1,023	1,023
Return to constituent authorities	0	37,000	37,000	37,000
Transfer (from)/to reserves	-1,000	-27,000	-18,719	-17,719
<b>Levy</b>	<b>169,023</b>	<b>169,874</b>	<b>169,023</b>	<b>0</b>



5.2 The budget was set using forecast levels of waste amounting to 1,055,297 tonnes of waste from Districts and Household Waste Recycling Centre (HWRC). The volumes of waste delivered by Districts were as below which includes a forecast figure for February and March 2024. Totals for the year have now been verified but as this happened too late to be included in the Statement of Accounts and Outturn, the forecast figures are shown below.

<b>Districts</b>	<b>Budget 2023/24</b>	<b>Forecast 2023/24</b>	<b>Variance</b>
Residual	372,411	373,249	(838)
Biowaste	204,006	192,820	(11,186)
Commingled	114,010	109,358	(4,652)
Pulpables	76,342	76,158	(184)
Street Sweepings	26,269	27,026	757
Trade Waste	44,770	43,205	(1,565)
<b>Total</b>	<b>838,807</b>	<b>821,818</b>	<b>(16,989)</b>

The variation in the total figures demonstrates the difficulty in predicting tonnages for the year ahead that has persisted since Covid. This is due to residents having variable working patterns between home and office which is affecting waste volumes. This has been further compounded by the cost of living affecting spending and the volume of waste that is generated by each household.

5.3 The Household Waste Recycling Centre (HWRC) tonnages have also continued to be difficult to predict following Covid and economic circumstances but also by the success of the implementation of the van permit policy which has been highly successful in driving illegal trade waste out of the sites. When the budget was set, the full year effect of the scheme was not known so could not be factored into the tonnages used at that time. Subsequent implementation of the scheme has reduced tonnage throughputs significantly at the HWRC sites.

<b>HWRC</b>	<b>Budget 2023/24</b>	<b>Forecast 2023/24</b>	<b>Variance</b>
Dry Recycled	71,440	85,989	14,549
Rubble	18,723	31,101	12,378
Thermal Recovery	127,024	79,674	(47,350)

<b>HWRC</b>	<b>Budget 2023/24</b>	<b>Forecast 2023/24</b>	<b>Variance</b>
Green	14,662	11,939	(2,723)
Residual	5,016	625	(4,391)
<b>Total</b>	<b>216,490</b>	<b>209,328</b>	<b>(7,162)</b>

5.4 The operational variances of £14.0m is made up of:

- Residual Value Contract – share of third-party income from sale of electricity is much reduced from previous years and was lower than budget;
- Waste and Resources Management Services (WRMS) - increase in income from the sale of recyclates, savings in expenditure on residual waste treatment and landfill due to lower tonnages of residual waste, and savings on processing of commingled waste due to lower than budget tonnages;
- Household Waste Recycling Centre Management Services (HWRCMS) has a lower than budgeted residual waste treatment costs due to lower than budgeted tonnages; and
- Biowaste Contracts have savings resulting from lower than budgeted tonnages.

5.5 The main operational financing savings have been derived from lower than anticipated interest costs due to higher overall interest income within the Authority and some savings on Minimum Revenue Provision (MRP) costs due to capital projects being completed later than anticipated.

5.6 The office cost variance is largely due to the delay in the works for the waste compositional analysis which was due to be funded from reserves. This work will now take place in 2024/25 and the reserve is still available to fund this work, spend on central recharges from wider GMCA functions was slightly lower and employee costs was slightly less than budget due to vacancy gaps between starters and leavers.

5.7 The provisional levy adjustment has been included within the outturn for 2023/24 with a forecast for the months of February and March 2024 which reflects the changes in tonnages being delivered by Districts. The sum will be affected during 2024/25 with an adjustment to reflect the actual position for March 2024.

5.8 At the February 2023 meeting of the GMCA it was approved to return a total of £27m from an underspend in 2022/23. This return happened in 2023/24. A further return of £10m was approved by GMCA in February 2024.

## 6. TRANSPORT

6.1 The Transport revenue budget approved by GMCA in February 2023 was £304.6m, which included funding from the Transport Levy and Statutory Charge, Mayoral precept, grants and reserves. This was revised at quarter one to include additional grant funding taking the budget to £311.9m. The majority of the Transport revenue budget is paid to Transport for Greater Manchester (TfGM) for transport delivery. The remainder of the Transport revenue budget is retained by GMCA for capital financing costs for Metrolink and other programmes.

6.2 The 2023/24 provisional outturn for the Transport budget is breakeven with total expenditure of £367.5m which is an increase compared to budget of £55.6m. The majority of the increase relates to additional grant funding provided to TfGM, offset by an underspend on capital financing costs. The table below shows the provisional outturn compared to original approved budget for the overall Transport budget with further detail on the TfGM provisional outturn later in the section.

<b>Transport Revenue Budget 2023/24 Provisional Outturn</b>	<b>Budget 2023/24</b>	<b>Provisional Outturn 2023/24</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Expenditure:</b>			
<b>Funding to TfGM</b>	<b>232,677</b>	<b>288,274</b>	<b>55,597</b>
<b>GMCA Transport Expenditure</b>			
Other Grants and Expenditure	0	3,257	3,257
GMCA Corporate	1,024	1,040	16
Capital Financing Costs	78,197	74,892	(3,305)
<b>Total GMCA Expenditure</b>	<b>79,221</b>	<b>79,189</b>	<b>(32)</b>

<b>Transport Revenue Budget 2023/24 Provisional Outturn</b>	<b>Budget 2023/24</b>	<b>Provisional Outturn 2023/24</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Total Transport Expenditure</b>	<b>311,898</b>	<b>367,463</b>	<b>55,565</b>
<b>Transport Resources</b>	<b>(311,898)</b>	<b>(367,463)</b>	<b>(55,565)</b>
<b>Total Expenditure</b>	<b>0</b>	<b>0</b>	<b>0</b>

6.3 The table below summarises the budget for TfGM for 2023/24 and the outturn for the year of with an increase of £47.8m, largely due to the 'grossing up' of certain grant income and costs and additional expenditure on activities which are fully funded from additional grants. A commentary on the key changes is provided below the table.

<b>Transport for Greater Manchester Budget 2023/24 Provisional Outturn</b>	<b>Budget</b>	<b>Quarter 3 Forecast</b>	<b>Provisional Outturn</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Expenditure:</b>				
Concessionary Support non Franchised Services	76,254	76,254	77,346	(1,092)
Bus Supported Services including net franchising cost	63,000	67,073	67,049	24
Capped Fares Scheme	13,000	34,000	38,533	(4,533)
Payment of Devolved BSOG	11,750	11,750	6,144	5,606
Accessible Transport	3,700	3,700	3,700	0
Operational Costs	45,697	45,445	39,850	5,595
Traffic signals costs	3,822	3,822	3,822	0
Net Clean Air Plan Costs	9,349	9,200	8,314	886
Scheme Pipeline development Costs	19,800	17,913	12,214	5,699
Bus Franchising implementation costs	15,895	23,400	7,813	15,587

<b>Transport for Greater Manchester Budget 2023/24 Provisional Outturn</b>	<b>Budget</b>	<b>Quarter 3 Forecast</b>	<b>Provisional Outturn</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Metrolink net cost	38,836	26,763	24,115	2,648
Financing	6,310	6,310	6,310	0
<b>Total Expenditure</b>	<b>307,413</b>	<b>325,630</b>	<b>295,210</b>	<b>30,420</b>
<b>Funded by:</b>				
Funding from GMCA	(232,677)	(318,694)	(288,274)	(30,420)
DfT Rail grant	(1,900)	(1,900)	(1,900)	0
Metrolink funded financing costs	(12,836)	(5,036)	(5,036)	0
<b>Total Funding</b>	<b>(247,413)</b>	<b>(325,630)</b>	<b>(295,210)</b>	<b>(30,420)</b>
<b>Net Expenditure</b>	<b>60,000</b>	<b>0</b>	<b>0</b>	<b>0</b>

- 6.4 As noted above, the forecast outturn has been updated to include the savings and additional income which were delivered in 2023/24 as part of TfGM's 'Financial Sustainability Plan' (FSP). Funding from GMCA has also been updated to reflect additional grant income received from DfT and additional funding from GMCA reserves for Metrolink financing costs (£7.8m).
- 6.5 The costs of concessionary reimbursement outturned slightly higher than budget, after transfers to reserves. TfGM has, in line with previous DfT guidance, continued to reimburse bus operators for concessionary reimbursement in line with pre COVID-19 volumes, adjusted, in line with further DfT guidance, where operated mileage has been less than 100% of pre COVID-19 levels.
- 6.6 The costs of Bus Supported Service including the net costs of franchised services outturned largely in line with the Q2 reforecast.
- 6.7 In June 2023 GMCA approved the continuation of the Capped Fares scheme, with the next review being in summer 2024. This cost outturned at £38m as increases in shadow fares impacted on costs. The costs of the scheme are being funded from Bus Service Improvement Plan (BSIP) funding over the three-year period of this funding.
- 6.8 Payments of Bus Service Operator Grant (BSOG) outturned below budget as services started to be franchised, which offsets the additional costs above. Accessible Transport costs outturned in line with the budget.
- 6.9 £8m of targeted savings in Operating Costs was included in the FSP. These have been delivered in the year. Costs outturned lower than the Q3 forecast largely due to lower spending on activities funded by other grants.
- 6.10 Traffic signal operating costs outturned in line with budget.

- 6.11 The Clean Air Plan costs in the outturn above include all revenue expenditure in the year including on further work to develop the business case; revenue support grants paid as part of the Financial Support Scheme; and the operational costs for the Clean Air scheme. Together these costs outturned at £8.3m. All of these costs are funded by grants from the Government's Joint Air Quality Unit.
- 6.12 The budget for 2023/24 included £19.8m of costs for the further development of GM's pipeline of future transport schemes. This was part funded from the DfT through £4.25m from the Intra-City Transport Settlement funding for financial year 2023/24, in addition to a further £15.55m of previously approved funding from GM's previous award of Transforming Cities funding (TCF2) and CRSTS funding. These costs outturned at £11.9m, with the difference being due to timing differences.
- 6.13 The Mayoral General Budget included an estimated sum of £15.9m for the revenue costs for the implementation plans for the introduction of Bus Franchising. These costs outturned at £7.8m due primarily to a review of the appropriate allocation of these costs between capital and revenue funding sources.
- 6.14 The net operating loss on Metrolink was reduced from the budget and the Q2 outturn to reflect the inclusion of the FSP initiatives, which includes measures to deliver increases in farebox revenues and savings from operational efficiencies. The outturn is £2.6m less than the Q3 reforecast, due primarily to farebox revenues delivered in excess of the FSP plans.

## **6 RECOMMENDATIONS**

- 7.1 The recommendations appear at the front of this report.

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Date: 12 July 2024

Subject: GMCA Capital Outturn 2023/24

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

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## Purpose of Report

This report is to inform members of the Greater Manchester Combined Authority of the capital outturn for 2023/24.

## Recommendations:

The GMCA is requested to:

1. Note the 2023/24 actual outturn capital expenditure of £541.1m compared to the forecast position presented to GMCA on 9 February 2024 of £579.1m.
2. Note the update on property acquisitions for Project Skyline as detailed in section 8 of the report; and
3. Approve the additions to the capital programme in 2024/25 as listed in section 8 of the report.

## Contact Officers

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## **Equalities Impact, Carbon and Sustainability Assessment**

There are no specific equalities impact, carbon and sustainability issues contained within this report.

## **Risk Management**

An assessment of major budget risks faced by the authority are carried out quarterly as part of the reporting process – at the present time a significant proportion of the capital budget is funded through grant. In order to mitigate the risk of monetary claw back the full programme is carefully monitored against the grant conditions and further action would be taken as necessary.

## **Legal Considerations**

There are no specific legal implications contained within the report.

## **Financial Consequences – Revenue**

There are no specific revenue considerations contained within the report.

## **Financial Consequences – Capital**

The report details the actual capital expenditure for 2023/24.

**Number of attachments to the report:** None

## **Background Papers**

GMCA Capital Programme 2022/23 – 2025/26 – 10 February 2023

GMCA 2023/24 Capital Update – Quarter 1 – 28 July 2023

GMCA 2023/24 Capital Update – Quarter 2 – 27 October 2023

GMCA 2023/24 Capital Update – Quarter 3 – 9 February 2024

[GMCA GM Children & Young People programme update 22 March 2024](#)

## **Tracking/ Process**

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

## **Exemption from call in**

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

**Bee Network Committee**

N/A

**Overview and Scrutiny Committee**

N/A

# 1. Introduction/Background

- 1.1 The Greater Manchester Combined Authority (GMCA) approved the 2023/24 capital programme at its meeting on 10 February 2023. Updated forecast outturns were provided on a quarterly basis during 2023/24.
- 1.2 GMCA's capital programme includes Greater Manchester Fire and Rescue Services, Economic Development & Regeneration programmes, Waste & Resources Service and the continuation of the programme of activity currently being delivered by GMCA, Transport for Greater Manchester (TfGM) and Local Authorities including the following elements:
- a) The Greater Manchester Transport Fund (GMTF);
  - b) Metrolink Trafford Park Line Extension;
  - c) Clean Air Schemes including Early Measures Investment Fund (EMIF), Clean Bus Initiatives, Office for Zero emissions Vehicles (OZEV), Electric Vehicles (EV), Taxi, EV Taxi Infrastructure, Clean Air Zones (CAZ), Financial Support Schemes (FSS) and DEFRA Air Quality Monitoring;
  - d) City Regions Sustainable Transport Settlement (CRSTS) funded schemes;
  - e) Other capital projects and programmes including Transforming Cities Fund 1, Active Travel, Rail – Access for All, Facilities Management Renewals, Cycle Safety, Bus Franchising and Zero Emission Buses Regional Areas (ZEBRA);
  - f) Transport Growth Deal Major Schemes;
  - g) Minor Works (including schemes funded by Integrated Transport Capital Block and Growth Deal);
  - h) Capital Highways Maintenance, Traffic Signals and Full Fibre;
  - i) Investments including Growing Places, Regional Growth Fund and Housing Investment Fund;
  - j) Economic Development and Regeneration Growth Deal Schemes;
  - k) Fire and Rescue Service Schemes; and
  - l) Waste and Resources Schemes.
- 1.3 The actual expenditure for 2023/24 was £541.1m compared to a forecast for 2023/24 presented to GMCA on 9 February 2024 of £579.1m. This is summarised

in Appendix A and the major variances are described in this report. The financing of capital expenditure in 2023/24 is provided in section 7.

- 1.4 It should be noted that this report is a draft of the expected outcome of the 2023/24 capital outturn position, ahead of the audit of the Statement of Accounts, however it is not anticipated that there will be any material changes to the position presented in this report.

## **2. Transport Schemes**

### **2.1. Greater Manchester Transport Fund (GMTF)**

- 2.1.1. The GMTF programme is funded from a combination of grants from the Department for Transport; a “top slice” from the Greater Manchester Integrated Transport Block (ITB) Local Transport Plan (LTP) funding; and from a combination of borrowings, to be undertaken by GMCA, and partly from local/third party contributions and local resources (including LTP and prudential borrowing).
- 2.1.2. The GMTF was established on the basis that GMCA would repay the borrowings in full by 2045, in part through the application of Metrolink net revenues (being Metrolink revenues, net of operating, maintenance and other related costs); in part by the application of the annual ring-fenced levy contributions, which will be raised by GMCA, under its levying powers and in part from local, third party, revenue contributions.
- 2.1.3. The GMCA Transport Revenue 2023/24 outturn, on the agenda for this meeting, includes further detail on the overall revenue funding position, including in relation to Metrolink net revenues and financing costs.

### **2.2. Metrolink Programme**

- 2.2.1. The Metrolink GMTF Programme includes the close out of certain activities relating to the Phase 3 expansion programme as well as other service and operational improvement works to the network.
- 2.2.2. The total expenditure on these works for 2023/24 was £7.4m compared to a previous forecast of £7.1m. The variance is primarily due to the rephasing of works from future financial years into 2023/24 as they were delivered ahead of forecast.

## **2.3. Metrolink Renewals and Enhancements**

- 2.3.1. The Metrolink Renewals and Enhancements programme has historically been funded by prudential borrowings, with repayments being made from Metrolink net revenues. However, because of COVID-19 and the associated impact on Metrolink revenues, the programme was reprioritised, with only works that are either safety or operationally critical currently being delivered. The works are now funded from a mixture of borrowings and grant, including the City Regional Sustainable Transport Settlement (CRSTS).
- 2.3.2. The total expenditure for 2023/24 was £11.3m compared to a previous forecast of £13.2m. The variance is predominantly driven by delivery of digital radios for trams being re-sequenced into Q1 2024/25.

## **2.4. Bus Priority Programme**

- 2.4.1. The total expenditure for 2023/24 was £0.1m, compared to the previous forecast of £0.2m. The variance is due to rephasing of some monitoring and evaluation work into 2024/25.

## **2.5. A6 to Manchester Airport Relief Road (A6MARR)**

- 2.5.1. Stockport Council is responsible for the delivery of the A6MARR, resulting in the expenditure largely comprising grant payments to Stockport MBC.
- 2.5.2. The total expenditure for 2023/24 was £2.4m, compared to a previous forecast of £3.6m. The variance is due to land acquisition settlements being rephased into future years.

## **2.6. Metrolink Trafford Park Extension**

- 2.6.1. The total expenditure for 2023/24 was £0.6m, compared to a previous forecast of £0.4m. The variance is due to the earlier than forecast expenditure on land related transactions.

## **2.7. Transforming Cities Fund**

- 2.7.1. The programme includes:
- a) The Metrolink Additional Capacity Programme; and
  - b) The Mayor's Cycling and Walking Challenge Fund (MCF)
- 2.7.2. The Metrolink Additional Capacity programme total expenditure for 2023/24 is £3.2m, compared to a previous forecast of £2.6m. The variance is due to some

works that were previously anticipated to be undertaken in 2024/25 having been completed in 2023/24.

- 2.7.3. The Cycling and Walking Challenge Fund overall programme management and design assurance is undertaken by TfGM, with the majority of schemes being delivered by the 10 GM Local Authorities. The Programme includes Transforming Cities Fund 1 (TCF1) and CRSTS 1 funding. The total 2023/24 expenditure was £27.3m, which was in line with the previous forecast of £27.8m. The variance is due to the rephasing of a small element of works across the 129 schemes into 2024/25.

## **2.8. Active Travel Fund (ATF 2,3 and 4) and Cycle Safety Grant**

- 2.8.1. Active Travel Fund programme has had a number of phases (2, 3, 4 and 4 extension) and comprises 38 cycling and walking infrastructure schemes. The ATF capital programme is being delivered by the Local Authorities and Transport for Greater Manchester. The total expenditure for 2023/24 is £6.9m, which is in line with the previous forecast.

## **2.9. Clear Air Programme**

- 2.9.1. This is a range of Clean Air schemes which are funded entirely through grant funding from central government.
- 2.9.2. The 'Case for a new Greater Manchester Clean Air Plan' was submitted to the Secretary of State in July 2022. In January 2023, government asked GM for additional evidence including modelling how its investment-led approach performs (in terms of delivering compliance with legal nitrogen dioxide levels) against the 'benchmark' of a charging clean air zone to address the nitrogen dioxide exceedances identified in central Manchester and Salford. In April 2023, the government advised of a review of its bus retrofit programme as it had evidence that retrofitted buses have poor and highly variable performance in real-world conditions. Due to the bus retrofit review the requested evidence needed further work. In December 2023, GM submitted an update to the Secretary of State on the Case for a new Greater Manchester Clean Air Plan and confirmed that an appraisal of GM's proposed investment-led plan has been undertaken against a benchmark charging Clean Air Zone (CAZ) in the centre of Manchester and Salford.
- 2.9.3. As a consequence of the issues highlighted above the total 2023/24 expenditure was £1.2m, compared to a previous forecast of £2.4m.

## **2.10. Other Capital Schemes and Programmes**

2.10.1. The other capital schemes and programmes include

- a) Rail – Access for All;
- b) Facilities Management Renewals; and
- c) Downing Street land purchase.

2.10.2. The total 2023/24 expenditure for the Access for All Programme was £3.1m, compared to the previous forecast of £3.5m. This variance is predominately driven by the rephasing of some works into 2024/25 due to delays in securing rail industry approvals. The delays are not anticipated to impact on completion dates.

2.10.3. The total 2023/24 expenditure for Facilities Management Renewals was £0.3m, compared to a previous forecast of £nil. The expenditure, funded from borrowings, related to certain time critical asset renewal and replacement works.

2.10.4. The total 2023/24 expenditure for the acquisition of the land at Downing Street is £16.4m, compared to a previous forecast of £nil. The acquisition was funded from borrowings which will be repaid from future rental income.

## **2.11. Bus Franchising**

2.11.1. The total 2023/24 expenditure was £92.4m, compared to a previous forecast of £86.8m. The variance is predominantly due to IS and Ticketing equipment originally planned to be purchased in 2024/25 being purchased in 2023/24, offset in part by the phasing of the acquisition of a number of the remaining bus depots.

2.11.2. The 2023/24 expenditure includes costs funded from both CRSTS grant and local matched funding contributions met from borrowings.

## **2.12. City Region Sustainable Transport Settlement (CRSTS)**

2.12.1. The total 2023/24 expenditure for CRSTS funded schemes is £97.9m, compared to a previous forecast of £101.7m. The variance is predominantly due to activity on the Outline Business Case (OBC) for Golborne Station and on the Streets for All programme taking place ahead of forecast, offset by the rephasing of some Zero Emission Buses (ZEB's) from 2023/24 into Quarter 1 2024/25. Please refer to para 2.9.3, for Mayors Challenge fund expenditure to Active Travel schemes funded from CRSTS1.



## **2.13. Zero Emission Buses Regional Areas (ZEBRA)**

- 2.13.1. The ZEBRA project has received £35.7m of Department for Transport Zero Emission Buses Regional Areas funding and £12.5m funded from prudential borrowing.
- 2.13.2. The total 2023/24 expenditure was £0.5m, which is in line with the previous forecast.

## **2.14. Transport Local Growth Deal 1 Majors Schemes**

- 2.14.1. The Transport Local Growth Deal 1 and 3 Majors Programme consists of 15 major schemes (excluding Stockport Town Centre Access Plan (TCAP) which are being delivered by TfGM and the Local Authorities. The total 2023/24 expenditure was £66.8m, compared to a previous forecast of £64.2m. The variance is predominantly due to construction activities on Salford Bolton Network Improvement (SBNI) and Stockport Interchange taking place ahead of schedule.
- 2.14.2. The 2023/24 expenditure includes costs funded from the CRSTS grant.

## **2.15. Local Growth Deal Minor Works**

- 2.15.1. The Minor Works schemes are being delivered by TfGM and the Local Authorities.
- 2.15.2. The total 2023/24 expenditure on these schemes was £0.5m compared to a previous forecast of £0.3m. The variance is predominantly due to Growth Deal 3 Bus Passenger Enhancement works being completed ahead of forecast.

## **2.16. Traffic Signals**

- 2.16.1. Traffic signals are externally funded and spend will fluctuate dependent on the level on new installations requested.
- 2.16.2. The total 2023/24 expenditure was £1.6m.

## **2.17 GM Local Full Fibre Network**

- 2.17.1 The final milestone has been delivered but there are small number of outstanding issues to be finalised which may be required in 2024/25.

## **2.18 GM One Network**

- 2.18.1 The GM One Network scheme is for Wide Area Network services across several GM LAs and the Authority and fulfils the Department for Culture, Media and Sport (DCMS) grant conditions for activating the Local Full Fibre Network (LFFN) dark fibre infrastructure. There is currently potential for the completion date to be

moved back a small number of weeks and this is currently being closely monitored.

2.18.2 The total expenditure in 2023/24 was £5m.

### **3. Economic Development and Regeneration**

#### **3.1. Regional Growth Fund (RGF)**

3.1.1 The Regional Growth Fund was secured in 2012/13 and 2013/14 to create economic growth and lasting employment. This fund is now in the recycling phase.

3.1.2 The total expenditure for 2023/24 is £5.5m, compared to the previous forecast of £10.3m, the difference will now be drawn in 2024/25.

#### **3.2. Growing Places**

3.2.1 The Growing Places Fund was secured in 2012/13 to generate economic activity and establish sustainable recycled funds. This fund is now in the recycling phase.

3.2.2 The total expenditure in 2023/24 was £40m which is in line with the previous forecast.

#### **3.3. Housing Investment Loans Fund (HILF)**

3.3.1 The GM Housing Investment Loan Fund has been designed to accelerate and unlock housing schemes to help build the new homes and support the growth ambitions of Greater Manchester.

3.3.2 Expenditure is constrained by income received from loan repayments and HILF was at full capacity at the end of 2022/23. New schemes are now more likely to be drawn in 2024/25 which has been made possible with the agreement to repay capital to Department for Levelling Up, Housing and Communities (DLUHC) at year end being removed.

#### **3.4. Life Sciences Funds**

3.4.1 The Life Sciences Funds are a 15-year venture capital funds investing in life sciences businesses across the region.

3.4.2 The total expenditure for 2023/24 is £0.2m, due to a delayed drawdown that is expected to take place in 2024/25.

### **3.5. Pankhurst Institute**

3.5.1 The Pankhurst Institute is a University of Manchester led initiative to promote needs-led health technology research and innovation.

3.5.2 The budgeted expenditure of £0.8m is now expected to be drawn in 2024/25.

### **3.6. City Deal**

3.6.1 The original City Deal from 2012 was to cover a 10-year period. The expenditure was included in the budget due to ongoing negotiations with Homes England for a new City Deal fund.

3.6.2 Homes England have now approved 4 schemes with £8.1m drawn in 2023/24, £1.2m lower than forecast at Q3, forecast expenditure has been reprofiled to be drawn in 2024/25.

### **3.7. Brownfield Land Fund**

3.7.1 The Authority has been successful in receiving funding from central government from the Brownfield Land Fund. The grant from central government has been provided with the aim of creating more homes by bringing more brownfield land into development.

3.7.2 The increase in expenditure from budget is due to additional funding having been awarded, expenditure is in line with Q3 forecast.

### **3.8. Affordable Homes**

3.8.1 The Affordable Homes grant scheme is finished and no further spend is expected.

### **3.9. Public Sector Decarbonisation Schemes**

3.9.1 The Public Sector Decarbonisation Scheme is grant funding received from central government for public building retrofit projects.

3.9.2 Expenditure in 2023/24 was £2.1m with a small amount to be reprofiled into 2024/25.

### **3.10. UK Shared Prosperity Fund**

3.10.1 The total 2023/24 spend of £7.6m has increased from the previous forecast quarter, this is due to a reprofiling of capital and revenue expenditure.

### **3.11. Social Housing Decarbonisation**

- 3.11.1 The Social Housing Decarbonisation fund is to improve the energy performance of social rented homes. This is the second of the three-year delivery period which finishes in 2025.
- 3.11.2 The decrease in expenditure from £16m to £7m is due to schemes being reprofiled into 2024/25.

### **3.12. Social Housing Quality Fund**

- 3.12.1 The Social Housing Quality Fund is to make improvements in the physical decency of social housing with a focus on serious hazards, e.g. mould and damp.
- 3.12.2 The total 2023/24 expenditure is £0.1m less than forecast, this has been reprofiled to 2024/25.

### **3.13. Rough Sleeper Accommodation Programme**

- 3.13.1 The scheme is to support those rough sleeping or with a history of rough sleeping into longer-term accommodation with support.
- 3.13.2 This project has been rolled over from 2022/23. Total expenditure is £1.8m less than forecast, this is expected to be spent in 2024/25 but will depend on the ability to acquire appropriate units.

### **3.14. Trailblazer**

- 3.14.1 The scheme is to fund local priority projects aligned to the Greater Manchester Strategy Shared Commitments and the UK Government Levelling Up Missions with a focus towards prioritising growth opportunities.
- 3.14.2 Total expenditure in 2023/24 is £5m.

### **3.15. Green Homes**

- 3.15.1 The grant provides grants to both homeowners and landlords to make energy efficient improvements to homes. The delivery phase of the grant is finished, however partners are still finalising schemes. The remaining balance of scheme funding identified in the table below will be transferred to partners when grant conditions have been met.

### **3.16. 5G Innovation**

- 3.16.1 GMCA were successful in an application to the 5G Innovation Regions Programme during 2023/24, gaining a total award of £3.1m. The programme aims to champion the use of innovative applications powered by 5G from proof of concept to widespread adoption. An initial allocation of £0.1m was made in 2023/24, the remainder of the grant allocation is required to be defrayed by 31 March 2025.
- 3.16.2. The GM 5G project focuses on how partners across Greater Manchester (GM) will tackle the drivers of climate breakdown at a city region level. The project intends to digitally enable hundreds of existing air source heat pumps across social housing. This will accelerate the creation of Smart Energy Grids and bring forward benefits for residents, industry and public services, aligning with GM's Local Area Energy Plan.
- 3.16.3. Co-located on the same 5G network, a digital road network environment will be piloted aiming to reduce congestion and carbon emissions and prioritise traffic flow such as public transport in a quicker, efficient way.

## **4. Greater Manchester Fire and Rescue Service**

### **4.1. Estates**

- 4.1.1 An assessment of the estates capital programme strategy is continuing as part of the Estates Strategy work. It is expected that there will be re-profiling of the schemes once timelines of the full strategy have been identified. The reported variance is the re-profiling of budget to date, reflecting the expected position for 2023/24.

### **4.2. Transport**

- 4.2.1 A further review of the general fleet has been undertaken to ensure the vehicles selected are in line with the current market and to ensure all opportunities are maximised in relation to carbon reduction. It is envisaged that vehicles will start to be received within quarters 2 and 3 of the 2024/25 financial year.

### **4.3. Equipment**

- 4.3.1 The variance of £0.7m is in relation to the revised expected delivery of foam equipment, hose replacement and compressors within the programme, all of which have been slipped to 2024/25.

## **4.4. Sustainability**

- 4.4.1 Delivery of core sustainability work was paused in 2022/23 to enable resources to be utilised to deliver on overarching schemes such as Public Sector Decarbonisation Scheme and the wider Estates Strategy which encompasses carbon reduction. As such, the remaining core budget was reprofiled into 2024/25.

## **4.5. Waking Watch Relief Fund**

- 4.5.1 Waking Watch has two schemes within 2023/24, the end of the Relief Fund and the start of the Replacement Fund. Department for Levelling Up, Housing and Communities (DLUHC) have provided confirmation of additional grant funding in respect of the Relief Fund, further to the original Memorandum of Understanding value, in relation to identified high rise properties which meet the criteria. Funding has been committed but is now expected to be expended in 2024/25.

## **5. Waste and Resources**

### **5.1. Operational Assets**

- 5.1.1 The outturn for operational assets is within forecast. Works at Raikes Lane Thermal Recovery Facility, Bolton have been included in the above since last reported.

### **5.2. Non-Operational Assets**

- 5.2.1 The spend on non-operational assets is within budget and represents the completion of the works at Bredbury former landfill site.

## **6. Police and Crime Commissioner**

### **6.1. Reducing Reoffending**

- 6.1.1 This project is to enable Greater Manchester Integrated Rehabilitative Services (GMIRS) providers to strengthen the offer for people on probation. Expenditure of £0.4m was approved with £0.2m of spend incurred in 2022/23 with the remaining spend expected to take place in 2023/24. This has now ben reprofiled into 2024/25.

## **7. Funding Requirements**

- 7.1 Below are the funding arrangements for 2023/24:

<b>Financed by:</b>	<b>Budget £000</b>	<b>Outturn £000</b>
Borrowing	140,615	140,726
Capital Grants	230,327	268,702
Revenue Contribution to Capital Outlay	90	4,708
Capital Receipts	175,547	90,943
External Contributions	2,500	1,557
External Contributions TfGM	42,704	34,428
<b>Total Funding</b>	<b>591,783</b>	<b>541,064</b>

## 8. New projects in 2024/25

### 8.1. Project Skyline

- 8.1.1 Project Skyline is intended to create a supply of children’s homes to increase availability of Looked After Children (LAC) placements in the Greater Manchester region for some of the most vulnerable young people whilst tackling the significant costs associated with these types of placements.
- 8.1.2 In March 2024 GMCA approved to provide the capital initial funding of up to £5m to purchase and refurbish the first batch of properties and support mobilisation costs, this initial capital expenditure is required to acquire homes which will be owned by the GMCA and leased to providers who will deliver the provision on behalf of the 10 GM Local Authorities. This expenditure will be funded by borrowings, which will be recouped over time (through lease payments) once the properties reach full occupancy. The 10 GM Local Authorities will underwrite this upfront funding through a mechanism that has been agreed by the Treasurers in the Skyline Memorandum of Understanding, signed by all 12 parties (10 LA’s, GMCA and NHS) in early 2024.
- 8.1.3 10 properties will need to be identified and acquired, the selection of properties to be determined by the Skyline SRO (which includes GMCA Chief Executive, GMCA Monitoring officer, GMCA Deputy Chief Executive, and Lead Director for Childrens Services (DCS), nominated by LA DCS group) . Given the lead in time to acquire, refurbish properties and take them through the planning process, work on identifying properties has commenced. A sub-committee has been established to progress this work and will make their recommendations to the Skyline SRO group. Following the initial property acquisitions, should the £5m allocation need to be extended to achieve the full 10 properties, further approvals will be sought from the GMCA and parties updated in due course.

8.1.4 Following significant consultation with the Children’s Services teams within the LA’s it has been agreed that Skyline will initially deliver 24 beds across 10 Ofsted registered properties within GM. The provision will specialise in providing placements for Children and Young People with the most acute needs, specifically those with Emotional, Behavioural Difficulty (EBD) and Mental Health (MG) provisions. The Homes will be split into 5 service cohorts as follows:

<b>Cohort</b>	<b>Description</b>	<b>Number of homes</b>	<b>Beds per home</b>
<b>1</b>	Complex Care Mental Health Support Homes	4	2
<b>2</b>	Residential Homes supporting younger children with a view to transitioning them back to foster care	2	3
<b>3</b>	Residential Homes supporting older teenagers	2	3
<b>4</b>	Residential Homes supporting children / young people at risk of sexual exploitation (CSE)	1	2
<b>5</b>	Residential Homes supporting children / young people at risk of criminal exploitation (CCE)	1	2
<b>Total</b>		<b>10 homes</b>	<b>24 beds</b>

8.1.5 In March 2024 GMCA provided delegation to the GM Treasurer and GM Monitoring Officer to review and agree the due diligence information for each individual property acquisition and the overall detailed commercial terms of the acquisitions, to sign off any conditions, issue final approvals and complete any the documentation in respect of the property acquisitions.

## **8.2. 5G Innovation**

8.2.1 As noted above, the GMCA was successful in receiving a 5G Innovation Regions grant from the Department for Data and Digital Infrastructure so GMCA can take full advantage of the transformative effect that advanced wireless connectivity and digital technologies can offer to improve service delivery within Greater Manchester.



8.2.2 The grant award is £3.1m with a small sum spent in 2023/24. The capital expenditure forecast in 2024/25 is £3m to be funded by the grant award.

### **8.3. Raikes Lane Thermal Recovery Facility (TRF), Bolton**

8.3.1 A major programme of works to upgrade the boilers and associated infrastructure was included in the capital programme in 2025/26. Indicative cashflow forecasts includes actual expenditure in 2024/25 of £5.62m.

### **8.4. Traffic Signal Obsolescence and Green Light Funding**

8.4.1 The GMCA was successful in receiving grant funding from DfT to upgrade traffic signal systems by replacing obsolete equipment and tuning up traffic signals to better reflect current traffic conditions and get traffic flowing.

8.4.2 The grant awards are for a total of £5,626,838.37 covering 2024/25 and 2025/26.

Appendix A – Capital Outturn 2023/24

Appendix A	Budget 2023/24 £000s	Q3 2023/24 Forecast £000s	Provisional 2023/24 Outturn £000s	(Increase)/ Decrease £000s
Metrolink Programme	10,392	7,059	7,378	(319)
Metrolink Renewals and Enhancements	10,762	13,169	11,252	1,917
Park and Ride	-	41	13	28
Bus Priority Programme	982	202	113	89
Interchange Programme	-	80	56	24
<b>Greater Manchester Transport Fund</b>	<b>22,136</b>	<b>20,551</b>	<b>18,812</b>	<b>1,739</b>
<b>Road Schemes (Stockport)</b>				
A6 MARR / SEMMMS	3,600	3,600	2,421	1,179
<b>Stockport Council Schemes total</b>	<b>3,600</b>	<b>3,600</b>	<b>2,421</b>	<b>1,179</b>
<b>Other Metrolink Schemes</b>				
Trafford Extension	325	439	558	(119)
Metrolink SEP	-	-	-	-
<b>Other Metrolink Schemes total</b>	<b>325</b>	<b>439</b>	<b>558</b>	<b>(119)</b>
<b>Other Capital Schemes</b>				
TCF - Mayors Challenge Fund	28,256	25,565	19,553	6,012
TCF - Metrolink Capacity Improvement Programme	4,657	2,623	3,166	(543)
Active Travel Fund	7,505	6,908	6,884	24
Cycle Safety	258	-	-	-
Clean Air Schemes	20,039	2,433	1,210	1,223
Access For All	2,602	3,533	3,115	418

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Appendix A	Budget 2023/24 £000s	Q3 2023/24 Forecast £000s	Provisional 2023/24 Outturn £000s	(Increase)/ Decrease £000s
CCAG2				-
Community Cycle Parking				-
Walking & Wheeling at signalised junctions				-
Facilities Management	-	-	301	(301)
Downing Street	-	-	16,388	(16,388)
Bus Franchising	70,773	86,787	92,384	(5,597)
ZEBRA	23,004	509	523	(14)
<b>Other Capital Schemes total</b>	<b>157,094</b>	<b>128,358</b>	<b>143,524</b>	<b>(15,166)</b>
Bus CRSTS	46,115	41,472	36,867	4,605
Active Travel CRSTS	-	2,262	7,740	(5,478)
Interchanges CRSTS	1,900	1,406	1,555	(149)
Rail CRSTS	2,284	1,467	1,870	(403)
Other CRSTS	1,300	-	-	-
Metrolink CRSTS	4,858	339	83	256
Local Authority CRSTS	41,764	57,039	57,560	(521)
<b>Total CRSTS</b>	<b>98,221</b>	<b>103,985</b>	<b>105,675</b>	<b>(1,690)</b>
<b>Growth Deal</b>				
TfGM Majors	57,156	63,334	65,484	(2,150)
Local Authorities Majors	634	849	1,304	(455)
<b>Growth Deal total</b>	<b>57,790</b>	<b>64,183</b>	<b>66,788</b>	<b>(2,605)</b>
<b>Minor Works</b>				
ITB Local Authorities	415	60	108	(48)
Growth Deal 1 & 2 Local Authorities	555	176	159	17

Appendix A	Budget 2023/24 £000s	Q3 2023/24 Forecast £000s	Provisional 2023/24 Outturn £000s	(Increase)/ Decrease £000s
Growth Deal 2 TfGM Schemes	10	4	2	2
Growth Deal 3 TfGM schemes	255	97	268	(171)
Growth Deal 3 Local Authorities	-	-	-	-
<b>Minor Works total</b>	<b>1,235</b>	<b>337</b>	<b>537</b>	<b>(200)</b>
Traffic Signals (Externally Funded)	2,500	2,500	1,621	879
Full Fibre	-	70	8	62
GM One Network	3,518	5,385	5,025	360
<b>Total Capital - Transport</b>	<b>346,419</b>	<b>329,408</b>	<b>344,970</b>	<b>(15,562)</b>
Regional Growth Fund	7,503	10,251	5,490	4,761
Growing Places	11,685	38,414	39,989	(1,575)
Housing Investment Fund	123,363	69,602	39,373	30,229
Life Sciences Fund 1	2,203	1,044	169	875
Pankhurst Institute	793	793	-	793
City Deal	30,000	9,365	8,121	1,244
Brownfield Land Fund	36,112	52,521	52,772	(251)
Affordable Homes	100	-	-	-
Public Sector Decarbonisation Scheme 3a single year	-	1,772	1,055	717
Public Sector Decarbonisation Scheme 3a multi year	1,002	1,002	1,002	0
UK Shared Prosperity Fund	2,646	5,864	7,595	(1,731)
Social Housing Decarbonisation	-	16,400	7,032	9,368
Social Housing Quality Fund	-	15,000	14,887	113
Rough Sleeper Accommodation Programme	-	2,142	387	1,755
Green Homes	-	-	(148)	148
5G Innovation	-	-	67	(67)

Appendix A	Budget 2023/24 £000s	Q3 2023/24 Forecast £000s	Provisional 2023/24 Outturn £000s	(Increase)/ Decrease £000s
Trailblazer		5,000	5,000	-
<b>Total Capital - Economic Development &amp; Regeneration</b>	<b>215,407</b>	<b>229,170</b>	<b>182,790</b>	<b>46,380</b>
Estates	12,186	6,920	4,196	2,724
Transport	7,720	4,272	3,271	1,001
ICT	400	1,101	1,134	(33)
Equipment	274	1,490	773	717
Sustainability	75	119	4	115
Health & Safety	522	521	151	370
Waking Watch Relief	2,000	2,112	408	1,704
<b>Total Capital - Fire &amp; Rescue Service</b>	<b>23,177</b>	<b>16,535</b>	<b>9,937</b>	<b>6,598</b>
Operational Sites	6,780	3,780	3,354	426
Non-Operational Sites	-	13	13	0
<b>Total Capital - Waste &amp; Resources</b>	<b>6,780</b>	<b>3,793</b>	<b>3,367</b>	<b>426</b>
Reducing Reoffending	-	203	-	203
<b>Total Capital - Police and Crime Commissioner</b>	<b>-</b>	<b>203</b>	<b>-</b>	<b>203</b>
<b>Total Capital</b>	<b>591,783</b>	<b>579,109</b>	<b>541,064</b>	<b>38,045</b>

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## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: GM Housing Investment Loans Fund and Brownfield Housing Fund

Report of: Councillor Gerald Cooney, Portfolio Lead for Housing and Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure

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### Purpose of Report

In view of the Combined Authority not meeting in August, this report seeks the Combined Authority's approval to delegate authority to the Combined Authority Chief Executive acting in conjunction with the Portfolio Lead for Housing to approve new projects for funding and urgent variations to existing funding from the GM Housing Investment Loans Fund and Brownfield Housing Fund.

### Recommendations:

The Combined Authority is requested to:

1. Delegate authority to the GMCA Chief Executive acting in conjunction with the Portfolio Lead for Housing to approve new funding and urgent variations to existing funding from the GM Housing Investment Loans fund and Brownfield Housing Fund, 13 July 2024 to 26 September 2024.
2. Delegate authority to the GMCA Treasurer acting in conjunction with the GMCA Monitoring Officer to prepare and effect the necessary legal agreements.
3. Note that any recommendations that are approved under the delegation will be reported to the next available meeting of the Combined Authority.

### Contact Officers

Laura Blakey: [laura.blakey@greatermanchester-ca.gov.uk](mailto:laura.blakey@greatermanchester-ca.gov.uk)

Andrew McIntosh: [andrew.mcintosh@greatermanchester-ca.gov.uk](mailto:andrew.mcintosh@greatermanchester-ca.gov.uk)

**Number of attachments to the report:** None

### **Comments/recommendations from Overview & Scrutiny Committee**

None.

### **Background Papers**

- Housing Investment Fund (*report to GMCA, 27 February 2015*)
- GM Housing Investment Loans Fund – Revised Investment Strategy (*report to GMCA, 25 October 2019*)
- GM City Deal – Homes and Communities Agency (*report to Combined Authority, 28 March 2014*)
- GM City Deal – Homes and Communities Agency: Update (*report to Combined Authority, 26 September 2014*)
- GM Brownfield programme (Devolution Trailblazer deal) - Methodology and Year 1 Allocations\* (*report to Combined Authority, 30 June 2023*)
- GM Brownfield programme (Devolution Trailblazer deal) – Additional Funding Allocations (*report to Combined Authority, 24 November 2023*)
- GM Brownfield programme (Devolution Deal) - Year 2 and 3 Allocations (*report to Combined Authority, 26 January 2024*)

### **Tracking/ Process**

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

No

### **Exemption from call in**

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

No



## **1. Introduction**

- 1.1 A delegation is sought to allow urgent recommendations for funding from the GM Housing Investment Loans Fund and/or Brownfield Housing Fund funding to be approved in the period between the GMCA's July 2024 and September 2024 meetings. It is proposed that authority be delegated to the GMCA Chief Executive acting in conjunction with the Portfolio Lead for Housing to approve new projects for funding and agree urgent variations to the terms of funding previously approved by the Combined Authority.
- 1.2 Any recommendations approved under the delegations will be subject to the usual due diligence processes and will be reported to the next available meeting of the Combined Authority.

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## Greater Manchester Combined Authority

Date: 12<sup>th</sup> July 2024

Subject: GM Investment Framework, Conditional Project Approval

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

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### Purpose of Report

This report seeks Greater Manchester Combined Authority (“Combined Authority” and “GMCA”) approval for an update on an existing loan facility to RealityMine Limited.

In addition, the GMCA is asked to note that a follow-on loan facility to Romaco Limited (“Roma”) and a restructure to existing loans with Broughton House - Veteran Care Village (“BH”) have been approved under delegation. The Combined Authority gave approval on 22nd March 2024 to give delegated authority for the period 23rd March 2024 to 30th May 2024 to the Combined Authority Chief Executive and the Combined Authority Treasurer, in consultation with the Portfolio Lead Leader for Investment and Resources in lieu of an April meeting.

Further details regarding the loans are included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

In view of the prolonged timeframe between the Combined Authority’s meetings in July and September 2024, this report seeks Greater Manchester Combined Authority (“Combined Authority” and “GMCA”) approval to delegate authority to the Combined Authority Chief Executive in consultation with the Combined Authority Treasurer and the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding previously approved by the Combined Authority, for the period 13 July 2024 to 26 September 2024.

## Recommendations

The GMCA is requested to:

1. Agree the changes to the terms of the RealityMine loan in line with the update provided in the confidential part of the agenda.
2. Note a £2m increase in the loan facility to Romaco Limited, from £3m to £5m.
3. Note the consolidation of two existing loans into a single facility with Broughton House, totalling £4.1m.
4. Delegate authority to the Combined Authority Treasurer and Combined Authority Monitoring Officer to review the due diligence information in respect of the above loans, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the loans, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the loans noted above.
5. Delegate authority to the Chief Executive Officer, GMCA & TfGM and the GMCA Treasurer, in consultation with the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding in the period 13 July 2024 to 26 September 2024.
6. Note any recommendations that are approved under the delegation will be reported to the next available meeting of the Combined Authority.





## Contact Officers

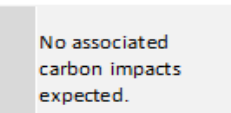
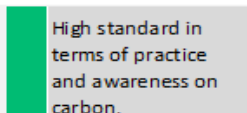
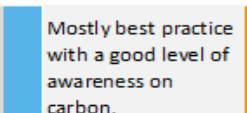
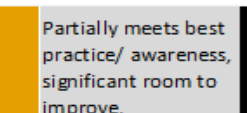
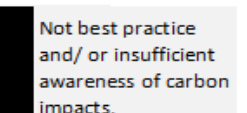
Steve Wilson: [steve.wilson@greatermanchester-ca.gov.uk](mailto:steve.wilson@greatermanchester-ca.gov.uk)

Laura Blakey: [laura.blakey@greatermanchester-ca.gov.uk](mailto:laura.blakey@greatermanchester-ca.gov.uk)

## Equalities Impact, Carbon and Sustainability Assessment





## A) Reality Mine

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	The decision will support the business to implement their long term growth strategy and support an increase in headcount over the next 3 years.
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s): Equalities Impact Assessment		
	Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.
	Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

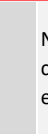


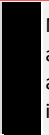
Carbon Assessment		
Overall Score	#DIV/0!	
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to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

## B) Romaco Limited

## Impacts Questionnaire





Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion			
Health			
Resilience and Adaptation			
Housing	G	Access to finance will be key for the continuing development of housing in the region.	
Economy	G	The investment will lead to job creation and strong leverage financial returns for the region.	
Mobility and Connectivity			
Carbon, Nature and Environment			
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
<b>Further Assessment(s):</b>	Equalities Impact Assessment and Carbon Assessment		
 <b>Positive impacts overall, whether long or short term.</b>	 <b>Mix of positive and negative impacts. Trade-offs to consider.</b>	 <b>Mostly negative, with at least one positive aspect. Trade-offs to consider.</b>	 <b>Negative impacts overall.</b>

## Carbon Assessment

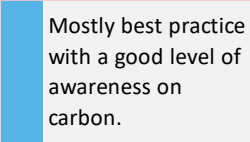
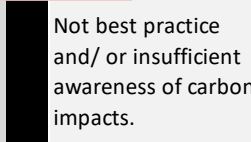
Buildings	Result	Justification/Mitigation		
New Build residential		Details of onward investment schemes are unknown at this stage but will be in line with local planning regulations.		
Residential building(s) renovation/maintenance	N/A	Details of onward investments unknown at this stage		
New Build Commercial/Industrial	N/A			
<b>Transport</b>				
Active travel and public transport	N/A			
Roads, Parking and Vehicle Access	N/A			
Access to amenities	N/A			
Vehicle procurement	N/A			
<b>Land Use</b>				
Land use	N/A			
 No associated carbon impacts expected.	 High standard in terms of practice and awareness on carbon.	 Mostly best practice with a good level of awareness on carbon.	 Partially meets best practice/ awareness, significant room to improve.	 Not best practice and/ or insufficient awareness of carbon impacts.

### C) Broughton House

## Impacts Questionnaire

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

## Carbon Assessment

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

## **Risk Management**

The loans recommended in this paper will be governed under the existing investment framework which includes several levels of review and ongoing monitoring of performance.

## **Legal Considerations**

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

## **Financial Consequences – Revenue**

All future loan interest income on loans will be applied to revenue reserves.

## **Financial Consequences – Capital**

The proposed loan to Romaco Limited will be made from recycled capital funds.

Any future income from the repayments of property loans will be applied to Capital reserves.

## **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?

Yes

## **Exemption from call in**

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

No.

## **GM Transport Committee**

N/A



**Overview and Scrutiny Committee**

N/A

## **1. Introduction/Background**

### **1.1. Background:**

- 1.1.1. The Combined Authority maintains and develops a pipeline of projects submitted by applicants seeking funding from the Combined Authority's Core Investment Funds allocation. These projects are assessed against criteria based on the GM Investment Strategy, developed to underpin the economic growth of Greater Manchester. A condition of investment is that the companies sign up as (at a minimum) a supporter of the Greater Manchester Good Employment Charter.
- 1.1.2. This assessment incorporated:
- an appraisal by the GM Investment Team; and
  - a review by a sub-group of GM Chief Executives.

## **2. Investments Recommended for Approval in Principle**

### **2.1. RealityMine, Trafford**

#### **Sector: Digital and Creative**

- 2.1.1. An update on RealityMine is included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

## **3. Investments Approved Under Delegation**

### **3.1. Romaco Limited, Manchester**

#### **Sector: Financial Services**

- 3.1.1. The business case in respect of an additional £2m loan facility to Romaco Limited ("Roma") has been submitted to and appraised by the Core Investment Team and has been approved under delegation.
- 3.1.2. Roma is a specialist finance provider, offering development funding, bridging finance and buy-to-let mortgages for commercial and residential property schemes. The business is well established and has received funding from the British Business Bank, amongst others to on-lend to customers.

3.1.3. GMCA has previously provided £3m of loan funding to Roma to support its growth plans and this follow-on loan facility will be used to provide additional capacity to lend to regional SME borrowers. Roma employs 60 at its head office in Manchester and expects to grow the workforce by 9 over the next three years.

3.1.4. Further details regarding the loan are included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

## **3.2. Broughton House Veteran Care Village, Salford**

### **Sector: Social Enterprise, Commercial Property**

3.2.1. GMCA has provided Broughton House with two loans to fund the construction of a new care home consisting of 64 beds and 6 apartments for Veterans, in Salford, with a capital balance of £4,072k remaining.

3.2.2. Broughton House was established in 1916 as a treatment centre for soldiers returning from WW1. It has subsequently evolved into a charity and care home for veterans.

3.2.3. The new home is now complete and well occupied. With trading stabilised, it is proposed that the two existing loans be consolidated into one, with the terms and repayments being aligned into a single facility.

3.2.4. Further details regarding the consolidation of the loans are included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

## **4. Delegation**

4.1.1. A delegation is sought to allow urgent recommendations for funding to be conditionally approved in the period between the GMCA's July and September 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.

4.1.2. 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.

## Greater Manchester Combined Authority

Date: 12 July 2024

Subject: A review of remuneration for the Elected Mayor of the Greater Manchester Combined Authority (GMCA)

Report of: Gillian Duckworth, Monitoring Officer for the GMCA

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### PURPOSE OF REPORT:

To report the recommendations of the GM Independent Remuneration Panel (IRP) in relation to the remuneration of the GM Elected Mayor and seek approval of those recommendations.

### RECOMMENDATIONS:

1. The GMCA is requested to approve the recommendations of the IRP:
  - a) that the remuneration of the GM Mayor remains at £118,267, subject to indexation going forward.
  - b) that the remuneration of the GM Mayor continues to be indexed at the NJC annual percentage salary increase, specifically with reference to Spinal Column Point 43.
  - c) that the index continues to be applied to the same year that it applies to Officers. This is normally from 1st April to 31st March. Where the index is applicable to Officers for more than 1 year it should also be applicable to the GM Mayor for the same period.
  - d) that the recommendations contained in this report are implemented with effect from the date of the GM Mayor taking up the new term of office in May 2024.
2. And note the IRP's views that the GM Mayor should have access to an appropriate pension scheme that provides for an employer's contribution equivalent to that made to the pension scheme for Police and Crime Commissioners (it should be

noted that the panel sets out the legal position at paragraphs 37 to 40 of its report and notes that currently there are no legal powers to do so).

**CONTACT OFFICERS:**

Gillian Duckworth, Monitoring Officer, GMCA.

**Risk Management**

None.

**Legal Considerations**

As set out in the report.

**Financial Consequences – Revenue**

The Panel recommendation is that the remuneration of the GM Mayor is indexed at the NJC annual percentage salary increase.

**Financial Consequences – Capital**

There will be no capital financial consequences.

**Number of attachments to the report: 1**

**BACKGROUND PAPERS:**

[Review of Remuneration for the Elected Mayor of the Greater \(March 2021\)](#)

## **1. INTRODUCTION**

1.1 The Greater Manchester Combined Authority Order 2011, as amended by the GMCA (Amendment) Order 2015 and the GMCA (Functions and Amendment) Order 2017 provides for the appointment of a GMCA Independent Remuneration Panel (IRP). At their meeting on 24 February 2017 the GMCA agreed to establish in accordance with relevant statutory provisions, its own Independent Remuneration Panel

1.2 The Order as amended, and the subsequent Greater Manchester Combined Authority (Amendment) Order 2018, provides that the GMCA may pay an allowance to the Elected Mayor subject to the following conditions:

- a) that the GMCA has considered recommendations made by the IRP which contains recommendations for such an allowance; and
- b) that the allowance paid by the GMCA does not exceed the amount specified in the recommendation made by the independent remuneration panel.

## **2. INDEPENDENT REMUNERATION PROCESS**

2.1 Membership of the Greater Manchester Independent Remuneration Panel consists of:

- Dr Declan Hall – Independent Chair
- Clive Memmott – Chamber of Commerce
- Vicky Knight – Unison

2.2 The Panel was re-convened in early 2024 to begin the process of reviewing the remuneration for the GM Elected Mayor, as instructed by the GMCA on consideration of their previous report in March 2021.

2.3 The Panel formally convened to conduct the review on the 25 April 2024 where it interviewed members of the GMCA and relevant officers. All GMCA members were invited to meet with the Panel. In addition, they were also sent a short

questionnaire so that those GMCA Members who were unable or did not wish to meet with the Panel were given the opportunity to make a written submission.

2.4 The Panel wishes to thank those Members and officers who assisted them with their review and submits its recommendations for consideration by the GMCA.

### **3. RENUMERATION PANEL RECOMMENDATIONS**

3.1 The recommendations of the GMCA's Independent Remuneration Panel are –

1. The Panel recommends that the remuneration of the GM Mayor remains at £118,267, subject to indexation going forward.
2. The IRP recommends that the remuneration of the GM Mayor continues to be indexed at the NJC annual percentage salary increase, specifically with reference to Spinal Column Point 43.
3. The IRP further recommends that the index continues to be applied to the same year that it applies to Officers. This is normally from 1st April to 31st March. Where the index is applicable to Officers for more than 1 year it should also be applicable to the GM Mayor for the same period.
4. The IRP again recommends that the GM Mayor has access to an appropriate pension scheme that provides for an employer's contribution equivalent to that made to the pension scheme for Police and Crime Commissioners.
5. The IRP recommends that the recommendations contained in this report are implemented with effect from the date of the GM Mayor taking up the new term of office in May 2024.

**Appendix 1** – full report of the Independent Remuneration Panel – May 2024.



**A Review of Remuneration**

**For the**

**Elected Mayor**

**Of the**

**Greater Manchester Combined  
Authority (GMCA)**

**By the**

**Independent Remuneration Panel**

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**Dr Declan Hall (Chair)**

**Vicky Knight**

**Clive Memmott (OBE)**

**May 2024**

## **Introduction: The Regulatory Context – the GMCA**

1. This report contains the recommendations made by the independent remuneration panel (Panel or IRP) appointed by the Greater Manchester Combined Authority (GMCA) to make recommendations to the GMCA on the remuneration of the elected Mayor (the Mayor) of Greater Manchester Combined Authority.
2. The Greater Manchester Combined Authority was established under the *Greater Manchester Combined Authority Order 2011* (SI 2011/908). The GMCA covers the ten metropolitan boroughs that make up Greater Manchester. The Order provided for each constituent council to appoint one formal member of the GMCA. These are the Leaders (or elected Mayor in the case of Salford) of the ten Greater Manchester Councils and also constitute the GMCA 'cabinet' in that they each hold a Greater Manchester-wide policy portfolio alongside representing their local authority. The office of the elected Mayor of Greater Manchester (GM) was established in 2017 through the *Greater Manchester Combined Authority (Election of Mayor with Police and Crime Commissioner Functions) Order 2016* (SI No. 2016/488).

## **The GMCA Independent Remuneration Panel**

3. The *Greater Manchester Combined Authority Order 2011* (as amended by *The Greater Manchester Combined Authority (Functions and Amendment) Order 2017 [SI 2017/612]*) established the statutory remuneration framework for the GMCA. It provides authority for the GMCA to establish an Independent Remuneration Panel (or IRP) to make recommendations for the remuneration of the GMCA elected Mayor. The GMCA cannot pay more than the IRP recommends although it may pay less.

## **The Terms of Reference for the Review**

4. When the IRP reviewed the remuneration of the GM elected Mayor in March 2020 it recommended that Mayoral remuneration to be further reviewed in early 2024 to be applicable from the beginning of the Mayor's term in May 2024. Due to Covid restrictions the Authority did not consider the IRP Report until 26<sup>th</sup> March 2021. Nonetheless, the Authority accepted this recommendation, plus the recommended Mayoral remuneration.
5. Consequently, in accordance with this provision the GMCA IRP was reconvened to undertake a light touch review of the remuneration of the Mayor of GMCA.

## **The IRP**

6. The members of the IRP are:
  - Dr Declan Hall (Chair): a former lecturer at the Institute of Local Government, the University of Birmingham,

currently an independent consultant who specialises in Members Allowances and support

- Vicky Knight: Regional Manager UNISON North West
- Clive Memmott (OBE): Chief Executive of Greater Manchester Chamber of Commerce

7. Administrative support to the Panel was provided by Nicola Ward, Statutory Scrutiny Officer, GMCA.

### **How the IRP approached the review**

8. The IRP met virtually, holding its meetings via MS Teams on the following occasions:

- 18<sup>th</sup> March 2024 - scoping meeting
  - The purpose of this meeting was to be briefed by relevant Officers of the GMCA to scope and plan the review and determine the information the IRP required to conduct the review. It was at these sessions that the IRP received updates and briefings on the GMCA and the role of the Mayor.
- 25<sup>th</sup> April 2024 – formal meeting of the IRP
  - It was at this meeting that the IRP formally convened to
    - Hear representations from GMCA Mayor and an elected Member and consider written representations
    - Receive further factual briefings from relevant Officers
    - Consider benchmarking data
    - Review changes in GMCA Constitution, the rollout of Devolution and any resultant impacts on the role of the Mayor

9. All GMCA Members were invited to meet with the IRP for the formal meeting. In addition, they were also sent an email asking if they wished to submit any written views for the IRP to take into account.

10. For further details on the range of evidence the IRP considered in its deliberations and in arriving at its recommendations see:

- Appendix 1: sets out the list of range of information that was formally presented to and considered by the IRP and sent to the IRP prior to its formal meeting
- Appendix 2: GM Mayor and elected Members who made representations to the IRP, both in person and in writing
- Appendix 3 the Officers who provided factual briefings to the IRP
- Appendix 4: Benchmarking data (BM1-3) reviewed by the IRP

## The GM Mayor – Setting the context for current remuneration in 2017 and 2020

11. In advance of the first election of the GM Mayor in May 2017 the IRP made a recommendation to the GMCA for a remuneration of £110,000 to be paid from date of post holder getting elected. On the grounds of transparency the GMCA wanted to ensure that the remuneration for the GMCA elected Mayor was known prior to the election.
12. The dilemma for the IRP at the time was to assess the role in the absence of experience. As such the remuneration of £110,000 was set with reference to the remuneration of the GM Police and Crime Commissioner (PCC) which was set by the Senior Salaries Review Board (SSRB) at £100,000. As the GM Mayor was to assume responsibilities for Police and Crime Commissioner functions this established a base-line figure which the IRP simply uplifted by £10,000 to recognise the additional responsibilities.
13. The logic behind the £110,000 recommendation was that by definition the role had to be larger than that of the Police and Crime Commissioner – as (uniquely at the time) the GM Mayor would have more powers and responsibilities.
14. In the 2020 review, the IRP after considering the remuneration of other Metro Mayors concluded that a remuneration of £110,000 was still appropriate, but with an annual cost of living uplift indexed to the same percentage increase in local government Staff salaries, as applied each year at Spinal Column 43. Due to this indexation mechanism, currently, the Mayor’s remuneration is £118,267.
15. The questions and issues for the IRP in this review are the extent to which the role and responsibilities of the GM Mayor:
  - Have significantly changed or evolved in different fashion from that envisaged
  - Compare to other Metro Mayors
  - Compare to other roles

## The evolving role of the GMCA and GM Mayor

16. Devolution at the GMCA continues to evolve and since the previous review there have been two important developments in this regard at the GMCA.
  - (i) The Greater Manchester Trailblazer Devolution Deal
17. Arising out of the Levelling Up White Paper in February 2022 the GMCA (and WMCA) have been negotiating with the Government for a ‘Trailblazer’ Devolution Deal. The key features of the GMCA Deal are
  - **Single Settlement.** For the next Spending Review period (due to begin in 2025-26), Government will agree a Single Funding Settlement with GMCA. It will include funding for Local growth and place; Local transport; Housing and regeneration; Adult skills; and Retrofit/Net Zero. This will cover an entire Spending Review period, giving GM greater flexibility to plan and

fund priorities over the long term, and replace multiple grant agreements and bespoke reporting requirements with a single streamlined accountability framework.

- **Skills and employment.** A new Partnership for post-16 Technical and Education and Skills will provide oversight of post 16 technical education and skills. Non-apprenticeship adult skills functions and grant funding for post-19 will be devolved in the next Spending Review period, and several immediate flexibilities given. And Government has committed to a co - design approach to all future contracted employment support programmes, with an assumption of a delegated delivery model.
- **Transport.** A new Rail Partnership with Great British Railways (GBR) will support the integration of Rail into the Bee Network by 2030, including through full fares and ticketing integration across bus, Metrolink, and Rail. Government will also work with GM on the legal powers needed to effectively tackle anti-social behaviour and fare evasion on buses.
- **Housing and regeneration.** £150m of Brownfield funding will be devolved over the next three years to deliver 7,000 homes. GMCA will gain new, strategic oversight of the Affordable Homes Programme and the existing Strategic Place Partnership with Homes England will be strengthened. A Housing Quality Pathfinder will provide funding and powers to support GM authorities to tackle poor quality private rented sector properties.
- **Fiscal devolution.** Authorities in GM will be allowed to retain 100% of their Business Rates for 10 years. The Government will also work with GM to designate a number of specific growth zones, within which 100% of Business Rates growth will be retained for 25 years.
- **Governance and accountability.** There are a series measures designed to strengthen the GMCA Overview and Scrutiny Committee, including commitments that the GMCA Chair and other Members will attend Council meetings, public question times, and a new question and answer session for GM Members of Parliament to be held in public four times a year.
- **Economy, growth and culture.** The Deal establishes a new Strategic Innovation Partnership, Strategic Productivity Partnership (on business support), and Strategic Cultural Partnership. There are also a range of commitments to support between GM-Government joint-working on trade, investment and exports.
- **Net zero and environment.** Government will pilot devolving net zero funding (inc. buildings retrofit) to GMCA from 2025 onwards, as part of GMCA's single department-style settlement. The Mayor of Greater Manchester will be appointed as the responsible authority to develop the Local Nature Recovery Strategy (LNRS) for GM, and Government and GM will work on a range of net zero, nature recovery and climate change adaptation strategies, regulations, pilots and policies.

- **Public services.** New funding streams relating to prevention and/or multiple disadvantage will be considered for inclusion as part of the single settlement. Government will also work with GM to review the secondary legislation underpinning pooled budgets (Section 75).
  - **Data and digital.** A new Data Partnership, alongside a review of options (legislative or otherwise), will support better sharing of data between Government and GM bodies. A new Digital Infrastructure Leadership Group will also be established.
  - **Resilience.** Government will work with GMCA to pilot and test key aspects of the UK Government Resilience Framework.
18. The Trailblazer Deal will clearly provide GMCA and the Mayor with enhanced powers. One of the major powers that will be devolved will be in relation to the Single Settlement which will be designed in the mould of government departments' budgets set at spending reviews and based on thematic functions. While developing and determining the Single Settlement will be responsibility of the GMCA and GM Mayor, the Mayor will be a major actor in that that process as well as being the post that will be held to account on how the Single Settlement is implemented.
19. However, it is noted that these powers will not become operational until April 2025 and beyond. As such, the IRP has concluded that while the Trailblazer Deal will have a significant impact on the powers and role of the Mayor that it will largely be in the future

(ii) Delivering the Bee Network: Bus Franchising Implementation

20. The second development that the IRP felt had some significance is the Bee Network, which is Greater Manchester's vision for an integrated, 'London-style' transport system, which will change the way people travel across the city region. The Bee Network launched on 24 September 2023 following the successful implementation of bus franchising across Wigan, Bolton parts of Bury and Salford (Tranche 1), which represents approximately 20% of the Greater Manchester bus network.
21. Tranche 2 commenced operations in Rochdale, Oldham and parts of Bury on 24th March 2024 taking the overall proportion of the Greater Manchester bus network which is franchised to circa 50%. The procurement of Tranche 3 operators is currently on-going; with operations scheduled to commence on 5th January 2025. At this point the whole of the Greater Manchester bus network will be franchised and under public control.
22. While Bus Franchising is a function that can be exercised by the majority of Metro Mayors in Greater Manchester it is at a much more advanced stage than other comparable Combined Authorities and is one of the major powers exercised by the Mayor. It has involved the Mayor spending a greater proportion of their time on Bus Franchising than was previously the case. However; the IRP anticipated the powers held by the Mayor regarding transport and they have not evolved in

different fashion from that envisaged when originally settling upon an appropriate remuneration.

23. As such, the IRP has concluded that while the Mayor will be due to take on and exercise significantly more powers in the future, at this particular stage the role and powers has not significantly changed since it last reviewed the Mayoral remuneration in 2020.

### **Mayoral 'Soft' Powers and Leadership Skills**

24. The IRP also anticipated that in addition to the (evolving) responsibilities of the GMCA and the 'hard' powers exercisable by the Mayor there is the more ill-defined or 'soft' powers that the Mayor exercises. The mandate arising from being directly elected on a GM-wide basis provides the Mayor with a unique platform to represent the GMCA to the rest of the world and be the public face of the Authority on a regional, national and international level.
25. This makes the role of GMCA elected Mayor broader than an executive mayor of a principal council (and thus not relevant for comparative purposes); the GM Mayor is required to act as an advocate for the GMCA and work across the ten GM constituent councils and with their Leaders. The GM Mayor continues to strengthen relationships with the other Leaders and GM stakeholders and build cohesion to develop collective understanding of the GMCA, in line with the agreed protocols.
26. If anything it is this aspect of the role of GM Mayor that has grown more than when the role was first introduced. The Mayor has also taken on a wider regional (i.e., Northern) role and has become the public face of GM. The GM Mayor has become the main point of public accountability for GM and the region. This is backed up by a poll by the Centre for Cities on Metro Mayors and devolution ahead of the local elections in March and published in April 2024. It showed metro Mayors are better known than local politicians with 83 per cent of those surveyed in Greater Manchester being able to name the GM Mayor. In comparison, just over 40 per cent could name their local MP and about 20 per cent name their council leaders, across all metro areas surveyed.
27. An element of enhanced regional role and sharpened accountability may be down to having an active GM Mayor but irrespective of the individual who may hold the post the nature of the GMCA is such that the profile of the GM Mayor would be significant regardless. The GM Mayor has become the principal champion and spokesperson for GM on both the national and international stage.
28. None of this in itself is necessarily a reason to revisit current remuneration of the GM Mayor. The IRP understands that the GM Mayor would always continue to evolve and develop in a different fashion to other English Metro Mayors. The latter continue to be more limited in their GM Mayor is the most evolved of all the English Metro Mayors but it does endorse at the very least the assessment of the role and recommended remuneration in 2020 and the fact that it remains the highest paid of all English Metro Mayors.

## **Benchmarking - other comparable roles**

### **GM Leaders/Mayor, Metro Mayors, Police & Crime Commissioners and Cabinet Posts**

29. Meaningful benchmarking is difficult as the role of GM Mayor is the most developed at the moment. Nonetheless, the IRP undertook a benchmarking exercise to test out the current remuneration of the GM Mayor. It was mentioned more than once to the IRP that the GM Mayor was inadequately remunerated when compared to an equivalent post in the private sector. However, this can be said for all publicly elected posts, in essence there is a public service discount built into the remuneration of elected political posts so the IRP has not utilised this analogy for benchmarking purposes and has continued to benchmark against other relevant elected posts
30. Benchmarking shows that the remuneration of the GM Mayor is above that of
- A. Other GM Leaders – see appendix 4 (BM2)
  - B. Elected Mayors of other Combined Authorities
31. In the case of A. other GM Leaders/Salford Mayor the IRP concluded that these roles are not relevant for benchmarking purposes. While it is acknowledged that the GM Leaders/City Mayor (Salford) are all Members of the GMCA and have extensive executive powers within their respective authorities the size and remit of the GMCA and nature of the role and responsibilities of the GM Mayor are more extensive in scale.

#### Elected Mayors of other English Combined Authorities/PCCs

32. More Combined Authorities remunerate their elected mayors than was the case at the time of the 2020 review. The current remuneration of other Metro Mayors are as follows

• Cambridgeshire & Peterborough	£75,000
• Liverpool City Region	£84,298
• North East	£68,499
• South Yorkshire	£79,000
• Tees Valley	£65,000
• West of England	£87,000
• West Midlands	£95,000
• West Yorkshire	£111,218
• York & North Yorkshire	£81,300
• Greater Manchester	£118,267

33. The remuneration of the GM Mayor remains the highest of all elected Mayors of English Combined Authorities, although it is noted that the differentials have narrowed since the last review in 2020. Moreover, while the remuneration of the GM Mayor remains the highest of all Combined Authority Mayors the IRP feels that this is appropriate for a number of reasons; when compared to other English CAs:



- The GMCA one of the largest in population and budget, with only the West Midlands CA being similar on both counts
  - The GMCA is more developed in terms of range of responsibilities
  - The GM Mayor has more powers and responsibilities e.g. Fire & Police and Crime functions
34. Given the powers of the GM Mayor a remuneration of £118,267 still represents value for money when for instance compared to the other Metro Mayors. For instance, the West Midlands CA Mayor is paid £95,000 but the West Midlands also retain a separately elected Police and Crime Commissioner (PCC) who is paid about £120,000 (including pension provision, as was the case when GM had a separately elected PCC). The West Yorkshire CA, where the metro mayor's remuneration is closest to that of the GM Mayor, at £111,218 does not have a Trailblazer Deal or their Mayor unlike at GMCA; have responsibilities for Employment, Strategy and Innovation or Health and Social Care.

#### Comparing GM Mayor to a Cabinet Post

35. One analogous role to the GM Mayor that came out of the representation was that of a Cabinet Post at national government. It is noted that Cabinet Ministers are paid £158,851<sup>1</sup>. The analogy was raised in the context that as Combined Authorities continue to evolve and Metro Mayors powers continue to develop it would be appropriate to put their remuneration on a proper footing for the next generation of Metro Mayors and one option that should be considered is the future harmonisation with Cabinet pay structures.
36. The IRP concluded that at this stage this analogy was probably not appropriate. However, in laying down a marker for the future and as devolution continues to evolve and develop with greater transfer of powers to CAs the IRP feels that in order to put CA mayoral remuneration on a proper footing that is fit for future purpose there may be a case to reset the GM Mayor's remuneration in alignment with the salaries paid to Cabinet Posts.

#### **Issue emerging – The role of GM Mayor not being pensionable**

37. Once again, an issue that emerged from the representation made to the IRP highlighted the fact that the GM Mayor has no access to a pension scheme that attracts an employer's contribution. The role of GM Mayor is clearly full time, they are unable to undertake any other remunerated role that may be pensionable. It was felt that this was inequitable and a potential barrier to public service. The IRP strongly agrees with this assessment.
38. The IRP feels this lack of pension provision is particularly egregious considering the fact that the GM Mayor also has the Police and Crime Commissioner powers for Greater Manchester and the fact that where Police and Crime Commissioners remain separately elected posts, i.e., across the most of England, their remuneration is pensionable in that they are able to join the Local Government Pension Scheme (LGPS) and attract the employer's contribution, which currently stands at 19.2 per cent in Greater Manchester. Thus in effect the GM Mayor for all intent and purposes is the Police and Crime Commissioner for Greater

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<sup>1</sup> MPs salary £91,346 + Cabinet Salary £67,505

Manchester but unlike other Police and Crime Commissioners is not able to join the LGPS.

39. The IRP further noted that access to the LGPS for the London Mayor and Members of the Greater London Assembly was discontinued from 1<sup>st</sup> April 2014, although those who were Members could stay in the LGPS up to the end of their term of office. This removal of access to the LGPS also applied to all English Councillors, although Councillors in the devolved nations retain access to the LGPS. However, in London under provisions of the Greater London Authority Act 1999 (section 26) the Mayor and members of the Assembly may still be entitled to other pension provision. Such alternative provision has been made and from 1<sup>st</sup> January 2018 pensions for elected Members are provided under a Master Trust Pension Scheme and administered by Aviva, for Members who choose to join it.
40. The IRP was advised that there is no express statutory provision akin to section 26 of the Greater London Authority Act 1999 that would permit the GMCA to make provision for the payment of a pension to the GM Mayor on a similar basis.
41. Nonetheless, the IRP feels that it should continue to emphasise the importance to try and address this anomaly, namely the GM Mayor is responsible for GM police and crime functions but cannot join the LGPS whereas all other PCCs can. As well as the fact that it is a full time role and therefore should be pensionable. As such the IRP is once again making a recommendation in this regard that leaves it to the GMCA to seek further ways for the GM Mayor to have access to a pension. It is just unacceptable English Metro Mayors do not have access to a pension with an employer's contribution.
42. **The IRP again recommends that the GM Mayor has access to an appropriate pension scheme that provides for an employer's contribution equivalent to that made to the pension scheme for Police and Crime Commissioners.**

### **The IRP's recommendation**

43. Thus bearing in mind the evolution of the role of the GM Mayor has developed as broadly expected, the representation received, benchmarking and the fact that there has been no significant changes to the role of the GM Mayor since the last review (although this is expected to change in the coming years) the IRP has concluded that the remuneration of the GM Mayor should remain at £118,267 subject to indexation going forward (see section on indexation below).
44. **The Panel recommends that the remuneration of the GM Mayor remains at £118,267, subject to indexation going forward.**

### **Indexation**

45. Currently the remuneration of the GM Mayor is automatically uplifted annually in line with the annual percentage increase (spinal column point 43) in salary for local government staff. This is set and published each year by the National Joint

Council for Local Government Services, the employers/employee joint negotiating body, and is known as the 'NJC' index.

46. The principle of indexation is now generally adopted across local government and other local authorities. An annual uprating of allowances by an appropriate index ensures they do not lose value over time and avoids the need for sizeable increases on a periodic basis simply to stand still.
47. More specifically the IRP notes that there is provision for the indexation of allowances in at least 9 of the 10 GM constituent councils. Thus, nearly all other GMCA Members (Leaders/Salford elected Mayor) have their SRAs indexed or at least have the opportunity to do so. The NJC index is also the most common indexation mechanism at the GM Councils and across English local government generally. It has the advantage of treating elected Members and Officers equally in applying an appropriate annual uplift to their allowances/salary.
48. Consequently, the IRP has concluded that it remains appropriate to continue the annual indexation of the remuneration of the GM Mayor on its current basis.
49. **The IRP recommends that the remuneration of the GM Mayor continues to be indexed at the NJC annual percentage salary increase, specifically with reference to Spinal Column Point 43.**
50. **The IRP further recommends that the index continues to be applied to the same year that it applies to Officers. This is normally from 1<sup>st</sup> April to 31<sup>st</sup> March. Where the index is applicable to Officers for more than 1 year it should also be applicable to the GM Mayor for the same period.**

### **Implementation of Recommendations**

51. **The IRP recommends that the recommendations contained in this report are implemented with effect from the date of the GM Mayor taking up the new term of office in May 2024.**

## **Appendix One: List of Information considered by the IRP**

1. Independent Remuneration Panel, A Review of Remuneration for the Elected Mayor of Greater Manchester Combined Authority and Independent Members/Person appointed to the GMCA Audit & Standards Committee, March 2020
  - a. Including minutes of GMCA meeting on 25<sup>th</sup> March 2021 that considered and approved recommendations of the IRP
2. Presentation to the IRP on the GMCA by Gwynne Williams, Deputy Monitoring Officer for the Greater Manchester Combined Authority
3. GMCA Constitution, 28 June 2019 with particular reference to
  - a. Part 1 – Introduction and Articles
  - b. Part 2 – Functions of the GMCA
  - c. Part 3 – Responsibility for Functions
  - d. Part 4 – Committees
  - e. Part 8 – Members’ Allowances
4. The Greater Manchester Combined Authority Order 2011 (SI 2011/908) 1 April 2011, updated July 2012
5. The Greater Manchester Combined Authority (Amendment) Order 2015 (SI 2015/960)
6. The Greater Manchester Combined Authority (Amendment) Order 2015 (SI 2018/444)
7. The Combined Authorities (Mayoral Elections) Order 2017 (SI2017/67)
8. The Greater Manchester Combined Authority (Functions and Amendment) Order 2019 (SI 2019/793)
9. Report of Andy Burnham GM Mayor and Eamonn Boylan Chief Executive, GMCA & TfGM, to GMCA, Trailblazer Devolution Deal, 24<sup>th</sup> March 2023
10. GMCA, Briefing Paper: Greater Manchester Trailblazer Devolution Deal, 15<sup>th</sup> March 2023
11. Report of Andy Burnham GM Mayor, Portfolio Lead for Transport and Eamonn Boylan Chief Executive, GMCA & TfGM, to GMCA, Delivering the Bee Network: Bus Franchising Implementation Update, 23<sup>rd</sup> February 2024
12. Centre for Cities, Briefing Paper, Everything you need to know about metro mayors, 29<sup>th</sup> February 2024
13. National Joint Council, for Local Government Services, Local Government Pay Agreement 2023/24, 1<sup>st</sup> November 2023, showing a per centage uplift of 3.88% at SCP 43.

14. Copies of allowances schemes and remuneration for
  - a. Police and Crime Commissioners
  - b. MPs and Government Ministers
  - c. GLA Mayor and Deputy Mayor
  - d. 10 GM Metropolitan Councils – Leaders remuneration
  - e. 10 English Combined Authorities, Mayoral remuneration

## **Appendix Two: Member Representations to the IRP – Members**

### **Members:**

Andy Burnham                      GMCA Mayor (Labour)

Cllr Mark Hunter                      GMCA Portfolio Lead for Children & Young People,  
Leader of Stockport Council (Liberal Democrat)

### **Members who made a written submission/comments to the IRP**

Paul Dennett                      GMCA Deputy Mayor and Portfolio Lead for Healthy Lives  
& Homelessness, City Mayor of Salford (Labour)

### **Appendix Three – Officers who briefed the IRP**

Eamonn Boylan	Chief Executive, GMCA & TfGM
Andrew Lightfoot	Deputy Chief Executive, GMCA
Steve Warrener	Managing Director, TfGM
Kate Green <sup>2</sup>	Deputy Mayor Police, Fire & Crime, GMCA
Julie Connor	Director of Governance & Scrutiny, GMCA
Steve Wilson	Treasurer, GMCA
Gillian Duckworth	Monitoring Officer, GMCA
Nicola Ward	Statutory Scrutiny Officer, GMCA

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<sup>2</sup> Kate Green made a declaration of interest to the IRP, namely her salary is set with reference to the remuneration paid the GMCA Mayor

## Appendix Four: Benchmarking Data

<b>BM1 GMCA Mayoral Remuneration Review - Other GM Mets: BA + Leader + GMCA SRAs (23/24 - unless indicated)</b>				
<b>GM Comparator Council</b>	<b>Basic Allowance</b>	<b>Leader or Elected Mayor</b>	<b>Leader or Elected Mayor GMCA SRA</b>	<b>Leader Total</b>
<b>Bolton</b>	£11,848	£31,989		£43,837
<b>Bury</b>	£11,227	£33,681	£6,000	£50,908
<b>Manchester (22/23)*</b>	£19,152	£47,016		£66,168
<b>Oldham*</b>	£10,922	£39,318		£50,240
<b>Rochdale</b>	£11,172	£33,516	£5,879	£50,567
<b>Salford</b>	£12,478	£61,276		£73,754
<b>Stockport</b>	£10,717	£32,151		£42,868
<b>Tameside (22/23)</b>	£14,712	£39,588		£54,300
<b>Trafford</b>	£10,076	£31,236	£10,237	£51,549
<b>Wigan (22/23)</b>	£14,460	£44,149	£10,634	£69,243
<b>Mean</b>	<b>£12,676</b>	<b>£39,392</b>	<b>£8,188</b>	<b>£55,343</b>
<b>Median</b>	<b>£11,538</b>	<b>£36,500</b>	<b>£8,119</b>	<b>£51,229</b>
<b>Highest</b>	<b>£19,152</b>	<b>£61,276</b>	<b>£10,634</b>	<b>£73,754</b>
<b>Lowest</b>	<b>£10,076</b>	<b>£31,236</b>	<b>£5,879</b>	<b>£42,868</b>
<i>* Leaders SRA specifically deemed inclusive of GMCA Member role</i>				



<b>BM2 Remuneration English Combined Authority Mayors (2023/24 unless indicated)</b>	
<b>Comparator Combined Authority</b>	<b>Elected Metro Mayor Remuneration</b>
<b>Cambridgeshire &amp; Peterborough (22/23)</b>	£86,121
<b>Liverpool (22/23)</b>	£84,298
<b>North East</b>	£68,499
<b>South Yorkshire</b>	£79,000
<b>Tees Valley</b>	£65,000
<b>West of England</b>	£87,000
<b>West Midlands</b>	£95,000
<b>West Yorkshire (also PCC)</b>	£111,218
<b>York &amp; North Yorkshire</b>	£81,300
<b>GMCA</b>	£118,267
<b>Mean</b>	<b>£87,570</b>
<b>Median</b>	<b>£85,210</b>
<b>Lowest</b>	£65,000
<b>Highest</b>	£118,267

**GMCA BM3: Salaries other public posts benchmarked  
– April 2024 (unless indicated otherwise)**

**UK – elected representatives**

- UK MPs: £91,346
- Cabinet Minister £158,851<sup>3</sup>
- Minister of State (UK) £123,026<sup>4</sup>

**GLA/Other London Public Bodies**

- Mayor of London: £154,963
- Statutory Deputy Mayor £107,498

**Police and Crime Commissioners**

- Police & Crime Commissioner - highest band £120,000<sup>5</sup> (circa)
- Where a PCC also has responsibility for fire £3,000 extra

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<sup>3</sup> MPs salary £91,346 + Cabinet Salary £67,505

<sup>4</sup> MPs Salary £91,346 + Minister of State Salary £31,680

<sup>5</sup> The stated remuneration of circa £120,000 for a PCC in the highest band is based on a salary of £100,000 plus about 20% pension contribution

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of the Local Government Act 1972.

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of the Local Government Act 1972.

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