

GREATER MANCHESTER COMBINED AUTHORITY

DATE: Friday, 27th September, 2024

TIME: 10.00 am

VENUE: Banqueting Room, Leigh Sports Village, Leigh Stadium, Sale Way, Leigh, WN7 4JY

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 in advance of the meeting.

4. **Minutes of the GMCA meeting held on 12 July 2024** 5 - 30

To consider the approval of the minutes of the meeting of the GMCA held on 12 July 2024.

5. **GMCA Waste & Recycling Committee Minutes - 17 July 2024** 31 - 48

1. To approve the minutes of the meeting of the GMCA Waste &

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

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

Recycling Committee held on 17 July 2024.

2. To approve the appointment of Councillor Alan Quinn as the Chair of the Waste & Recycling Committee for 2024/25 year.
3. To approve the appointment of Councillor Steve Adshead as Vice Chair of the Greater Manchester Waste and Recycling Committee for 2024/25.

6. GMCA Resources Committee Minutes - 22 March & 12 July 2024 49 - 58

To approve the minutes of the GMCA Resources Committee held on 22 March & 12 July 2024.

7. GMCA Overview & Scrutiny Minutes - 24 July & 14 August 2024 59 - 104

1. To note the minutes of the GMCA Overview & Scrutiny Committee held on 24 July & 14 August 2024.

2. To consider the contents of the Overview & Scrutiny Annual Report.

8. GMCA Audit Committee Minutes - 31 July 2024 105 - 122

To note the minutes of the GMCA Audit Committee held on 31 July 2024.

9. Bee Network Committee Minutes - 27 June & 25 July 2024. 123 - 142

To note the minutes of the Bee Network Committee held on 27 June & 25 July 2024.

10. Greater Manchester Appointments and Nominations 2024/25 143 - 144

Report of Gillian Duckworth, GMCA Monitoring Officer & Solicitor.

11. Business Plan for the Integrated Water Management Plan to 31 March 2025. 145 - 186

Report of City Mayor, Paul Dennett, Portfolio Lead for Housing First and Councillor Tom Ross, Portfolio Lead for Green City Region.

12. Bee Network Fares and Ticketing 187 - 196

Report of Andy Burnham, Mayor of Greater Manchester.

13. A Housing First Greater Manchester 197 - 208

Report of City Mayor Paul Dennett, Portfolio Lead for Housing First.

14. Temporary Accommodation: Value for Money in Greater Manchester 209 - 262

Report of City Mayor, Paul Dennett, Portfolio Lead for Housing First.

15. Greater Manchester Brownfield Housing Fund Reallocations - 263 - 274

Report of City Mayor Paul Dennett, Portfolio Lead for Housing First.

16. Atom Valley Mayoral Development Zone Business Plan 2024/25 275 - 302

Report of Andy Burnham, Mayor of Greater Manchester.

17. Rail Integration and Reform Programme: Emerging Rail Reform Policy Position & Next Steps 303 - 312

Report of Andy Burnham, Mayor of Greater Manchester.

18. Golborne Station Land Acquisition Strategy 313 - 320

Report of Andy Burnham, Mayor of Greater Manchester.

19. Working Well: Work and Health Programme direct award and contract extension of the Individual Placement and Support in Primary Care 321 - 334

Report of Councillor Eamonn O'Brien, Portfolio Lead for Technical Education & Skills.

20. Q1 Capital Update 2024- 2025 335 - 352

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

21. Q1 Revenue Update 2024-2025 353 - 368

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

22. Annual Treasury Management Review 2023/24 369 - 392

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

23. Greater Manchester Housing Investment Loans Fund - Investment Variation Recommendation -To Follow

Report of City Mayor, Paul Dennett, Portfolio Lead for Housing First.

24. Greater Manchester Investment Framework, Conditional Project Approval - To Follow

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

25. EXCLUSION OF THE PRESS AND PUBLIC

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

PART B

26. Greater Manchester Housing Investment Loans 3
Fund - Investment Variation Recommendation - To Follow

Report of City Mayor, Paul Dennett, Portfolio Lead for Housing First.

27. Greater Manchester Investment Framework, 3
Conditional Project Approval - To Follow

Report of Councillor David Molyneux, Portfolio Lead Resources & Investment.

Name	Organisation	Political Party
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. Alternatively, contact the following

Governance & Scrutiny Officer: Governance and Scrutiny

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

This agenda was issued on 19 September 2024 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
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 12TH JULY 2024 AT SALFORD TOWN HALL

PRESENT

Mayor of Greater Manchester	Andy Burnham (in the Chair)
Deputy Mayor (Police, Crime & Fire)	Kate Green
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Bev Craig
Oldham	Councillor Arooj Shah
Rochdale	Councillor Neil Emmott
Stockport	Councillor Mark Hunter
Tameside	Councillor Gerald Cooney
Wigan	Councillor David Molyneux

ALSO IN ATTENDANCE:

Bolton	Councillor Emily Mort
Bolton	Councillor Nadim Muslim
Rochdale	Councillor Janet Emsley
Salford	Councillor Lewis Nelson
Salford	Councillor Jack Youd
GM Moving Chief Executive	Hayley Lever

OFFICERS IN ATTENDANCE:

Group Chief Executive Officer, GMCA, GMFRS & TfGM	Caroline Simpson
GMCA Deputy Chief Executive	Andrew Lightfoot
GMCA Monitoring Officer	Gillian Duckworth
GMCA Treasurer	Steve Wilson
Managing Director, TfGM	Steve Warrener
Bolton	Andrew Williamson
Bury	Lynne Ridsdale
Manchester	Joanne Roney

Oldham	Harry Catherall
Rochdale	Steve Rumbelow
Salford	Tom Stannard
Stockport	Michael Cullen
Tameside	Sandra Stewart
Trafford	Sarah Saleh
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
TfGM	Danny Vaughan
TfGM	Martin Lax
TfGM	Luke Masterson
GMCA	Neil Evans
GMCA	Sylvia Welsh
GMCA	Lee Teasdale

GMCA 87/24 APOLOGIES

That apologies be received from Councillor Nicholas Peel (Bolton), City Mayor Paul Dennett (Salford), Councillor Tom Ross (Trafford), Sue Johnson (Bolton) & Sara Todd (Trafford).

GMCA 88/24 CHAIRS ANNOUCEMENTS AND URGENT BUSINESS

Andy Burnham, Mayor of Greater Manchester, opened the meeting by acknowledging that this was the first full combined authority meeting following the appointment of Caroline Simpson to the role of Group Chief Executive for GMCA, GMFRS & TfGM.

It was also acknowledged that this would be the last Combined Authority meeting of Joanne Roney as Chief Executive of Manchester City Council ahead of her taking up the same role of Birmingham City Council. The Mayor acknowledged the huge contribution Joanne had made to the work of Manchester and the wider region over the past seven years.

Alison McKenzie-Folan was congratulated following her recent recognition in the King's Honours list with an OBE for services to local government, and Michael Cullen

was welcomed to his first meeting of the Combined Authority as the new Chief Executive of Stockport Borough Council.

The Mayor acknowledged the recent sad passing of Sir Howard Bernstein. Sir Howard had made a huge contribution to the building of the modern Manchester and throughout his entire career had been a devoted leader of Manchester's regeneration on a national scale. The continued growth of the city region would remain his legacy.

The sad passing of Paul Argyle, former Deputy Chief Fire Officer at Greater Manchester Fire & Rescue Service was acknowledged by the Combined Authority. The Mayor noted the support he had received from Paul following the tragic events at Manchester Arena in 2017.

The Mayor advised that following the election of the Labour government on Thursday 4th July, he had taken part in a historic gathering of all metro mayors in the Cabinet Room at 10 Downing St with new Prime Minister Kier Starmer. It was hoped that this was a sign that the new government would be a different one to those seen previously, that focussed on growth everywhere as a national mission, with devolution at its root. GM had for many years now demonstrated that devolution could bring about significant change and growth on a regional level.

The Mayor invited Deputy Mayor Kate Green to address the Combined Authority on the plans for Part 4 of the CSE Assurance Review being commissioned through HMICFRS. Following the publication of Part 3 earlier in the year, there was an awareness of continued public concern about CSE in GM, with repeated assertions through the media that nothing had changed and that perpetrators continued to evade justice. It was agreed that Part 4 would more comprehensive and wider ranging in its scope to provide further assurance that current practice was at the expected level and that the concerns raised in the first three parts were being directly addressed. Councillor Shah stated on behalf of Oldham Borough Council that they welcomed the commissioning of Part 4 of the review, highlighting how vital it was that lessons were not only being learned, but fully embedded throughout all services.

RESOLVED /-

1. That Caroline Simpson be welcomed to her first meeting as the Group Chief Executive for GMCA, TfGM & GMFRS.

2. That the GMCA expresses its best wishes to Joanne Roney in her last meeting as the Chief Executive of Manchester City Council.
3. That the GMCA expresses its congratulations to Alison Mckenzie-Folan following her award of an OBE for services to local government.
4. That Michael Cullen be welcomed to his first meeting as the Chief Executive of Stockport Borough Council.
5. That the GMCA expresses its condolences to the family, friends and former colleagues of Sir Howard Bernstein following his sad passing.
6. That the GMCA expresses its condolences to the family, friends and former colleagues of Paul Argyle, who had served as a Deputy Chief Fire Officer for GMFRS.
7. That the Mayor's update on the gathering of metro mayors at Downing Street following the recent national election result be received.
8. That the update from the Deputy Mayor for Policing, Fire & Crime on the plans for Part 4 of the CSE Assurance Review being commissioned through HMICFRS be received.
9. That it be noted that Oldham MBC welcomed the commissioning of Part 4 of the CSE Assurance Review.

GMCA 89/24 DECLARATIONS OF INTEREST

RESOLVED /-

1. That the Mayor of Greater Manchester has a financial interest in Item 28 (Independent Remuneration Panel Review of GM Mayoral Remuneration) and will leave the meeting for that item.

2. That the Deputy Mayor for Policing, Crime & Fire declared an interest in Item 19 (GM Investment Zone) as a governor of Manchester Metropolitan University.

GMCA 90/24 MINUTES OF THE GMCA MEETING HELD ON 14 JUNE 2024

RESOLVED /-

That the minutes of the GMCA meeting held on 14 June 2024 be approved as a correct record.

GMCA 91/24 GREATER MANCHESTER APPOINTMENTS

RESOLVED /-

1. That Cllr Frankie Singleton (Stockport) be appointed as the member, and Cllr Jilly Julian (Stockport) as the substitute member, to the GM Culture and Social Impact Fund Committee.
2. That Cllr Mark Roberts (Stockport) be appointed to the Green City Region Board.
3. That Cllr Colin MacAlister (Stockport) be appointed as the member, and Cllr Frankie Singleton (Stockport) as the substitute member, to the GM Homelessness Board.
4. That the following members be appointed to the GM Children's Board:

Cllr Wendy Meikle (Stockport)
Cllr Lucy Smith (Bury)
Cllr Julie Reid (Manchester)
5. That 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 be noted.

6. That 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 be noted.
7. That the appointment of Cllr Lisa Smart (Stockport) as the member, and Cllr Jeremy Meal (Stockport) as the substitute member to the GM Clean Air Scruriny Committee be noted.
8. That the appointment of Cllr Mark Hunter (Stockport) as the member, and Cllr Mark Roberts (Stockport) as the substitute member to the Integrated Care Partnership Board be noted.

GMCA 92/24 GMCA ANNUAL CONSTITUTION REVIEW

Gillian Duckworth, GMCA Solicitor & Monitoring Officer, was invited to present a report setting out the review of GMCA's Constitution and the recommended amendments arising from it.

RESOLVED /-

That the revised constitution accompanying the report be adopted as the Constitution of the GMCA.

**GMCA 93/24 GMCA OVERVIEW & SCRUTINY TASK AND FINISH REVIEW:
AFFORDABLE HOMES**

Councillor Nadim Muslim, Chair of the GM Overview & Scrutiny Committee was invited to introduce a report informing 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. As a committee there had been a keenness for

members to look into this topic which was of great strategic importance across the whole of the region.

Councillor Lewis Nelson, who had chaired the task and finish group, was then invited to feedback. The figures in the GM region remained stark, with over 68,000 households currently on the waiting list for affordable social housing, which resulted in an overreliance on the private rented sector with properties often in poor condition. It was hoped that the change in national government would result in a reset of the approach being taken and the addressing of many of the problems highlighted within the review.

The Mayor welcomed the report, stating that it was timely, as he had asked that the Group Chief Executive establish a Housing First Unit to sit at the heart of work taking place within the GMCA that would respond to all the recommendations highlighted within the report. It was fully recognised that the aspirations for all residents of GM simply could not be achieved without access to a good secure home.

RESOLVED /-

1. That the full list of recommendations within the report be endorsed.

2. That opportunities be sought 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. That it be noted that the report will now be shared with GM Local Authority Councillors, Cabinet Members for Housing, and Scrutiny Committees, for their information and appropriate action.
 4. That the GMCA record its thanks to the Task and Finish Group for their contributions to a timely report on the housing issues impacting the region and the wider country.
 5. That the information provided on the establishment of the GM Housing First Unit and the plans for how it would contribute towards addressing the housing crisis in the region be received.

GMCA 94/24 GM MOVING MoU REFRESH

Hayley Lever, Chief Executive of GM Moving, was invited to present a report that provided a strategic update on the work of GM Moving, including the MoU refresh with Sport England, Place partnerships and deepening investment with Sport England, and the GM Integrated Care Partnership plans for 2024-25 and beyond.

The success of the journey across the past seven years of GM Moving was highlighted. The MoU had focussed as much on how working together with Sport England would take place as much as what was being sought in terms of delivery. The Plans had been brought together with a range of colleagues across sectors and had considerable buy in.

The report would be taken for final approval at the next meeting of the Integrated Care Partnership, which it was hoped would be a celebration of the progress made.

RESOLVED /-

1. That the refreshed MoU with Sport England and wider GM Moving Partnership Board Members be approved.
2. That the contents of the report on Place and Health Integration be noted.
3. That the recommendations, next steps and support, strategic and collective/distributed leadership on these areas be noted:
 - Local Authority leadership and teams be supported to fully engage with this work as we move forward.
 - Place Deepening: progress, timescales and methodology be noted, including the work of the Place Partnership Network (including locality leads) contribution to develop local plans for peer review and final submission to Sport England in August 2024.
4. That the establishment of Live Well be noted.
5. That it be noted that September 2024 would mark three years since the launch of the GM Moving in Action Strategy 2021-31. This, along with the signing of the MOU would be officially marked with a presentation to the GM ICP Board on 27 September, with the Chief Executive Office of Sport England and members of GM Moving Partnership Board in attendance.

6. That the GMCA record its thanks to GM Moving for their contributions towards the refresh.

GMCA 95/24 THE GM GOOD LANDLORD CHARTER

Councillor Gerald Cooney, Portfolio Lead for Housing, was invited to present a report setting out the detail of the Good Landlord Charter and how it will be delivered by an independent implementation unit.

It was planned that the Charter would recognise that there were good landlords in the region, and that these would be duly commended, however, it also served as a warning to the unscrupulous landlords in the region, that poor condition private rented housing that blighted neighbourhoods and impacted upon health would no longer be accepted, and that the GMCA would target such landlords strongly. It was hoped that a successful Charter would then go on to inspire its introduction in other areas of the country.

The Mayor advised that a pilot scheme would be running in Salford later in the year around the right for residents to request a property check. This would empower residents who currently felt trapped within their living conditions and felt unable to speak out against their landlord for fear of the consequences in terms of their living situation. GMFRS would play a key role in the undertaking of these checks.

Members queried the sanction element of the Charter's plans. Would this really convince bad landlords to become good landlords, or would they just ignore the benefits of accreditation and continue as usual? The Mayor accepted that this was a valid challenge and Housing First Unit would play a key role in working on ways to ensure that bad landlords suffered the consequences of being so. The first step would be the right for all residents to request a property check as a form of enforcement. Beyond that the GMCA would support the local authorities in the serving of improvement notices where properties were found to be deficient, and if these notices were not followed, compulsory purchase orders would not be ruled out at this stage. Work was also taking place with the new Deputy Prime Minister about the possible

return to parliament of the renters reform bill, which could provide vital additional enforcement powers.

RESOLVED /-

1. That the design 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 be approved.
2. That 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, be approved.
3. That the Government be lobbied on the repeal of Section 21 and introduction of the Renters Reform Bill be pursued.
4. That the investment into a Good Landlord Charter pilot scheme in Salford be noted.

GMCA 96/24 DELIVERING THE BEE NETWORK

Andy Burnham, Mayor of Greater Manchester, presented a report updating the 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.

It set out where GM currently stood on its delivery, and where it would be following the next steps being taken. Regulated services within tranches 1 & 2 were both now significantly exceeding the performance standards of the previous deregulated services. Patronage and revenue were both strong and above initial projections. TfGM remained on course to deliver tranche 3 from 5th January 2025. To ease the understandable difficulties in delivering so much change on a single date, it had been agreed that the integrated ticketing scheme would now go live from March 2025.

RESOLVED /-

1. That the update on delivery of the Bee Network be noted.
2. That it be noted that the fully integrated ticketing system, PayGo, is expected to go 'live' in March 2025.

GMCA 97/24 DRAFT RAPID TRANSIT STRATEGY

Andy Burnham, Mayor of Greater Manchester, presented a report seeking approval of the draft Greater Manchester Rapid Transit Strategy, a sub-strategy of the 2040 Transport Strategy, and summarised its contents – including how fast and frequent mass transit will support the integrated Bee Network.

The Mayor emphasised the importance of including 8 existing rail lines within GM to be enveloped within the Bee Network plans going forward, effectively doubling the provision of local cost effective rail line services in the region.

A request was received that a full assessment should be undertaken on the possibility of expanding the Metrolink network into Leigh. It was advised that the report would be amended ahead of its submission to the Bee Network Committee to incorporate this.

RESOLVED /-

1. That the draft Greater Manchester Rapid Transit Strategy be approved, subject to any feedback from the Bee Network Committee, for wider engagement.
2. That officers would be requested to amend the report ahead of submission to the Bee Network Committee to reference commitment to a full assessment of the case for expanding Metrolink to Leigh.
3. That the proposed extension of the Bee Network to include 8 rail lines during this Mayoral term be noted.

GMCA 98/24**BEE NETWORK FARES & TICKETING**

Andy Burnham, Mayor of Greater Manchester Andy Burnham, presented a report proposing a number of changes to Bee Network fares and ticketing products to increase access to public transport through affordable and simpler fares and ticketing.

RESOLVED /-

1. That the proposal to reduce Bee Network bus fares, with effect from 5th January 2025, be approved as follows:
 - a) reduce the price of 7-day Bus Travel on Bee Network Services from £21 Adult/£10.50 Child to £20 Adult/£10 Child
 - b) reduce the price of 28-day Bus Travel on Bee Network Services from £85.40 Adult/£42.70 Child to £80 Adult/£40 Child
2. That the introduction of a paper 'Hopper' single ticket for Bee Network bus users from 5th January 2025 be approved.
3. That the proposal to introduce a scheme, with local Credit Unions, from January 2025 to improve access to annual bus tickets be approved, in principle.
4. That the extension of the 'recompense scheme' to support the transition from commercial ticketing products to Bee Network products in the Tranche 3 area be noted.
5. That a further report on Bee Network fares and ticketing products be submitted to GMCA in September 2024.

GMCA 99/24**TFGM EXECUTIVE BOARD APPOINTMENTS**

Andy Burnham, Mayor of Greater Manchester, presented a report setting out proposals to amend the membership of the Transport for Greater Manchester (TfGM) Executive Board to ensure that TfGM's governance continued 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 could support sustainable economic growth.

RESOLVED /-

1. That the appointment of the GM Transport Commissioner and the GM Active Travel Commissioner to the TfGM Executive Board be approved.
2. That the appointment of a GM Local Authority Chief Executive to the TfGM Executive Board, as recommended by the Group Chief Executive, be approved.
3. That the GMCA Treasurer be confirmed as an advisor to the TfGM Executive Board to ensure that membership of the Executive Board does not exceed the limit imposed by legislation.
4. That the proposal to undertake a further review of TfGM's governance and the role of its Executive Board before the end of 2024 be noted.

GMCA 100/24 COST OF LIVING AND ECONOMIC RESILIENCE

Councillor Bev Craig, Portfolio Lead for Economy & Business and Councillor Arooj Shah Portfolio Lead for Equalities and Communities, provided 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.

The helpful role that these reports had played over the past several years in helping the GMCA and partners to focus their priorities was acknowledged. However, it felt that now was the right time to look to refocus towards a more appropriate format for delivery, therefore this would be the last of the regular monthly cost of living updates delivered directly at the GMCA meetings.

Of course, the cost of living crisis had not gone away and would remain a key focus across the Combined Authority and the ten GM Local Authorities, and members looked forward to working with the new government on the myriad challenges that needed to be faced.

RESOLVED /-

1. That the latest assessment and emerging response, and views given on the next steps in that response be noted.

GMCA 101/24 GMCA SUSTAINABILITY STRATEGY: ANNUAL REPORT

Caroline Simpson, Group Chief Executive Officer GMCA, GMFRS & TfGM, presented a report that provided an overview of progress in delivering the GMCA Sustainability Strategy 2022 – 2026 and outlined activity undertaken during 2023/2024 that had contributed towards current progress. The report also outlined actions set to be delivered in 2024/2025.

RESOLVED /-

1. That the progress made against the priority areas of the GMCA Sustainability Strategy 2022 – 2026 be noted.
2. That the contents of the report including actions proposed for 2024/2025 be noted.
3. That the implications of the Biodiversity Duty on GMCA and the proposed response be noted.

GMCA 102/24 LOW CARBON SKILLS FUND OPPORTUNITY

Caroline Simpson, Group Chief Executive Officer GMCA, GMFRS & TfGM presented a report outlining the funding opportunity to support further Greater Manchester public building retrofit activity, through the Public Sector Low Carbon Skills Fund Phase 5 (LCSF 5) via Salix Finance. The funding would support further feasibility and design studies to assess the potential retrofit of 36 public sector buildings in Greater Manchester.

RESOLVED /-

That it be noted that the Low Carbon Skills Fund (LCSF) bid was unsuccessful, but work was already underway on an alternative approach to support some of the work that would no longer be funded by LCSF.

GMCA 103/24 CREATE GM: THE GREATER MANCHESTER STRATEGY FOR CULTURE, HERITAGE AND CREATIVITY

Councillor Neil Emmott, Portfolio Holder for Culture, presented a report that provided an overview of CreateGM, the new Greater Manchester Strategy for Culture, Heritage and Creativity and the process taken to develop it.

A number of overarching areas were detailed within the report – these were Insight; Representation; Care; and Ethics. A number of thematic priorities sat under these such as health; wellbeing & aging; prosperity; environment; and reputation.

In terms of local cultural hubs, there had been a good news story in Oldham recently with the reopening of Oldham Coliseum, thanks were recorded to all of those who had worked tirelessly to see this through to fruition.

RESOLVED /-

1. That CreateGM, the Greater Manchester Strategy for Culture, Heritage, and Creativity be approved.
2. That the GMCA record its thanks to all those who had worked tirelessly to secure the reopening of Oldham Coliseum.

GMCA 104/24 GM ARMED FORCES COVENANT ROADMAP

Andy Burnham, Mayor of Greater Manchester, presented a report providing an update on the work that had taken place, together with information about the Greater Manchester Armed Forces Covenant Roadmap that had been developed using the expertise of the GM Armed Forces Leads across the localities and City Region partners.

RESOLVED /-

1. That the progress made to deliver against the Armed Forces Covenant coherently across GM be noted.
2. That the 5-year Roadmap, as a framework to enhance cohesive delivery across the City Region, be endorsed.
3. That the enduring and sustained effort to go even further and make GM the best place in the UK for members of the Armed Forces Community to live be recognised and the re-signing of the GM Armed Forces Covenant be approved.

GMCA 105/24 INVESTMENT ZONE UPDATE

Councillor Bev Craig, Portfolio Lead for Economy & Business, presented a report on work with government and partners across the city region to prepare proposals for the Investment Zone. This had aligned with the overall Greater Manchester Investment Plan, which would 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. The report set out the indicative project allocations for the overall Investment Zone programme alongside the allocations for 2024-25.

RESOLVED /-

That the update on ministerial approval, confirmation of the project allocations in 2024-25 and the overall indicative allocations across the programme as a whole be noted.

GMCA 106/24 STOCKPORT TOWN CENTRE WEST MAYORAL DEVELOPMENT CORPORATION'S STRATEGIC BUSINESS PLAN

Caroline Simpson, Group Chief Executive Officer GMCA, GMFRS & TfGM, presented a report seeking 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 set out more detail on the commercially sensitive activities

the MDC would undertake over the course of 2024 / 2025 to deliver the objectives in the full plan.

RESOLVED /-

1. That the Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan May 2024 – March 2029 (Annex A) be approved.
2. That the Stockport Town Centre West Mayoral Development Corporation's Action Plan May 2024 – March 2025 (Part B) be approved.

GMCA 107/24 MAYORAL DEVELOPMENT CORPORATION FOR NORTHERN GATEWAY – IN PRINCIPLE DECISION

Councillor Bev Craig, Portfolio Lead for Economy & Business, presented a report seeking approval in principle for the creation of a Mayoral Development Corporation (MDC) for the Northern Gateway project, with further details and decisions to follow as set out within the paper.

It was agreed that there was now a need to sharpen focus and to build pace into taking the Atom Valley site forward following the adoption of Places for Everyone, it now being a declared Investment Zone, and its potential around delivery of growth as sought by the incoming Labour government.

RESOLVED /-

1. That the creation of an MDC for the Northern Gateway project be approved, in principle.
2. That it be agreed that GMCA officers explore with Bury, Oldham, and Rochdale Councils, detailed options for an MDC to be created for the Northern Gateway, with these matters to be decided upon by GMCA and the Local Authorities in due course.

GMCA 108/24 ASHTON MAYORAL DEVELOPMENT ZONE – BUSINESS PLAN

Andy Burnham, Mayor of Greater Manchester, presented a report that sought approval from the GMCA for the Ashton Mayoral Development Zone Business Plan 2024-25.

It was stated that this would inspire further growth in the eastern side of the region and would provide an ideal strategic sit in terms of infrastructure and transport links.

RESOLVED /-

That the Ashton Mayoral Development Zone Business Plan 2024-25 be approved.

GMCA 109/24 UKSPF PROPOSAL FOR THE MANAGEMENT OF POTENTIAL UNDERSPEND 2024/25

Councillor David Molyneux, Portfolio Lead for Resources, presented a report that set out the current position of UKSPF and plans for mitigation of the risk of underspend.

With 2024/25 being the last year of the programme the biggest risk was underspend and with that, the report outlined how this would be closely monitored and the principles on which risk would be mitigated.

RESOLVED /-

1. That the proposal for the mitigation of underspend risk be approved.
2. That it be agreed that the proposal was a strategic fit with the GM UKSPF Investment Plan and that it was deliverable, as set out in the report.
3. That the mitigation measures, as set out in the report, be approved.
4. That authority be delegated to the GMCA Treasurer in consultation with the Portfolio Lead for Resources and Investment to agree any alternative projects where underspend is identified.

GMCA 110/24 REVENUE OUTTURN REPORT – QUARTER 4

Councillor David Molyneux, Portfolio Lead for Resources, presented a report that informed members of the provisional revenue outturn for 2023/24.

RESOLVED /-

1. That it be noted that the Mayoral General Budget provisional revenue outturn position for 2023/24 was breakeven, after planned transfer to earmarked reserves.
2. That it be noted that the GMCA General Budget provisional revenue outturn position for 2023/24 is £2.1m, which will be transferred to earmarked reserves.
3. That it be noted that the Mayoral General – GM Fire & Rescue provisional outturn position for 2023/24 was breakeven, after a transfer of revenue funding to capital.
4. That it be noted that the Waste and Resourcing provisional revenue outturn position for 2023/24 was breakeven, after a transfer from reserve of £18.7m.
5. That it be noted that the GMCA Transport and TfGM provisional revenue outturn positions for 2023/24 were breakeven, after transfers between earmarked reserves.
6. That it be noted that the final position was subject to the submission of the audited accounts to be submitted to the GMCA Audit Committee.

GMCA 111/24 CAPITAL OUTTURN REPORT – QUARTER 4

Councillor David Molyneux, Portfolio Lead for Resources, presented a report informing members of the capital outturn for 2023/24.

RESOLVED /-

1. That it be noted that 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. That the update on property acquisitions for Project Skyline, as detailed in section 8 of the report, be noted.
3. That the additions to the capital programme in 2024/25, as listed in section 8 of the report, be approved.

**GMCA 112/24 GM HOUSING INVESTMENT LOANS FUND AND
BROWNFIELD HOUSING FUND**

Councillor Gerald Cooney, Portfolio Lead for Housing, presented a report seeking approval to delegate authority to the Group Chief Executive, GMCA, GMFRS & TfGM, in consultation 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.

RESOLVED /-

1. That authority be delegated to the Group Chief Executive, GMCA, GMFRS & TfGM, in consultation 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. That authority be delegated to the GMCA Treasurer, in consultation with the GMCA Solicitor and Monitoring Officer, to prepare and effect the necessary legal agreements.
3. That it be noted that any recommendations approved under the delegation will be reported to the next available meeting of the GMCA.

**GMCA 113/24 GM INVESTMENT FRAMEWORK, CONDITIONAL PROJECT
APPROVAL**

Councillor David Molyneux, Portfolio Lead for Resources, presented a report seeking approval for an update on an existing loan facility to RealityMine Limited.

RESOLVED /-

1. That the changes to the terms of the RealityMine loan, in line with the update provided in the confidential part of the agenda, be approved.
2. That a £2m increase in the loan facility to Romaco Limited, from £3m to £5m be noted.
3. That the consolidation of two existing loans into a single facility with Broughton House, totalling £4.1m be noted.
4. That authority be delegated to the GMCA Treasurer and GMCA Solicitor and Monitoring Officer to review the due diligence information in respect of the above 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. That authority be delegated to the Group Chief Executive , GMCA, GMFRS & 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. That it be noted that any recommendations approved under the delegations will be reported to the next available meeting of the GMCA.

**GMCA 114/24 INDEPENDENT REMUNERATION PANEL REVIEW OF GM
MAYORAL REMUNERATION**

Andy Burnham, Mayor of Greater Manchester declared an interest in this item and left the chamber accordingly. The Chair for this item was taken by Councillor Bev Craig as a Deputy Mayor of the GMCA.

Councillor Bev Craig, Portfolio Lead for Economy & Business presented a report detailing the recommendations of the GM Independent Remuneration Panel (IRP) in relation to the remuneration of the GM Elected Mayor.

Members agreed that it was a real anomaly that Mayor Burnham did not have access to public sector pension schemes in his role, it was stated that lobbying would take place on behalf of the Mayor to ensure that Metro Mayors were given fair access to appropriate pensions schemes in line with those offered, for example, to Police & Crime Commissioners.

RESOLVED /-

1. That the recommendations of the IRP be approved:
 - a) That the remuneration of the GM Mayor remains at £118,267, subject to any 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 the report be implemented with effect from the date of the GM Mayor taking up the new term of office in May 2024.

2. That the IRP's views be noted 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 Crimes 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.)

3. That it be agreed that lobbying would take place on behalf of the Mayor to ensure that Metro Mayors were given fair access to appropriate pensions schemes.

GMCA 115/24 EXCLUSION OF THE PRESS AND PUBLIC

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

GMCA 116/24 STOCKPORT TOWN CENTRE WEST MAYORAL DEVELOPMENT CORPORATIONS ACTION PLAN

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (GMCA 106/24)

RESOLVED /-

That the Stockport Town Centre West Mayoral Development Corporation's Action Plan May 2024 – March 2025 (Annex B) be approved.

GMCA 117/24 GM INVESTMENT FRAMEWORK APPROVALS

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (GMCA 113/24).

RESOLVED /-

That the contents of the report be noted.

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Minutes of the Greater Manchester Waste and Recycling Committee held on Wednesday 17 July 2024 at the Mechanics Institute

Present:

Bolton Council	Councillor Richard Silvester
Bury Council	Councillor Alan Quinn (in the Chair)
Bury Council	Councillor Gareth Staples-Jones
Manchester CC	Councillor Lee-Ann Igbon
Manchester CC	Councillor Shaukat Ali
Oldham Council	Councillor Pam Byrne
Oldham Council	Councillor Ken Rustidge
Rochdale Council	Councillor Aasim Rashid
Salford CC	Councillor David Lancaster
Salford CC	Councillor Barbara Bentham
Stockport Council	Councillor Dena Ryness
Stockport Council	Councillor Mark Roberts
Tameside Council	Councillor Denise Ward
Trafford Council	Councillor Stephen Adshead
Trafford Council	Councillor Dylan Butt

Officers in Attendance:

GMCA Waste & Resources	David Taylor
GMCA Deputy Monitoring Officer	Sarah Bennett
GMCA Waste & Resources	Justin Lomax
GMCA Waste & Resources	Michael Kelly
GMCA Waste & Resources	Michelle Whitfield
GMCA Waste & Resources	Paul Morgan
GMCA Environment	Michelle Lynch
GMCA Environment	Sarah Mellor
GMCA Governance & Scrutiny	Kerry Bond

DISTRICT OFFICERS IN ATTENDANCE:

Bury Council	Daniela Dixon
Rochdale Council	Anthony Johns
Tameside Council	Jo Oliver

1. APOLOGIES

Resolved/-

Apologies for absence were received and noted from Councillors Robert Morrissey (Bolton sub), Arnold Saunders (Salford sub), David Meller (Stockport sub), Hugh Roderick (Tameside sub).

Apologies were also received and noted from Tom Ross (Portfolio Leader), Caroline Simpson (Portfolio Chief Executive), Steve Wilson (GMCA), Lindsey Keech (GMCA).

2. Appointment of Chair

Nominations for the appointment of a Chair of the Committee for the 2024/2025 Municipal Year were sought. Members noted that any appointment of Chair will require endorsement by the GMCA.

The nomination of Councillor Alan Quinn was moved and seconded. No other nominations were received.

Resolved/-

1. Agreed to nominate Councillor Alan Quinn as Chair of the Greater Manchester Waste and Recycling Committee for 2024/25 for approval by the GMCA.

2A. Appointment of Vice Chair

Nominations for the appointment of a Vice Chair of the Committee for the 2024/2025 Municipal Year were sought. Members noted that any appointment of Vice Chair will require endorsement by the GMCA.

The nomination of Councillor Steve Adshead was moved and seconded. No other nominations were received.

Resolved/-

1. Agreed to nominate Councillor Steve Adshead as Vice Chair of the Greater Manchester Waste and Recycling Committee for 2024/25 for approval by the GMCA.

COUNCILLOR QUINN IN THE CHAIR

3. Membership of the GM Waste & Recycling Committee 2024/25

Resolved/-

1. To note the membership of the GM Waste & Recycling Committee for the 2024/25 municipal year.

4. Appointment to the Green City Region Partnership

The Chair sought nominations to the Greater Manchester Green City Region Partnership.

The nomination of Councillor Stephen Adshead was moved and seconded. No other nominations were received.

Resolved/-

1. To appoint Councillor Steve Adshead to the Green City Region Board for the 2024/25 municipal year.

5. Members Code of Conduct

Sarah Bennett, GMCA Deputy Monitoring Officer introduced a report reminding members of their obligations under the GMCA Members' Code of Conduct and the requirement to complete an annual declaration of interest form. Members noted that once completed, their respective declarations of interest will be published on the GMCA website.

Resolved/-

1. That the GMCA's Member Code of Conduct at Appendix A of the report be noted.
2. To agree to complete and return the annual register of interest form at Appendix B of the report.

6. Terms of Reference

Sarah Bennett, GMCA Monitoring Officer introduced the report detailing the updated Terms of Reference for the GMCA Waste and Recycling Committee with the addition of nomination a Vice Chair for the Committee.

Resolved/-

1. That the Terms of Reference at appendix 1 of the report be noted.

7. Committee Work Programme

David Taylor, Executive Director of Waste, GMCA, introduced a report that set out the Committee Work Programme for 2024/2025. Members were informed that the work programme is a live document and will be updated throughout the year.

Resolved/-

1. That the Committee Work Programme for 2024/25 be agreed.

8. 2024/25 Programme of Meetings

Resolved/-

1. That the programme of meetings for 2024/25 be noted.

9. Chairs Announcements and Urgent Business

Resolved/-

1. There were no announcements or items of urgent business reported.

10. Declarations of Interest

Resolved/-

1. There were no Declarations of Interest reported.

11. Minutes of the Meeting held on 13 March 2024

The minutes of the previous meeting of the committee, held on 13th March 2024 were submitted.

Resolved/-

1. That the minutes of the meeting held on 13th March 2024 be approved as a correct record.

12. Contracts Update

Justin Lomax, Head of Contract Services, GMCA Waste and Resources Team introduced a report which provided an overview of the performance of the Waste and Resources Management Services (WRMS) and the Household Waste Recycling Centre Management Services (HWRCMS) contracts that commenced on 1 June 2019.

The report presented cumulative annual data, for the period up to the end of March 2024 (Quarter 4) of the financial year 2023/24 (Contract year 5), for the two Contracts held by Suez. An overview of the cumulative data, total waste arisings, and contamination levels, landfill diversion, HWRC recycling rate, overall recycling rate and HWRC visit levels were also provided.

The report outlined four events that had occurred over the last year that are reportable under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR).

Members were advised that the HWRC system across the conurbation has a capacity of over 300k tonnes which includes a contingency to accommodate the increase in recycling levels due to additional house builds.

Officers confirmed that standard operating procedures are in place across all sites to check and react to possible hazardous materials in the waste streams.

The impact of Cheshire East closing household recycling sites will be managed via the permit scheme and postcode checks across Greater Manchester.

Members were advised that the introduction of the permit schemes has not led to an increase in fly tipping across the conurbation.

Resolved /-

1. That the report be noted.

13. Communications & Engagement Behavioural Change Plan 2024/25

Michelle Whitfield, Head of Communications and Behavioural Change, GMCA Waste and Resources Team talked to a report and presentation updating Members on the Communications Plan and activities undertaken in the first quarter of 2024/25, including:

Fly Tipping Campaign - Your Waste, Your Responsibility was launched in May and was co-designed with and tailored to the nine districts to raise awareness and highlight residents' responsibility for disposing of their waste responsibly by using licenced waste removal companies.

Education Services and Visits:

In 2023/4 there were over 7,000 visits to the education centres.

The education team are liaising with schools and coach companies to overcome barriers they have in attending the tours and sessions at the Materials Recovery Facilities by subsidising coach costs and reducing the sessions to a half day, evening and weekend sessions are also being held to help other communities access the services.

Members were offered the opportunity to visit the education centres.

R4GM (Recycle for Greater Manchester) Community Fund

Biodiversity and City of Trees - approximately 800 trees have been planted across Bredbury Parkway in Stockport connecting to the existing woodland, and Chichester Street in Rochdale which will increase the biodiversity by attracting more wildlife to the areas.

A GMCA Biodiversity Duty Plan is being developed, outlining that public authorities must consider what they can do to conserve and enhance biodiversity on land owned by them, work is being carried out with SUEZ to identify other opportunities to improve biodiversity on waste sites.

Communications will highlight the tree planting as well as other ways we are improving biodiversity such as through the R4GM Community Fund projects.

The 2024 R4GM Community Fund received 71 applications of which 21 have been selected for funding for agreement.

Resolved/-

1. That the Communications & Engagement Plan and the progress updates be noted.

14. Waste Strategy and Policy Update

Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team introduced a report providing an update on the latest announcements by government on Simpler Recycling and policy including the consultation on the UK Emissions Trading Scheme.

Government has confirmed exemption of two methods of waste collection that can be adopted for the collection of dry recycling mixed in the same container and the collection of food waste and garden waste together in the same container, resulting in districts continuing to collect food waste and garden waste without the need to develop a robust economic, environmental and technical justification.

The Government has announced plans to publish statutory guidance on the collection of residual waste on a two weekly basis which will have significant impact on the four authorities that collect on a three-weekly basis. Following legal advice, the GMCA were advised that an authority may be in breach of its operative statutory duty to collect residual waste if it does not do so in accordance with the frequency set out in the guidance, to the extent that an authority could set out a lawful rationale for departing with the requirements in the guidance, it would not be deemed to be in breach of the operative duty, it is therefore imperative that those four authorities collecting on a three weekly basis seek their own legal advice in developing that lawful rationale.

The change in Government has delayed the publication of the statutory guidance, possibly providing an opportunity to lobby Defra on this subject with the view of allowing local authorities as much flexibility as possible.

The Government has announced that energy from waste (EfW) facilities used by the GMCA for the recovery of around 500,000 tonnes of residual waste annually would be included in the UK Emissions Trading Scheme (UKETS) from 1st January 2028, resulting in an additional cost per tonne on the carbon dioxide (CO₂) omitted by the incineration of the fossil carbon content of residual waste. The per tonne levy will vary as it operates on an open market, Government used a figure of £70/t for modelling work in 2023, applied to GMCA household waste the cost could be c.£17.5m per annum.

Consultation is being carried out by Government on aspects of the scheme, key areas for GMCA are the proposals for operations, monitoring, reporting, verification and guidance and the impacts and risks associated with the scheme. GMCA's response to the consultation on the key proposals will seek to argue that, whilst we support the drive towards net zero, the cost impacts on local authorities seems disproportionately high and government should work to reduce these where possible whilst still providing an incentive to reduce emissions of fossil-carbon from residual waste.

Members were advised that a comprehensive response was submitted to Defra around the fortnightly minimum service frequency for residual waste collections, stating the reasons why authorities should be allowed to retain 3 weekly recycling, including the detriment to residents and costs.

Officers confirmed that organics waste collections are expected at 100% of properties including apartments block and multi occupational households. There are six GM districts that don't have to make changes to their current collections until 2034 due to the transitional arrangements in place.

Members highlighted the challenges of the Emission Trading Scheme due to the statutory duty to accommodate and the payments that will fall to residents, they questioned whether the committee could lobby government requesting that GM retain funds generated through the UK's Emissions Trading Scheme from incinerated waste to be used as circular investment in localised decarbonisation. Officers agreed to include the suggestion in the GM Emission Trading Scheme Consultation response.

Members were advised that the proposed carbon capture usage and storage scheme at the Runcorn EfW would result in costs similar to those that would be incurred by the UKETS Scheme.

Resolved/-

1. That the update provided on strategic and policy matters be noted.
2. That any district seeking to continue to collect residual waste on a three weekly basis obtain their own legal advice as part of formulating their rationale for departing from any statutory guidance on the subject be agreed.
3. That officers, on behalf of the committee, write to Defra, the Secretary of State and the Local Government Association to request that statutory guidance on the frequency of residual waste collection is reconsidered giving local authorities the flexibility to determine their own waste collection frequencies be agreed.

4. That officers include in the GM Emission Trading Scheme Consultation response the request that GM retain funds generated through the UK's Emissions Trading Scheme from incinerated waste to be used as circular investment in localised decarbonisation be agreed.

15. GMCA Waste and Resources Budget Outturn 2023/24

David Taylor, Executive Director of Waste, GMCA introduced a report setting out the revenue and capital outturn for 2023/24 for the Waste and Resources Service.

The report highlighted the variance against the budget, including a tonnage projection underspend due to the budget setting forecast levels, income from recyclables due to income assumptions, and third-party income from the sale of electricity and steam which was lower than anticipated. These have resulted in an underspend that will be transferred into reserves before a decision is made later in the year on return of reserves back to districts.

Members were advised that elements of the National Waste Strategy (NWS) are enacted by law and dependant on changes within the waste stream, Suez will review their contract throughout the year and liaise with the GMCA on change of law claims. Changes to the NWS will also be monitored by the GMCA.

Resolved/-

1. That the report be noted.

16. Sustainable Consumption and Production: Avoidable Single-Use Plastics

Michelle Lynch, Lead Programmes Manager, Sustainable Consumption and Production, GMCA Environment Team talked to a report and presentation updating the Committee on the progress of the Single-Use Plastic Work Programme

undertaken as part of the Sustainable Consumption and Production (SCP) Priorities 1, 2 and 4 - Moving to a Circular Economy, Managing Waste Sustainably, and Moving to Sustainable Lifestyles. The update included:

- Highlights of the project delivery since the launch of the Plastic Pact in 2019.
 - Over 900 refill stations across GM saving over 48,000 bottles going to waste
 - Manchester signed up to be a refill destination, adding 100 new refill stations in the last 12 months
 - Work is undertaken by the Single-Use Plastic Working Group
 - Greater Manchester as a refill destination
 - 16 June #World Refill Day with over 300+ total visits to refill pages on the GM Green City website in that week
 - Plastic Free July will see the launch of several case studies
- Pupil Led Eco Refill Shops – along with reducing single-use plastics it also gives young people the skills and tools to play a part in tackling climate change.
 - 9 schools launched with 40 shop openings with 270 bottles refilled in term 1
- Climate Relay on 14th June ran through 9 GMCA schools – 2 Eco Refill Shops
- A Single-Use Plastics and Reducing Waste Plastics E-Module is in development with the first draft expected mid July 2024.
- Spend Analysis Public Estate – Catering
- Research Projects with the University of Manchester
- The launch of two Returnable Cup Scheme Pilots will be launched in Manchester in September for 12months.

Following the single use plastic ban in 2023, the GMCA established a Single Use Plastic Working Group to work with local authorities, a full communication toolkit along with information, advice and guidance on the Green City website has been shared with districts to enable work to take place with business owners. Officers confirmed that a further communication exercise could take place to reiterate the guidance for business owners following a review of the evidence base from the

previous communications to help identify why the behaviours of business owners aren't changing.

Officers confirmed that work has previously taken place with universities across GM and that additional work will be conducted in collaboration with colleges and universities.

Officers advised that additional work is being carried out with schools and the Learning and Education Partnership in readiness of the employment of Climate Change Leads in all schools by 2025, other resources along with the refill pilot are shared with schools.

Pupils Profit are working with the Greater Manchester and national schools to share learning on projects including the GMCA pilot.

The GMCA developed Climate Action Plans for schools in 2022, these were adopted by Government and rolled out nationally, additional funds for schools are being sought to help with the implementation of these plans.

Members were advised that the circular economy new directive didn't consider plastic water bottles due the significance of water for the economy and the availability of recycle outlets. Research will be carried out by GMCA officers on options other than plastic bottles that could be used for public events.

Officers confirmed that all schools that submitted an expression of interest to participate in the Eco Refill Pilot were chosen. The success of the pilots varies due to resources available and how often the shops can be open.

Six of the ten pilots are fully funded and receive c.£2k, initial products, resource and training packages and continuous support from pupil profit and the GMCA, the part funded schools receive the products, initial resources and training, this is being investigated to see what more can be offered.

Members were advised that the refill destination scheme encourages users to refill and reuse their own containers which should have a positive impact on the use of plastic packaging, work is also underway with universities on alternatives.

It was requested that the e-learning module be shared with the committee and that it also be shared with all GM decision makers via the Green City Regio Partnership.

Members requested that a letter be sent to the Secretary of State for Education and the Secretary of State for Environment, Food and Rural Affairs on behalf of the committee requesting the promotion and dissemination of national government direction, good practise and initiatives on single use plastics to schools.

Resolved/-

1. That the progress of the key areas of activities currently being undertaken as part of the Single-Use Plastic Work Programme be noted.
2. That officers include the request for resource and support from government on single use plastics in their letter to the secretary of state.
3. That the single use plastic e-learning module be shared with members of the committee and members of the GM Green City Region Partnership be agreed.
4. That a letter be sent to the Secretary of State for Education and the Secretary of State for Environment, Food and Rural Affairs on behalf of the committee requesting the promotion and dissemination of national government direction, good practise and initiatives on single use plastics to schools going forwards be agreed.

17. 2024-25 Capital Programme and Asset Management Update

Michael Kelly, Head of Engineering and Asset Management, GMCA Waste and Resources Team presented a report providing members with an update on key capital projects and lifecycle projects during quarter one of 2024-25 on three asset categories:

1. Reliance Street modification - providing a larger facility creating additional capacity to receive, manage, recycle and segregate commodities including a re-

use shop. Commencement of the project is Spring 2025, this will avoid starting works in winter which could incur further delays and unnecessary risk due to poor weather and will ensure that the existing facility is open during the peak Christmas period and early 2025.

2. A number of asset functions are being reviewed for repurposing, removal, or replacement following refurbishment of the Mechanical Treatment and Reception Facilities in 2022. Several projects have been undertaken to remove redundant plant and equipment, helping to reduce energy demands and making space available for future repurposing, including:
 - Removal of AD plant, equipment, and structures at Cobden Street in preparation for the installation of an anaerobic digestion system later in the year.
 - Bredbury site plant and equipment removal in quarter 2 of 2024-25, with discussions underway with Suez on how they could repurpose the area.
 - The anaerobic digestion plant at Reliance Street has been removed in readiness for the build of a new Household Waste Recycling Centre opening in 2025.
 - The build of a new Material Recovery Facility with a completion date of April 2026, within the former in-vessel composter (IVC) building at Salford Road Over Hulton, allowing the ability to receive more pots, tubs and trays along with flexible films and tetra cartons which local authorities are expected to collect and extract as part of the National Resources and Waste Strategy.

Resolved/-

1. That the report be noted.

18. Changes to MRF Recycling Sampling Requirements

Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team updated Members on the changes to the sampling requirements for dry recycling resulting from a change in the law and the impacts this will have on infrastructure

and costs.

Following the introduction and legal requirement by Government in 2014 to sample the composition of two or more products to monitor the quality and composition of recycling delivered to facilities and to improve transparency in the supply chain, procedures were put in place to comply at the Longley Lane Materials Recycling Facility.

New Regulations coming into effect in October 2025 strengthen the previous requirements, increase complexity by adding new materials categories, widen the scope of waste reception points and increase the sampling frequency which result in costs increase to the GMCA from c.£136k to c.£540k per annum.

To ensure compliance Suez has assessed various options and submitted proposals including the installation of a sorting facility at Longley Lane all of which will be challenged to ensure they are compliant, robust and necessary, the existing Change Protocol in the Waste and Resources Management System Contract will be applied to introduce the required changes.

Members were advised that the regulations have been put in place to gain further detail on the data and understanding of the packaging elements of our waste, particularly due to the deposit return scheme and end producer responsibility regulations.

Resolved/-

1. That the changes to the sampling of recycling required by the change and expansion in regulatory requirements be noted.
2. That the proposals provided by Suez for compliance with the Regulations and the verbal update given be noted.

19. Exclusion of Press and Public

Resolved/-

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business because this involved the likely disclosure of exempt information, as set out in the relevant paragraph 3 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.

20. Contracts Update

Justin Lomax, Head of Contract Services, GMCA Waste and Resources Team introduced a report which updated the Committee on performance and commercial issues relating to the Waste and Resources and Household Waste Recycling Centre Management Services Contracts that commenced on 1 June 2019.

Resolved/-

1. That the contract updates and key risks detailed in the report be noted.

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**Minutes of the meeting of the GMCA Resources Committee held on
Friday 22 March 2004**

PRESENT:

Andy Burnham	Mayor of Greater Manchester
Councillor Eamonn O'Brien	Bury
Councillor Bev Craig	Manchester
Councillor Mark Hunter	Stockport
Councillor Tom Ross	Trafford
Councillor David Molyneux	Wigan

ALSO PRESENT:

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

RC/34/23/4 Apologies

Apologies were received and noted from City Mayor, Paul Dennett.

RC/35/23/4 Chairs Announcements & Urgent Business

There were no Chairs Announcements or Urgent Business.

RC/36/23/4 Declarations of Interest

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

**RC/37/23/4 Minutes of the GMCA Resources Committee held on 26
January 2024**

That the minutes of the meeting of the Resources Committee held on 26 January 2024 be approved.

RC/38/23/4 GMCA Gender and Ethnicity Pay Gap reporting March 2023

Eamonn Boylan introduced a report reminding the Committee about the legislative reporting arrangements in relation to Gender Pay Gap and seeking approval and authorisation to publish the report on the GMCA internet site and update the Government Gender Pay Gap website.

GMCA was also voluntarily sharing its GMCA wide Ethnicity Pay Gap, which was not a legislative requirement at this stage and by publishing the ethnicity pay gap annually it was hoped that it will drive progression in diversifying its staff groups ethnicity representation and be used as a reporting tool to assist with embedding a diverse and inclusive culture within the GMCA.

The Committee was advised that there was work being undertaken on workforce representation which will be submitted to a forthcoming meeting of the Committee. There were barriers to be overcome including progression and the perception around the public sector in communities.

It was also confirmed that there was no legal requirement to publish information on ethnicity.

RESOLVED/-

1. That the publication of the GMCA Gender Pay Gap on the GMCA website on an annual basis based on snapshot of data as at 31 March 2023, to comply with the legislative requirement for employers with more than 250 employees, be approved.
2. That the proposal to publish the GMCA wide Ethnicity Pay Gap be endorsed.

3. That it be noted that the outcome of the work underway on workforce representation will be submitted to a future meeting of the Resources Committee.

RC/39/23/4 Draft GMCA Business Plan 2024/25

Eamonn Boylan introduced a report which provided Resources Committee with the draft 2024-25 GMCA Business Plan for review and approval.

RESOLVED/-

That the draft GMCA Business Plan for 2024-25 be approved.

RC/40/23/4 Re-evaluation of Head of Low Carbon Post

Andrew Lightfoot introduced a report seeking approval to establish the Head of Low carbon post on the GMCA's Senior Pay Scale following a Job Evaluation.

RESOLVED/-

1. That authority be delegated to the Chief Executive, GMCA & TfGM to progress the "Head of Low Carbon" post in the Environment Directorate to band SM7 of the senior pay-scale, backdated to November 2023 following the Job Re-evaluation.
2. That it be noted that the post has been re-evaluated in line with the LGA framework and that the outcome of that re-evaluation was that the posts should move from Grade 11 onto the Senior pay-scale (SM7).
3. That it be noted that additional costs will be met from existing GMCA Environment Directorate budgets.

RC/41/23/4 Establishment of Assistant Director of Transport Communications

Andrew Lightfoot introduced a report seeking approval for the establishment of a new Assistant Director of Transport Communications to support the delivery of a more integrated function across GMCA and TfGM, as set out in the new joint Chief

Executive role expectations and as part of a wider programme of GMCA/TfGM review commissioned by the Committee.

This was the first step in regarding the Group Structure, providing a leaner and more coordinated for communications function. It was important the transport was considered in the context of 'place' and seamless from the wider Group perspective.

RESOLVED/-

1. That the establishment of a new Assistant Director of Transport Communications at SM6 be approved.
2. That it be noted that that this will see the associated disestablishment of the existing Head of Strategic Communications at TfGM, delivering a budget saving of £18,000 - £21,600.

**Minutes of the meeting of the GMCA Resources Committee
held on Friday 12 July 2024**

PRESENT:

Andy Burnham	Mayor of Greater Manchester
Councillor Eamonn O'Brien	Bury
Councillor Bev Craig	Manchester
Councillor Mark Hunter	Stockport
Councillor David Molyneux	Wigan

ALSO PRESENT:

Councillor Jack Youd	Salford City Council
Caroline Simpson	Group Chief Executive Officer, GMCA & TfGM
Andrew Lightfoot	GMCA Deputy Chief Executive
Gill Duckworth	GMCA Solicitor & Monitoring Officer
Steve Wilson	GMCA Treasurer
Kevin Lee	Mayor of Greater Manchester's Office

RC/01/24/25 Apologies

Apologies were received and noted from City Mayor, Paul Dennett and Councillor Tom Ross.

RC/02/24/25 Appointment of Chair 2024/25

RESOLVED/-

That Andy Burnham, Mayor of Greater Manchester be appointed Chair of the Resources Committee for 2024/25.

RC/03/24/25 GMCA Resources Committee - Membership 2024/25

RESOLVED/-

That the membership of the GMCA Resources Committee, as agreed at the 14 June 2024 GMCA meeting, for 2024/25 be noted as follows:

Mayor of Greater Manchester, Andy Burnham (Lab)

Eamonn O'Brien (Bury) (Lab)

Bev Craig (Manchester) (Lab)

Tom Ross (Trafford) (Lab)

Paul Dennett (Salford) (Lab)

Mark Hunter (Stockport) (Lib Dem)

David Molyneux (Wigan) (Lab)

RC/04/24/25 Resources Committee - Terms of Reference

RESOLVED/-

That the Terms of Reference for the Resources Committee be noted.

RC/05/24/25 Declarations of Interest

RESOLVED/-

No interests were declared at the meeting.

RC/06/24/25 Minutes of the meeting of the GMCA Resources Committee held on 22 March 2024

RESOLVED/-

That the minutes of the Resources Committee held on 22 March 2024 be approved.

RC/07/24/25 Finance Department Structure and Re-grades

Steve Wilson introduced a report seeking GMCA Resources Committee approval for a number of changes to the positions and grading of staff within the GMCA Finance and Investment team, the report proposes the following changes:

- The four GMCA Heads of Finance Posts be re-graded to SM6 from current grade 11 following the completion of a job evaluation process
 - The disestablishing of the post of Chief Investment Officer (CIO) is following the decision of the current post-holder to retire.
 - The experience of the previous CIO, and others with technical expertise be drawn upon on a consultancy basis to support the GMCA Investment Team
 - The disestablishing of a vacant SM6 Transaction Manager role and the creation of two SM7 Investment Manager roles.
1. That the re-evaluation of four Heads of Finance posts from Grade 11 to grade SM6 be approved.
 2. That the disestablishing of the Chief Investment officer post be approved.
 3. That the consultancy proposals for GMCA Investment Advisors be approved.

4. That the disestablishing of a vacant SM6 Transaction Manager role and the creation of two SM7 Investment Manager roles be approved.

RC/08/24/25 Transport Commissioner and Active Travel Commissioner Re-appointments

Andy Burnham introduced a report seeking support for the re-appointments of the Greater Manchester Transport Commissioner and the Greater Manchester Active Travel Commissioner and the award of new contracts until 30 April 2028.

In introducing the report Andy Burnham added that the Greater Manchester Transport Commissioner, in particular, will be invaluable going forward playing a leading role in integrating rail services into the Bee Network.

RESOLVED/-

1. That the award of a new contract for Vernon Everitt as Transport Commissioner on the terms, outlined in paragraph 2.7, be endorsed.
2. That the award of a new contract for Dame Sarah Storey as Active Travel Commissioner on the terms, outlined in paragraph 3.6, be endorsed.
3. That the contract extensions of Vernon Everitt and Dame Sarah Storey, on existing terms until the 31 July 2024, whilst the new contracts are procured, be noted.
4. That it be noted that all Advisor appointees will be required to complete the GMCA Register of Interests and comply

with GMCA policies and procedures.

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**MINUTES OF THE MEETING OF THE
GMCA OVERVIEW & SCRUTINY HELD WEDNESDAY, 24TH JULY 2024 AT THE
TOOTAL BUILDINGS - BROADHURST HOUSE, 1ST FLOOR, 56 OXFORD
STREET, MANCHESTER, M1 6EU**

PRESENT:

Councillor Nadim Muslim	Bolton Council (Chair)
Councillor Peter Wright	Bolton Council
Councillor Russell Bernstein	Bury Council
Councillor Imran Rizvi	Bury Council
Councillor John Leech	Manchester City Council
Councillor Anthony McCaul	Manchester City Council
Councillor Colin McLaren	Oldham Council
Councillor Dylan Williams	Rochdale Council
Councillor Sameena Zaheer	Rochdale Council
Councillor Lewis Nelson	Salford Council
Councillor Rachel Wise	Stockport Council
Councillor Jill Axford	Trafford Council
Councillor Ged Carter	Trafford Council
Councillor Shaun Ennis	Trafford Council
Councillor Claire Reid	Tameside Council
Councillor Joanne Marshall	Wigan Council
Councillor Debra Wailes	Wigan Council
Councillor Fred Walker	Wigan Council

ALSO PRESENT:

Andy Burnham	GM Mayor
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OFFICERS IN ATTENDANCE:

Karen Chambers	GMCA
Scott Dickson	GMCA
Gillian Duckworth	GMCA
Amy Foots	GMCA
Nicola Ward	GMCA
John Wrathmell	GMCA

ANNUAL MEETING BUSINESS

O&SC 01/24 APOLOGIES

Apologies for absence were received from Caroline Simpson (Group Chief Executive, GMCA, GMFRS & TfGM), Councillor Joshua Brooks (Salford), Councillor Basil Curley (Manchester), Councillor Mandie Shilton-Godwin (Manchester) and Councillor Terry Smith (Rochdale).

O&SC 02/24 APPOINTMENT OF THE CHAIR

Gillian Duckworth, Monitoring Officer, GMCA opened the meeting and invited nominations for the appointment of Chair.

Councillor Nadim Muslim and Councillor John Leech were put forward as Chair for the 2024/25 municipal year.

Following a vote, the decision to appoint Councillor Nadim Muslim was passed.

RESOLVED /-

That Councillor Nadim Muslim be appointed as the Chair of the GMCA Overview & Scrutiny Committee for the 2024/25 municipal year.

The Committee was requested to note the membership of the Committee for the 2024/25 municipal year as below –

Members:

District	Name
Bolton	Nadim Muslim (Con)
	Peter Wright (Independent)
Bury	Russell Bernstein (Con)
	Imran Rizvi (Lab)
Manchester	John Leech (Lib Dem)
	Basil Curley (Lab)
	Mandie Shilton Godwin (Lab)
Oldham	Colin McLaren (Lab)
Rochdale	Dylan Williams (Lab)
	Terry Smith (Lab)
Salford	Lewis Nelson (Lab)
	Joshua Brooks (Lab)
Stockport	Rachel Wise (Lab)
Tameside	Naila Sharif (Lab)
	Claire Reid (Lab)
Trafford	Sean Ennis (Lib Dem)
	Ged Carter (Lab)
	Jill Axford (Lab)
Wigan	Joanne Marshall (Lab)
	Fred Walker (Lab)

Substitutes:

District	Name
Bolton	Mohammed Iqbal (Lab)

	Robert Morrissey (Lab)
Bury	Gavin McGill
	To be confirmed
Manchester	John Hughes (Lab)
	Anthony McCaul (Lab)
Oldham	Louie Hamblett (Lib Dem)
	Junaid Hussain (Lab)
Rochdale	Ashley Dearnley (Con)
	Sameena Zaheer (Lab)
Salford	Neil Reynolds (Lab)
	Maria Brabiner (Lab)
Stockport	Steve Gribbon (Lib Dem)
	Helen Hibbert (Lab)
Tameside	Liam Billington (Con)
	Theresa Smith (Lab)
Trafford	George Delvin (Lab)
	Keleigh Glenton (Lab)
Wigan	Mary Callahan (Lab)
	Debra Wailes (Lab)

RESOLVED /-

That the membership of the Committee for the 2024/25 municipal year be noted.

O&SC 04/24

**MEMBERS CODE OF CONDUCT AND ANNUAL
DECLARATION OF INTEREST FORM**

Members were reminded of their obligations under the GMCA Members' Code of Conduct and were requested to complete an annual declaration of interest form, which had been emailed to them by the Governance & Scrutiny Officer.

RESOLVED /-

1. That the GMCA's Member Code of Conduct (Appendix A of the report) be noted.
2. That member as per their obligation stated in the Code of Conduct would complete their Annual Declaration of Interest form and return it to the Governance & Scrutiny Officer.

O&SC 05/24

TERMS OF REFERENCE

RESOLVED /-

That the Committee's Terms of Reference be noted.

ORDINARY BUSINESS

O&SC 06/24

CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

In relation to the Greater Manchester Housing Investment Loan Fund, the Committee acknowledged recent press releases regarding this and the lack of affordable housing in the city. Members agreed that reassurance should be sought around the decision making process for the fund and requested that a report be brought to the next meeting so that the Committee can be confident that due processes were in place.

Members raised concerns regarding the procedures in place for the recruitment of specialist advisors to the GM Mayor (especially in relation to the recent investigations into the Night Time Economy Advisor) and requested that a report be brought to a future meeting to inform the Committee of the procedures, codes and practices around these roles.

The Chair invited a discussion in relation to the appointment of a Vice Chair.

Whilst some Members commented that a Vice Chair should be appointed, others felt that due to the consistent attendance of the current Chair, a Vice Chair would not be needed.

The Chair advised that a report would be brought to the next meeting to provide Members with more information, in order for them to make further recommendations.

RESOLVED /-

1. That a report in relation to the decision making process regarding the Greater Manchester Housing Investment Loan Fund and wider investment programme be brought to the next meeting.
2. That a report in relation to the recruitment, procedures, codes and practices relating to specialist advisors to the GM Mayor be brought to a future meeting.
3. That a report in relation to the appointment of a Vice Chair be brought to the next meeting.

O&SC 07/24

DECLARATIONS OF INTEREST

RESOLVED /-

No declarations were received in relation to any item on the agenda.

O&SC 08/24

MINUTES OF THE MEETING HELD 20 MARCH 2024

RESOLVED /-

That the minutes of the GMCA Overview and Scrutiny Committee held on 20 March 2024 be approved as a correct and accurate record.

O&SC 09/24

**GMCA OVERVIEW & SCRUTINY COMMITTEE
ANNUAL REPORT 2023/24**

Consideration was given to a report that outlined the work of the GMCA Overview & Scrutiny Committee had undertaken over the past municipal year.

Members commented that the report contained good examples that the Committee was holding the GM Mayor and Portfolio Leads to account and showed signs of significant improvements to build on.

RESOLVED /-

That the annual report be noted.

O&SC 10/24

A NEW GREATER MANCHESTER STRATEGY

The Chair invited the GM Mayor Andy Burnham and, Amy Foots, Head of Implementation, to present this report to the Committee.

Setting the scene, the GM Mayor stated that this new term of office was the start of a new world with the single settlement and pursuing ambitions around the creation of GM Housing First Unit, Technical Education (MBacc), and a Live Well Service for our residents. These ambitions need to be reflected in the GM Strategy, therefore a full refresh of the strategy has begun to be undertaken. The last refresh took place in 2021, post pandemic, so now is the time to step back and recognise how important it is that we have a GM Strategy that guides us as we move towards the single settlement.

There has been a clear statement from the new Government that devolution is now the default and therefore it is necessary to understand what the future GM offer to the Government will be. For example, to look at a GM growth offer to inform Government of what we hope to achieve, in relation to Housing, could we go further than our target. These are things to be discussed and agreed with the Government,

and the GM Strategy needs to be ambitious enough to reflect this but realistic. The GM Mayor reflected that we are entering a new era, and we need a GM Strategy to focus us for the next 10 years.

Draft versions of the GM Strategy will be brought before the Committee for comments ahead of its publication in September, this will prepare the GMCA for what may come from the Government Spending Review due in the Autumn. Officers added that extensive engagement has already taken place with existing stakeholders in order to ensure that the GM Strategy was a collaborative piece of work.

The Committee was given the opportunity to ask questions and seek clarification on the paper, there was some discussion that included:

The Committee raised concerns that financial support for Local Authorities following the election of a new Government and their decision not to lift the two child benefit cap. Regarding the ambition to increase our proportion of the 1.5m new homes target, Members questioned whether funding and resources would be provided to ensure that the infrastructure to support this ambition could be put in place such as GP practices, roads and transport.

It was stated that, in order to prepare for the spending review and the autumn statement, the GMCA needed to be realistic as to what it could achieve and be open with the Government about the opportunities that could be created with the single settlement. For example, as part of the trailblazer work, the rail industry was working with the GMCA to bring 8 rail lines into the Bee Network so that they are included as part of an integrated service. Transport for Greater Manchester (TfGM) looked at the public subsidy going into those 8 lines, it was around £100m per year. Many of those lines are not running to 100%, some are around 65% patronage. The GM Mayor stated that if the Government put the funding through GM, there was potential to turn that into much more and open up the services to many more people to encourage them to use public transport. Another example was the Working Well Scheme, where GM have been able to use direct funding for employment support helping people to get into work.

Further to this, if the GMCA were able to route the majority of financial resources through the single settlement, then there was the potential to take the pressure off the local authorities. An example of this would be expanding the housing target for GM, as an increase in homes available for social rent would then have a positive effect on the temporary accommodation spend for local authorities. The GM Mayor agreed that if we were to have a stretched target for housing then it would need that extra resource in health and education budgets which would be captured in discussions with Government.

The Committee were advised that the GM Mayor strongly supported the removal the two child cap on child benefit, but he emphasised the new Government was only three weeks into being and they would need time to look at matters such as these in the round in order to make informed judgements in the autumn. However, GM should continue to use its voice for the removal to be a high priority, because of its links to child poverty.

The Committee raised concerns regarding the emphasis on growth and asked whether community wealth building was a part of this. The GM Mayor stated that in terms of the focus on growth, the GM Strategy should create a definition of growth that we all agree on, that includes both personal growth and community growth, and ensure that this is captured in the report under the phrase "Inclusive Growth". It was important to be clear that you only get growth if you have a more circular economy. The GM Mayor gave an example of employment support previously mentioned. During discussions with Government officials as part of the trailblazer work, it became apparent that the Department for Work and Pensions (DWP) were reluctant to change their contracting arrangements. Currently the DWP commission large companies to provide employment support, but the GMCA need to encourage the DWP to look at this differently. If they were to localise and personalise that spend, not only would they get better outcomes for residents, the spend would be kept in the GM economy which would further strengthen and build our communities. The work the GMCA have completed with the Bee Network is a good example of a circular

economy, it has shown that better services lead to increased patronage and the advantages of that comes back into TfGM to give lower fares and better services.

For example, there was hoped to be an offer for people on the lowest incomes for an annual Bee Network pass, working with credit unions, to enable the option to pay weekly interest free payments, which further demonstrated a circular economy that needs to be reflected in the GM Strategy.

The GM Mayor asked the Committee to start feeding any thoughts into what should be included in the definition of inclusive growth.

In relation to the planetary boundaries, it was confirmed that the GM Strategy would continue to include our ambition to be carbon neutral by 2038.

The Committee commented that strategies normally work over 5-10 years but under the single settlement the spending review would potentially be 2-4 years and therefore asked how we can ensure that our strategies are aligned with the spending review. Members were advised that once this rewrite was established, the GMCA would review the GM Strategy on a regular basis. The GMCA were focused on fixing the fundamentals that support inclusive growth, for example fixing transport, education, housing and support through the benefit system.

The Committee commented that ambition is often dampened by council boundaries, for example in relation to active travel schemes, Manchester Council have a scheme on Deansgate and Trafford Council have a scheme on Chester Road, but because of boundary issues, the two do not join up, if this was connected it would improve active travel options.

Members asked how the GM Strategy and single settlement can overcome this and were advised that since taking control of buses, TfGM have been able to look at why they don't run on time which is often due to roadworks. This highlights that we don't always work effectively together, so there are opportunities to improve our own working practices. If we want to be sustainable as a GM system, we need to look at

what we can do jointly at a GM level. The GM Mayor gave an example of the recent work completed to look at Out of Borough Placements for children and suggested that perhaps something similar could be done when looking at how we commission temporary accommodation as currently local authorities are competing for limited accommodation.

The Committee noted the pressure being felt by Local Authorities, and in particular the creation of more homes, in the city centre and other areas, as this was resulting in more demand on services such as GPs, and council services, and asked what could be done to ensure that we get a fairer settlement for GM.

The GM Mayor agreed that GM needed to ensure that there were better services, and corresponding support for all our residents to prevent congested services, however firstly we needed to look at the opportunities of collaborative working to ease some of these pressures. There were things that we could do differently using GM budgets, so that the GMCA are not always asking Government for more funding.

The Committee asked how the GMCA could ensure that the growth that the GM Strategy talks about was shared throughout GM, amongst all. Members were advised that it is well recognised that the GM Strategy must be for all people. There were several GM Mayoral Development Zones, from which it was vital to ensure that wider areas around them benefit from the investments taking place in those areas. The GM Mayor envisaged that when the 8 rail lines become part of the Bee Network, benefits will be spread to areas that often feel neglected, so we need to ensure this is a priority.

The Committee asked if the Combined Authority has the capacity to refresh the strategy before the spending review. It was confirmed that the Chancellor was due to make an announcement early next week regarding when to expect the spending review, so when that date is known, further work would be undertaken with the committee to contribute to the GM Strategy. However, Officers confirmed that work had already been undertaken to ensure the deadline was achievable and to ensure the strategy reflected the national picture. It was confirmed that an early draft of the

Strategy could be made available for local authorities to take to their own scrutiny committees as required.

The GM Mayor asked the Committee if they could identify where GM could more effectively work together to improve services, specifically which were politically doable issues we could identify, an example of this was minimum standards for taxi licencing.

The GM Mayor touched on the work undertaken by the GM Reform Board in relation to preventative work that could be widened across GM. He emphasised that there was little point spending money on a person's health or education if they were going to live in a place that damaged their health, so housing had to be a priority. That was the reason behind the Housing First Unit, which would deal with poor housing standards and would have enforcement capability which would in turn help local authorities.

The Committee were encouraged by opportunities to work in a more collaborative way to stop crisis occurring, by focusing on prevention, which made not only ethical but financial sense.

In view of education, the GM Mayor stated that he was starting to look at what the offer is for our 14 year olds who aren't able to, or don't want to go to university. These were the young people that the MBacc would help build a future for.

The Committee welcomed greater clarity of what the GM Strategy was going to deliver and felt that this would make the Strategy more meaningful for the public to engage with.

RESOLVED /-

1. That the proposed approach and outline content for the development of the new GM Strategy be noted.

2. That the draft GM Strategy continue to be shared with the Committee at timely opportunities.
3. That a draft copy of the GM Strategy be shared with the Local Authority Working Group to share with their members and local scrutiny committees for feedback.
4. That Members give some thought to how local authorities could work collaboratively to deliver services and make savings.
5. That the Committee receive further information on improved ticketing offers for the Bee Network in due course.
6. That the Committee give consideration as to the definition of Inclusive Growth.

O&SC 11/24

GM DEVOLUTION TRAILBLAZER UPDATE

The Chair invited the GM Mayor Andy Burnham, John Wrathmell, Director, Strategy Economy and Research and Scott Dickson, Principal, Devolution Strategy to present this report to the Committee.

The report provided members with an understanding of progress since the GM devolution trailblazer deal was signed in March 2023.

GMCA Officers have been working with government officials on implementation since the deal was signed. The following areas were included -

- **Governance and Accountability**, building on the strength of this committee, but also the creation of an MP Question Session with the GM Mayor for further accountability. Officers had been working with the previous Government and the Department for Levelling Up to agree the terms of reference for the session, which was expected to meet on a quarterly basis, however, were currently waiting for clarity from the new Government as to how they wished to proceed with this.

- **Fiscal Devolution**, extending GM's current arrangements for retaining business rates.
- **Data and Digital**, working with Department of Science and Technology to focus on parts of the conurbation to address digital connectivity blackspots.
- **Housing and regeneration**, working with local authorities on selective licencing of landlords which further supports the ambitions of the Good Landlord Charter. Continuing to have conversations around the next Affordable Homes Programme and how this could form part of the single settlement.
- **Skills and Employment**, MBacc work progressing at speed, a recent event was held and very well attended by schools and colleges. One thousand high quality MBacc work placements have already been created for September 2024.
- **Transport**, beginning to look at a place based approach to GM rail stations with 6 sites identified to make improvements, including accessibility, and opportunities to create regeneration around them.
- **Economy and Culture**, although the Strategic Productivity Partnership and the Trade and Investment Board have not met yet, progress was being made.
- **Net Zero and The Environment**, funding received on a pilot basis and progress was being made through single settlement negotiations.
- **Public Services**, a session was planned with the GM NHS to progress and reset how the GMCA and GM NHS could work together more effectively.

Officers confirmed the next stage of single settlement negotiations continue around local growth plans and employment support; this was a specific commitment in the new Government's manifesto for the devolution of employment support into the single settlement.

It was confirmed that a significant part of the single settlement would be the outcomes framework. These would be derived from the GM Strategy and would be

agreed at the spending review and the targets agreed shortly after would be commensurate with the funding that will be received.

The Committee was given the opportunity to ask questions and seek clarification on the paper, there was some discussion that included:

Clarity was provided as to why there was a further report in Part B; it was confirmed that the section in schedule 12, refers to Government not releasing certain information into the public domain, so the GMCA were currently bound by that confidentiality.

The Committee asked whether the new deal for renters would see any positive changes from the new Government that would make it easier for renters. Members were advised that GM Leaders were hoping for a stronger bill from the new Government, which would see this new deal go further to not only address the no fault eviction notices but also more regulation of rent, service charges and the handling of deposits.

In relation to transport and the railways, the new Government had committed to not giving franchises to private companies as they come up for renewal. The Committee asked if this would create opportunities to take control of the local rail network and would this bring any difficulties. Members were advised that there was real opportunity here, initial plans were for the 8 lines as previously discussed. There was opportunity to rethink the timetables, so they are in the public interest rather than for income maximisation. More frequency would be the ambition to encourage people to use public transport. These 8 lines are mostly commuter lines so it would be relatively easy to increase frequency on these lines.

Regarding the Good Landlord Charter, the Committee asked whether it would be possible to explore some kind of decarbonisation fund for the private sector in the style of the social housing decarbonisation fund, perhaps triggered by the Good Landlord Charter. Members were advised that there was a need to have incentives for landlords to join the Charter and the idea of making the retrofit funding

conditional to at least being a supporter of the Good Landlord Charter would be explored.

The Committee asked about long term funding for the Bee Network and queried whether local authorities would be expected to pick up any costs. Members were advised that patronage remained higher than expected and services had clearly improved in tranche one and tranche two was anticipated to do the same. The GMCA and TfGM had, however, advised Government that transport funding must become a long term arrangement going forward.

The Committee asked the GM Mayor what he would like to see in the devolution bill in relation to health and social care. Members were advised that there was a seminar taking place this week to scope out what the new arrangement could look like with NHS GM and the Department of Health and whether or not this could be part of the bill.

The Committee asked how the CA would ensure the £150m brownfield funding is evenly distributed across the 10 local authorities. Officers confirmed that the single settlement would help allocate funding in a long term planned way. Previous funding had to be allocated very quickly so often only schemes that were ready to go could be funded, it was confirmed however, that all boroughs did benefit currently from this funding.

The Committee requested clarification on the definition of affordable homes, what was deemed affordable and how much of this next Affordable Homes Programme would be social housing. Members were advised that it was hoped that GM could create its own definition of affordable homes and determine how many homes should be for social rent. Something that could cause issues was the discount for Right to Buy as this impacts on the incentive for investors to build new homes. Therefore, it was envisaged that potentially any social homes built could be excluded from Right to Buy to help increase the number of homes that remain available for social rent.

The Committee commented that some local authorities have a lot of temporary accommodation, and others have a shortage. Members were advised that there was a clear recognition at a recent Homelessness Board that a GM wide approach to this was needed as previously stated this was an area which could be worked on collaboratively with the 10 local authorities.

It was noted that there was a lot of development in larger towns but not necessarily at the same rate in smaller areas, the Committee asked if the focus could be shifted to smaller towns suffering decline. The GM Mayor stated that he was very committed to ensuring smaller towns reach their potential. He was encouraged to see the benefits of the work in the GM Mayoral Development Zones. For some town centres there were clear benefits in developing accommodation as this brings a new footfall into the town centres. An example of the work currently taking place in Farnworth was given. How this is reflected in the GM Strategy was to be discussed.

The Committee raised an issue regarding centralisation of services and asked if there was a need for a GM assembly or GM county council. The GM Mayor advised that this was not planned. The model that the GMCA has works as its routed through local authorities. However, there was scope to look at services that can be procured at a GM level. It was noted that the role of the Overview and Scrutiny Committee would become much elevated as the GMCA progress the single settlement and further deliver the elements of the trailblazer.

It was confirmed that schemes prior to the single settlement would not be abandoned.

The Committee were advised that a broader view of emissions in GM does exist as part of the GM Environment Plan, and this was being reviewed sector by sector. However, it was important that this was captured and measured against the single settlement to ensure that ambitions could continue to be scaled up.

Clarity was requested on Housing Policy Sandbox. Members asked about further legislation requested to tackle anti social behaviour and fare evasion on public

transport and a briefing was requested on devolution of employment support and whether there was any possibility of devolving benefits payments to GM. The Committee was advised that Sandbox was a term to describe working with Government to trial new ways of working and a couple of projects were taking place in Oldham and Salford as a way of testing new approaches to housing welfare and health and social care to see what could be rolled out across GM.

It was confirmed that current legislation relating to public transport to tackle anti social behaviour and fare evasion was quite weak, work on this was already underway but some legislative change was still needed.

In terms of employment support, moving towards a localised model, offering opportunities that relate to our economy and link with the Adult Education Budget were needed and this was being worked on.

The MBacc was discussed further, and members agreed that different pathways and more flexibility was needed. Educational attendance is poor and mental health issues in schools were increasing. There were cohorts of young people waiting for NHS assessments and the Committee recognised that this was holding them back so urged for anything that could be done in terms of living well and working with the NHS be considered.

Members were advised that the MBacc would help young people to make a choice and see a clear direction before them at age 14 so they have relevant information as they make their options. Supported pathways were to form part of the MBacc so reasonable adjustments can be made for young people. Links to the Violence Reduction Unit would also be supported. The Committee recognised that wider support in schools was needed and local authority oversight.

The Committee raised concerns in relation to the Government's recent announcement regarding the early release of prisoners due to overcrowding and how this would be managed in GM. The GM Mayor advised that there was a

scheme in place, CAZ3, so an offer of accommodation was offered to everyone on release.

RESOLVED/-

That the feedback given by the GMCA Overview & Scrutiny Committee on progress so far and views on how to approach the next steps, particularly given the change in the national Government be noted.

**O&SC 12/24 OVERVIEW & SCRUTINY WORK PROGRAMME &
FORWARD PLAN OF KEY DECISIONS**

RESOLVED /-

1. That the proposed Overview & Scrutiny Work Programme for July-September 2024 be noted.
2. That Members use the Forward Plan of Key Decisions to identify any potential areas for further scrutiny.

O&SC 13/24 FUTURE MEETING DATES

RESOLVED /-

That the following dates for the rest of the municipal year be noted:

- 14 August 2024 – 1pm to 3.30pm
- 25 September 2024 – 1pm to 3.30pm
- 23 October 2024 – 1pm to 3.30pm
- 27 November 2024 – 1pm to 3.30pm
- 11 December 2024 – 1pm to 3.30pm
- 29 January 2025 – 1pm to 3.30pm
- 12 February 2025 – 1pm to 3.30pm

- 26 February 2025 – 1pm to 3.30pm
- 26 March 2025 – 1pm to 3.30pm

O&SC 14/24

EXCLUSION OF THE PRESS AND PUBLIC

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

O&SC 15/24

GM DEVOLUTION TRAILBLAZER UPDATE (PART B)

Further discussions took place regarding this report GM Trailblazer Devolution Deal following its agreement on 15 March 2023.

RESOLVED /-

That the feedback given by the GMCA Overview & Scrutiny Committee on progress so far and views on how to approach the next steps, particularly given the change in the national Government be noted.

**MINUTES OF THE MEETING OF THE
GMCA OVERVIEW & SCRUTINY COMMITTEE HELD WEDNESDAY, 14
AUGUST 2024 AT THE TOOTAL BUILDINGS - BROADHURST HOUSE, 1ST
FLOOR, 56 OXFORD STREET, MANCHESTER, M1 6EU**

PRESENT:

Councillor Nadim Muslim	Bolton Council (Chair)
Councillor Robert Morrisey	Bolton Council
Councillor Peter Wright	Bolton Council
Councillor Russell Bernstein	Bury Council
Councillor Imran Rizvi	Bury Council
Councillor Basil Curley	Manchester City Council
Councillor John Leech	Manchester City Council
Councillor Anthony McCaul	Manchester City Council
Councillor Terry Smith	Rochdale Council
Councillor Dylan Williams	Rochdale Council
Councillor Maria Brabiner	Salford Council
Councillor Helen Hibbert	Stockport Council
Councillor Rachel Wise	Stockport Council
Councillor Jill Axford	Trafford Council
Councillor Ged Carter	Trafford Council
Councillor George Devlin	Trafford Council
Councillor Shaun Ennis	Trafford Council
Councillor Claire Reid	Tameside Council
Councillor Debra Wailes	Wigan Council
Councillor Fred Walker	Wigan Council

OFFICERS IN ATTENDANCE:

Laura Blakey	GMCA
Karen Chambers	GMCA

Gillian Duckworth

GMCA

Nicola Ward

GMCA

O&SC 16/24

APOLOGIES

Apologies for absence were received from Councillor Joshua Brooks (Salford), Councillor Joanne Marshall (Wigan), Councillor Colin McLaren (Oldham), Councillor Lewis Nelson (Salford), Councillor Naila Sharif (Tameside), Councillor Mandie Shilton - Godwin (Manchester) and Caroline Simpson (Group Chief Executive, GMCA, GMFRS & TfGM).

O&SC 17/24

CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

Members were reminded to complete the work programme survey recently distributed to them via email. This will not only help determine the work programme for the rest of the municipal year but also help establish the subject for any task and finish group. It was noted that the deadline for completion was 30 August.

Members were reminded of their obligations under the GMCA Members' Code of Conduct and were requested to complete an annual declaration of interest form, which had been emailed to them by the Governance & Scrutiny Officer.

The Chair proposed that any reports that come to the Committee be taken as read in order to give members more time for questions and discussions. It was noted that if there was any additional information further to the reports, officers would ensure that this was shared at the meeting.

RESOLVED /-

1. That members would complete the work programme survey before the 30 August 2024.
2. That members as per their obligation stated in the Code of Conduct would complete their Annual Declaration of Interest form and return it to the Governance & Scrutiny Officer.
3. That in order to ensure adequate time for questions and discussions at committee meetings, reports that are circulated with the agenda are taken as read.

O&SC 18/24

DECLARATIONS OF INTEREST

RESOLVED /-

No declarations were received in relation to any item on the agenda.

O&SC 19/24

MINUTES OF THE MEETING HELD 24 JULY 2024

RESOLVED /-

That the minutes of the GMCA Overview and Scrutiny Committee held on 24 July 2024 be approved as a correct and accurate record.

O&SC 20/24

**APPOINTMENT OF VICE CHAIR FOR THE GMCA
OVERVIEW & SCRUTINY COMMITTEE**

Gillian Duckworth, Monitoring Officer, GMCA, introduced the report which was requested by members of the GMCA Overview & Scrutiny Committee at their meeting

on 24 July 2024. The report provided members with relevant information to enable them to consider whether they wish to appoint a Vice Chair.

It was noted that there was not a constitutional or legal requirement to have a Vice Chair and therefore there were no specific tasks allocated to the role. However, section 2 of the report gave a brief description of the most common aspects of the role in other Committee structures.

The Vice Chair would have the same level of privileges as a Committee member with no casting vote, no ability to bring forward items for call-in without the support of two other members and access to information in line with the Access to Information Procedure Rules.

In November 2022, the GM Independent Remuneration Panel (IRP) undertook a review of allowance payments for GMCA Overview & Scrutiny members. Although it was not within their terms of reference for this review, the IRP decided to make a recommendation on the remuneration for a Vice Chair, should the Committee decide to make an appointment in the future.

The Committee was given the opportunity to ask questions and seek clarification on the paper, there was some discussion that included:

Clarification was sought in relation to the current guidance in the Constitution which suggests that if a permanent Vice Chair is not appointed then any member of the Committee would be able to chair the meeting. They would not need to be an “appropriate person”. It was confirmed that in order to change this it would mean a change to the Constitution which would need to be taken through the Combined Authority.

However, members of the Committee suggested that in the absence of the Chair, a Chair for that meeting would be selected from the members of the Committee in attendance and that person would be an “appropriate person” in line with good governance.

Following a vote, it was agreed that the Committee would appoint a Chair for any meeting where the appointed Chair was absent and that person would be an “appropriate person”.

RESOLVED /-

1. That the contents of the report be noted.
2. That the Committee would appoint a Chair for any meeting where the appointed Chair was absent and that person would be an “appropriate person”.

O&SC 21/24

GM INVESTMENT FUNDS

Laura Blakey, Director of Strategic Finance & Investment, GMCA, introduced the report which was requested by members of the GMCA Overview & Scrutiny Committee at their meeting on 24 July 2024.

Officers advised that the first part of the report gave an overall status of the GM Investment Funds and reported that the only significant change to their previous report in December 2023, was the introduction of GM Advance. GM Advance was a new fund focused on driving growth in the Advanced Manufacturing and Materials sector. GM Advance provides equity, debt and micro-equity to businesses operating in the sector at subsidised rates. This was a pilot project and if successful will be rolled out to other sectors that are key to growth in GM.

The second part of the report gave a detailed note on the process that underpins the GM Housing Investment Loans Fund (HILF).

Officers advised that the GM Investment Funds started in 2015, as a £300m loan from MHCLG (previously DLUHC) of which £120m had been repaid, meaning there was now capacity of around £180m. The fund would close to new commitments in

March 2025, although talks were taking place as to whether the existing fund would be extended.

Under the terms of the agreement with MHCLG, GMCA had underwritten 80% of the £300m original loan. To date, there have been no losses.

Loans were given on commercial terms and on 'State Aid' interest rates. GMCA was able to retain interest earned over and above the State Aid rate. The fund had approved £1.2b of funding over the last 8.5 years (a list of the schemes funded was provided in the report).

The final part of the report discussed the future of the GM Investment Funds and the proposals for future criteria.

The Committee was given the opportunity to ask questions and seek clarification on the paper.

Members asked why the allocation of funding to developments was not geographically equal, for instance Bury had significantly fewer approved developments than Manchester. Officers advised that no viable proposals for funding were turned away. It was noted that affordable housing schemes were taken from the Brownfield Housing Fund. When looking at housing and how to address housing need the two funds were considered but our lever for affordable housing sat with the Brownfield Housing Fund. Officers advised they would provide the Brownfield Housing Fund statistics for Bury as requested.

The Committee enquired as to how much of the GM Housing Investment Loans Fund contributed towards social housing in Local Authorities. Officers confirmed that the GM Housing Investment Loans Fund was purely a commercial fund so not able to be used to provide wider social benefit. However, the GMCA have, through the fund, been able to invest in social impact funds focused on homelessness and supported need and one of the greatest successes of the fund is investing in Small and Medium Sized Enterprise (SME) developers who wouldn't necessarily be able to raise the

bank finance as larger developers can. Officers assist SME developers through the process and are able to provide more support and time into schemes which would be difficult fund in a traditional way.

It was noted that the figure used to verify how the fund supports the creation and retention of jobs is calculated using quarterly monitoring which records the number of jobs created or safeguarded since the funding was awarded. This is completed for all schemes.

The Committee enquired as to why a number of the loans offered have not gone forward and if there was a common theme. Officers advised that the figures in the report includes loans not yet committed and some that are waiting to go through the process. It was noted that a number of loans do not progress. Common themes were developers not being able to secure other funding, due diligence checks bringing up new issues and, in some cases, the scheme has become less viable over time.

The Committee queried membership of the Gateway Panel and asked if it would be beneficial to have a panel member with public sector expertise. It was clarified that 2 of the 3 panel members do have public sector expertise.

The Committee asked for clarification regarding the percentage of the fund that has been awarded to a particular developer and asked if there was a cap to their lending. Officers confirmed that the developer in question has been awarded funding totalling £338m of which £315m has been repaid. In addition to this, 2 further schemes were approved by the Combined Authority in March 2024 bringing the total to £598m. Officers advised that in relation to the overall fund size, each developer was assessed on their own merit and caps were applied depending on circumstances. It was confirmed that the Gateway Panel frequently asked for more information on a scheme for follow up at the next meeting before a decision was made. Track records were important, not necessarily the track record the developer has with the GMCA but is the wider track record that was considered. Officers advised that club loans are not awarded often. It was noted that loan caps were calculated based on the specific developer and a risk assessment was completed for each individual loan. The risk

level would contribute the level of cap. It was noted that it was common to have a percentage of the loan as an arrangement fee, which would differ depending on the loan. Monitoring fees were also put in place as there were extensive monitoring requirements for each scheme. Caps did take into consideration any special purpose vehicles (SPVs), so any SPVs a developer had would be aggregated. Loans were secured on the site, plus other assets and at times a custodian guarantee was needed.

The Committee asked what work was taking place with Housing Associations to ensure that a suitable provider can be found to manage any homes built as affordable housing, and how schemes such as supported living are monitored. Officers advised that the GM Housing Partnerships role was to understand these issues and how to resolve them. A wider piece of work had started following the GM Mayors Housing First objective which looks at how to make more housing supply available for affordable homes. Officers suggested that the Committee may be interested to see more about this work once it is more fully developed. It was reiterated that the GM Investment Funds were not the main lever for affordable homes and that the delivery of affordable homes was the responsibility of local authorities and not something the GMCA has authority over.

Members were keen to unlock ways to progress potential schemes and questioned whether providing subsidies could change developer behaviour, noting the added risk to the fund. Officers confirmed that the relaxing of requirements of the fund to allow the GMCA to give subsidies would indeed come with some potential risks, therefore we would be looking for a layer of protection to allow us to subsidise potentially through grants, but that this would be part of the ask of Government regarding the future of the fund.

Officers advised that they were not aware of any formal complaints regarding the HILF but would provide members with this information, along with details of any developments that would not have gone forward without the fund. Officers provided examples of SME schemes delivered by the fund which would have been difficult to

deliver without it, such as Stockport Interchange and Farnworth Green, details of which were contained in the report.

The Committee asked for clarity around loan values and periods. Officers advised that the loan value and the period were calculated by taking the proposed loan amount and comparing that to the estimated value of the scheme once completed. The period of the loan was determined by how long it takes to complete the development, for example, if a development takes 18 months to 2 years to complete, the GMCA would allow 6-12 months for repayment depending on the circumstances. Some developers have forward agreements in place and these loans are repaid straight away. Officers advised that there were procedures in place if a developer becomes bankrupt, to ensure that there is sufficient security around the monies but to date no developers have become bankrupt.

Officers advised that they would discuss the matter of co-operatives with interested parties outside the meeting as this was a developing strategy.

The Committee asked what was in place to ensure that developments benefit the local community, such as community wealth building and adding social value. Officers advised that larger developers were asked for details of their supply chain to ensure they were using local suppliers; this was more difficult for smaller developers, but further work on this would be considered if the fund was extended.

The Committee asked for clarity around the loan agreement due diligence decisions delegated to the Treasurer and Monitoring Officer. Officers advised that any changes to commercial terms would either sit with the Chief Executive in consultation with the Portfolio Holder, or if the changes were significant a report would need to go to the Combined Authority for approval. The role of the Treasurer and the Monitoring Officer was to ensure the due diligence was completed to satisfaction. It was confirmed that due diligence checks do include anti money laundering processes.

Clarification was sought regarding schemes attracting huge profits and the potential for subsidies to pay for the developer's affordable housing percentage. Officers advised that having strict overage clauses within the grants captures this.

Concerns were raised around the process for applying for loans. Members commented that there appears to be no formal application process in place. Officers advised that the team speak to many developers at various stages of their schemes over a period of between 6-12 months, and they do ensure that the same information is collated from all the developers before any schemes are considered for the funding process. The fund managers constantly discuss schemes within the team and seek advice when they need to from members of the Credit Committee.

The Committee discussed the application process and were asked to vote on a proposed recommendation that a formal application form be put in place going forward to ensure a transparent process. Members commented that there was a process in place, similar to a triage process, but agreed that it was important to have a record of applications.

It was agreed that officers consider how best to gather further data on the number of applications progressed to the next stage and drop off rates And that any future reports on the fund include this data.

It was confirmed that Right to Buy would be included in the Housing First Update report that is due to come before the Committee in October, as would the appropriateness of housing point raised by members. In relation to affordable housing, it was noted that some of the issues raised by the Committee had been explored by the Task and Finish Group and that their report would be shared with new members of the Committee.

RESOLVED /-

1. That the background and governance process contained in the report be noted.

2. That officers provide details of the Brownfield Fund statistics for Bury to interested parties.
3. That officers provide the committee with details of any complaints received regarding the fund, if there were any.
4. That a future report noting the description of the application process and additional data gathered regarding applications be provided in due course.
5. That a copy of the Committee Task and Finish Group report on affordable living be shared with the new members of the Committee.

O&SC 22/24

**OVERVIEW & SCRUTINY WORK PROGRAMME &
FORWARD PLAN OF KEY DECISIONS**

The Committee were advised that there were two upcoming online information briefings which they were encouraged to attend:

- 4 September - Homelessness
- 12 September – Work and Skills

RESOLVED /-

1. That the proposed Overview & Scrutiny Work Programme for August to October 2024 be noted.
2. That Members use the Forward Plan of Key Decisions to identify any potential areas for further scrutiny.

RESOLVED /-

That the following dates for the rest of the municipal year be noted:

- 25 September 2024 – 1pm to 3.30pm
- 23 October 2024 – 1pm to 3.30pm
- 27 November 2024 – 1pm to 3.30pm
- 11 December 2024 – 1pm to 3.30pm
- 29 January 2025 – 1pm to 3.30pm
- 5 or 12 February 2025 – 1pm to 3.30pm
- 26 February 2025 – 1pm to 3.30pm
- 26 March 2025 – 1pm to 3.30pm

Greater Manchester Combined Authority

Date: 27 September 2024

Subject: GMCA Overview & Scrutiny Annual Report

Report of: Nadim Muslim, Chair of the GMCA Overview & Scrutiny Committee 2024/25

Purpose of Report

To provide the GMCA with an annual report outlining the work of the Overview & Scrutiny Committee over the last municipal year and identify areas of focus for the forthcoming year.

Recommendations:

The GMCA is requested to consider the annual report.

Contact Officers

Nicola Ward, GMCA Statutory Scrutiny Officer Nicola.ward@greatermanchester-ca.gov.uk

Risk Management

None

Legal Considerations

None

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

Number of attachments to the report: 0

Background Papers

[Review of the GMCA Overview and Scrutiny arrangements – June 2022](#)

Tracking/ Process

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

Yes / **No**

GMCA Overview & Scrutiny

Annual Report 2023/24

June 2024

Chair's foreword



Councillor Nadim Muslim

Chair of the GMCA Overview
& Scrutiny Committee

It is well recognised that scrutiny is a fundamental part of any efficient and equitable governance structure and decision-making process.

National discussions over the past couple of years have placed scrutiny centre stage more than ever before, the pursuit of English devolution has required all public authorities to strengthen their accountability arrangements.

Over the past two years there has been an increased cultural commitment across the GMCA senior leaders and officers to scrutiny and accountability. There is a growing recognition that good governance is not just about having risk processes and structures in place but using the unique powers of scrutiny to question and challenge senior leaders but also support them in making services better for the residents of Greater Manchester.

My personal highlights this year have been the ability to have a real oversight of the priorities and focus of the Combined Authority whilst scrutinising in more detail those issues that have the most significant impact to residents, including the cost of public transport, our waste contractual arrangements and the benefit of business rate retention. Having a standing invitation to the GMCA meetings also gives the Overview & Scrutiny Committee the ability to provide challenging and constructive feedback to members of the GMCA directly on both portfolios and policies, and further reflects the significant regard for the function.

We build on a heritage of sub regional scrutiny taking place in Greater Manchester for numerous years but having implemented the recommendations of our independent review, I believe that the current scrutiny function is effectively assisting the GMCA in moving to its next phase.

Nadim Muslim

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1. Background

In 2021 the GMCA undertook a significant independent review of its scrutiny function, arriving at a singular committee model that has now been in place for its second year.

The review recognised the role of the Overview & Scrutiny Committee as –

- to contribute to policy development in respect of high profile, complex issues affecting the whole of Greater Manchester,
- to review and evaluate the performance of the Mayor and GMCA, and the way it works with its partners to deliver for local people,
- to investigate more complex cross-cutting issues

It further set a series of nineteen recommendations that have shaped the model that is currently being delivered including the appointment of members based on skills and interest for more than one year, the effective use of task and finish activities and a varied offer of training and information briefings.

At the start of the municipal year, members were able to reflect on the priorities within the Greater Manchester Strategy (GMS) in order to develop a skeleton work programme which was then further populated by the areas of work contained within the Forward Plan of Key Decisions which were felt to be of the most significance for local residents. The work programme is fluid and is considered by the Committee every month to ensure that it remains relevant, member-led and subject to continual reflection.

During 2023/24 the Committee has met on ten occasions, held nine informal briefings and undertaken an in-depth task and finish review into affordable living.

Membership

Member		Substitute	
Jill Axford	Trafford	Shan Alexander	Stockport
Russell Bernstein	Bury	Dane Anderton	Wigan
Tom Besford	Rochdale	Liam Billington	Tameside
Joshua Brooks	Salford	Nathan Boroda	Bury
Basil Curley	Manchester	Maria Brabiner	Salford
Patricia Dale	Rochdale	Ged Carter	Trafford
Sean Ennis	Trafford	Mike Cordingley	Trafford
Nathan Evans	Trafford	Ashley Dearnley	Rochdale
Jenny Harrison	Oldham	Linda Foley	Manchester
Helen Hibbert	Stockport	Holly Harrison	Oldham

John Leech	Manchester	John Hughes	Manchester
Joanne Marshall	Wigan	Champak Mistry	Bolton
Colin McLaren	Oldham	Eddie Moores	Oldham
Nadim Muslim	Bolton	Robert Morrisey	Bolton
Lewis Nelson	Salford	Claire Reid	Tameside
Imran Rizvi	Bury	Arnold Saunders	Salford
Naila Sharif	Tameside	Lisa Smart	Stockport
Mandie Shilton-Goodwin	Manchester	Debra Wailes	Wigan
Fred Walker	Wigan	Mary Whitby	Bury
Peter Wright	Bolton	Sameena Zaheer	Rochdale

2. Key achievements

Devolution Deal

Throughout the previous year, the Overview & Scrutiny Committee was engaged with the development of the trailblazer devolution deal for Greater Manchester, recognising that this would be a significant opportunity to better align resources with the needs of our residents.

In light of the specific new powers being agreed in this Trailblazer Devolution Deal, including the single settlement, and in the spirit of greater power requiring greater accountability, GMCA commits to building a culture of greater scrutiny and accountability.¹

Throughout this year, the Committee has been able to provide further scrutiny to the proposed implementation of the deal and have been given the opportunity to recognise its role in ensuring greater accountability for the devolved responsibilities.

The trailblazer deal called for continuity across the membership of the Overview & Scrutiny Committee which was helpful in ensuring continued growth alongside the wider organisation. This year there were a mix of newly appointed and elected members who had previously been appointed to the Committee, which brought together new perspectives, fresh conversations and a strong knowledge base from which to undertake mature scrutiny activity.

Membership on committees and in particular the role of chair should be prized and competed for. Retention of members for several years should be common. Members should be able to devote the time to the role. The committees should have the profile and cache to ensure that their findings are brought to the attention of the public wherever necessary.²

Evidencing the outcome of scrutiny work has been assisted by the continued presence of the Chair of Overview & Scrutiny being provided with the opportunity to report back to the GMCA on their findings against the reports that have sought the engagement of the Committee.

Pre-policy scrutiny of high profile and complex issues

The benefits of engaging the Overview & Scrutiny Committee in the early development stages of a policy has been further evidenced throughout this year through their input into the development of the Race Equality Strategy, Violence Reduction Strategy, Vision Zero

¹ [Greater Manchester Combined Authority Trailblazer Deeper Devolution Deal](#)

² [Greater Manchester Combined Authority Trailblazer Deeper Devolution Deal](#)

Strategy and Local Transport Plan. In each of these instances, portfolio leaders and officers brought their initial thoughts to the committee for robust challenge well in advance of the policy being prepared for publication. As recommended by the independent review, this approach enables members to ensure that its ambitions are in line with those of the Greater Manchester Strategy and has the opportunity to develop political debate on matters which are complex and important.

Due to a strong relationship of trust between the GMCA and the Overview & Scrutiny Committee there have been several occasions throughout the year where members have been asked to review highly sensitive policy decisions of a commercial nature, including the options for a future GM waste contract and the indicative preferred bidder for the final tranche of bus franchising.

Reviewing the performance of the Mayor and the GMCA

Members of the Committee were provided with an overview of the Greater Manchester Strategy at the beginning of the year to provide a framework for their scrutiny activity. Building from this knowledge base the Committee has been offered a range of overview sessions on all portfolio areas across the GMCA, from digital to the green city region. With this foundation, they are able to more effectively scrutinise the performance of the organisation.

One example of this was a Business Board update, which not only provided the Committee with an overview of the priorities of the Business Board, but an opportunity to review how these priorities were delivering against the priorities of the Greater Manchester Strategy.

Reviewing the financial performance of the organisation was also further supported by a series of informal briefings and a separate opportunity to consider the mayoral precept proposals ahead of the wider budget proposals. These were significant opportunities for budget scrutiny but were alongside regular financial considerations on each of the reports brought to the Committee.

A six-monthly review was also an opportunity for the Committee to consider how the recommendations from its task and finish report in March 2021 were being implemented across the organisation and with partners. This provided a check-in on previous work to ensure that outcomes were being delivered.

In line with the GMCA's commitment to an effective scrutiny function, the relevant portfolio lead has been in attendance for their own reports, this includes the GM Mayor for transport related items to his portfolio or other mayoral items. Over the last year the Mayor has been present to respond to questions from the Committee on issues such as Greater

Manchester's bus fare initiative, a cycle hire recovery plan and the proposals for the allocations within the forthcoming mayoral precept.

Investigating cross-cutting issues

Empowering members through a strong knowledge base and a clear role and remit for the Committee has enabled them to engage in a number of complex and cross-cutting reviews, including the potential implications of a National Waste Strategy, initial reflections on the implementation of phase one of the franchised bus network and the process by which applications to the GM Investment Fund are assessed.

The central threads of the Greater Manchester Strategy for a greener, fairer and more prosperous Greater Manchester ran through the entire work programme for 2023/24 with this lens being applied to a range of cross cutting policies and initiatives, such as the consideration as to how a capped fare proposal would reduce carbon emissions.

The Committee also requested several portfolio overviews on topics of interest this year including housing and school readiness. The housing session was a helpful contributor to this year's task and finish review for which members of the Committee selected the topic of affordable housing. As the review began, they were minded to change the scope in recognition of the wider determinants affecting affordable living for residents in Greater Manchester. This task and finish approach provided the opportunity for a small group of members to take a closer look at the many facets that have resulted in a national housing crisis, from a reduction on social rental properties, to increased rental costs driven by demand and the exponential rise in fuel prices.

3. GM Scrutiny in 2024

English Devolution Accountability Framework and Scrutiny Protocol

The Government's recognition of the importance of an accountable culture was made apparent in the English Devolution Accountability Framework (2023) which sets out their approach to the blend of national and local accountability and the central role of good scrutiny.

For devolution to succeed it is important not just that UK government relinquishes powers and funding so that areas can forge their own path to prosperity. Effective local government and devolution requires local leaders to take on responsibility for delivery in the eyes of the public. This requires residents to understand the role of local institutions and make informed assessments of the performance of their local leaders through clear metrics and robust scrutiny.³

The GMCA was able to advise the Government on the contents of the Scrutiny Protocol (2023), whose eighteen principles were based strongly on the current GM scrutiny model. It states that

Effective scrutiny is critical for ensuring there is appropriate accountability for the decisions made by local decision makers. When done well, local scrutiny should drive understanding, enhance the performance of services and improve the outcomes for those people affected by those decisions and;

that in adopting the key principles and provisions of this Scrutiny Protocol, each institution will ensure it has a focus on a sustained culture of scrutiny.

Although it was based on our model, there are still areas of good practice that we can strengthen, for example, a closer working relationship with the GMCA's Audit Committee.

Single settlement and outcomes framework

The Greater Manchester Strategy still underpins all the ambitions of the GMCA and sets out the outcomes that will be seen through its delivery, however the latest devolution deal between Central Government and Greater Manchester brings with it a sub-set of outcomes which will ensure that there is robust accountability alongside a single settlement of funding.

³ [English Devolution Accountability Framework](#)

As this becomes embedded across the organisation there will be a role for the Overview & Scrutiny Committee in ensuring that the right outcomes are being measured, that there are no outcomes which are working against the objectives of the GMS and that it evolves in line with potential further devolution.

As the Combined Authority moves into this next phase, there is also a role for Overview & Scrutiny in sense checking what needs to change in order for all the elements of the trailblazer devolution deal to be delivered and in creating spaces for discussion as to how policies should link across to other portfolio areas to ensure the best outcomes for residents.

It is envisaged that this annual report is used to inform the forthcoming Overview & Scrutiny Committee of the work undertaken throughout this municipal year in order to help them shape their own work programme.

4. More information and contact

For more information about the GMCA's Overview & Scrutiny Committee please visit our website - [Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://greatermanchester-ca.gov.uk)

Or contact Nicola Ward, Statutory Scrutiny Officer, GMCA Nicola.ward@greatermanchester-ca.gov.uk

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Agenda Item 8

**Minutes of the Annual Meeting of the Greater Manchester Combined Authority
Audit Committee, Held on Wednesday 31st July 2024 at the GMCA Offices,
Tootal Buildings, Manchester M1 6EU.**

Present:

Councillor Dylan Butt	Trafford Council
Councillor Colin McLaren	Oldham Council
*Councillor Emily Mort	Bolton Council
Councillor Elliot Moss	Bury Council
Grenville Page	Independent Member (Chair)
Catherine Scivier	Independent Member
Councillor Andrew Simcock	Manchester City Council
Susan Webster	Independent Member

Officers:

Steve Wilson	GMCA Treasurer
Caroline Simpson	Group Chief Executive
Sarah Horseman	GMCA Deputy Director, Audit and Assurance
Claire Postlethwaite	Director of Operational Finance, GMCA
John Curtis	Assistant Director Information and Data Governance and Data Protection Officer, GMCA
Karen McCrae	Head of Finance (Corporate and Technical), GMCA
Lindsey Keech	Head of Finance (Capital and Treasury Management), GMCA
Helen Fountain	Principal Accountant, GMCA
Jessica Hambley	Senior Finance Manager, GMCA
Paul Harris	GMCA Senior Governance and Scrutiny Officer

In attendance: -

Karen Murray	Forvis Mazars, External Auditor
Dawn Watson	Forvis Mazrs, External Auditor.

AC01/24/25 Apologies for Absence

Apologies were received and noted from Councillors David Molyneux, Portfolio Lead Member and Jack Youd.

Andrew Lightfoot, Deputy Chief Executive, GMCA.

AC 02/24/25 Appointment of Chair of the Audit Committee 2024-2025

The Clerk sought nominations for the appointment of Chair of the Committee for 2024-2025. A nomination of Grenville Page for the position of Committee chair was moved and seconded.

Resolved/-

That Grenville Page be appointed as Chair of the GMCA Audit Committee for the 2024-2025 municipal year.

GRENVILLE PAGE IN THE CHAIR

AC03/24/25 Chair's Announcements and Urgent Business

In assuming the Chair, the Chair thanked members of the committee for their continued support and looked forward to working with the Committee and officers.

AC04/24/25 Membership of the Committee 2024/2025

The Membership of the Committee was noted and introductions took place.

In welcoming new member, the Chair also paid tribute to outgoing members Councillors Whitby, Merry, Carrigan, Lanchbury and Griffiths for their contribution to the work of the Committee over a number of years.

The Chair also extended welcomes to Caroline Simpson, Group Chief Executive and Claire Postlethwaite, Director of Operational Finance who were each attending their first meeting of the committee in their respective roles.

The Group Chief Executive, GMCA thanked members for their welcome and reflected on the first month in her role and highlighted the opportunities for Greater Manchester that wider devolution will provide, including health, housing and integrated public services. It was noted that the new government has a focus on devolution and growth and that GM was in a position to support this ambition. The introduction of the Integrated Settlement to support key GM priorities will also need correct governance structures to support these ambitions and understand risks and was committed to support the work of the Audit Committee.

The Chair also noted that former Chair of the Committee Sarah Russell had been elected as an MP at the recent General Election and wished to record congratulations on her appointment.

Following an enquiry from a Member, officers explained the committee member nomination processes by district and the appointment processes by GMCA.

Resolved/-

1. That the membership of the Committee for the Municipal Year 2024-2025 as follows be noted:-

Councillor Dylan Butt	Trafford Council (Con)
Councillor Elliot Moss	Bury Council (Lab)
Councillor Andrew Simcock	Manchester City Council (Lab)

Councillor Colin McLaren	Oldham Council (Lab)
*Councillor Emily Mort	Bolton Council (Lab)
*Councillor Jack Youd	Salford City Council (Lab)
Grenville Page	Independent Member
Catherine Scivier	Independent Member
Susan Webster	Independent Member
Vacancy	Independent Member

*denotes Substitute Members:

AC05/24/25 Audit Committee Terms of Reference

Resolved/-

That the Terms of Reference for the GMCA Audit Committee, as set out in the GMCA constitution, be noted.

AC06/24/25 Audit Committee Schedule of Meetings 2024/2025

Resolved/-

To note that members were to be canvassed on the proposed schedule of committee meetings for 2024/2025.

ORDINARY MEETING

AC07/24/25 Declarations of Interest

There were no declarations of interest reported by any member of the Committee in respect of the agenda items.

AC08/24/25 Minutes of the Previous Audit Committee Meeting

The minutes of the previous meeting of the GMCA Audit Committee, held on 13th March 2024 we submitted.

The Chair suggested that an action log would be submitted as a supplement to the minutes for future consideration by the Committee.

A Member asked if a copy of the Internal Audit Charter could be shared to members.

It was noted that over the upcoming weeks, Members will be contacted in respect of a programme of training for members and suggested deep dive topics. The Integrated Settlement was suggested as an initial deep dive topic.

Members also noted that in line with earlier discussions at this committee and with regard to the arrangements needed following the Integrated Settlement, the GMCA governance arrangements for Audit, Overview and Scrutiny and GM MPs' Panel were to be considered to ensure for the better alignment of the work programmes. Regular meetings between the respective committee chairs were to take place and joint briefings for committee members were to be convened.

Resolved/-

1. That the minutes of the previous meeting of the GMCA Audit Committee, held on 13th March 2024, be approved as a correct record.
2. That an action log to accompany the minutes be provided to all future meetings.
3. That the Internal Audit Charter be shared with Members for their information.

AC09/24/25 Update from the Joint Audit Panel

The GMCA Treasurer provided a verbal update from the Joint Audit Panel meeting that took place on 22 July which included information of the Joint Audit Panel Chair's annual report.

As part of the update, Members noted that the Joint Audit Panel at the meeting had requested for improved readability, simplicity and meaningfulness of the 2023/2024 draft accounts. Panel members also enquired as to GMP's capability to address slippages in capital investment programmes and flagged concerns regarding internal audit recommendations.

The Chair reiterated that the role of the GMCA Audit committee is to take assurance from the work of the Joint Audit Panel and not to duplicate the work that the Panel undertakes.

Resolved/-

1. That the update of the from the Joint Audit Panel be received and noted.
2. That the minutes from the Joint Audit Panel meeting be shared with members of the Committee when available.

AC10/24/25 Head of Internal Audit Annual Opinion 2023/24

The Deputy Director Audit and Assurance, GMCA, introduced a report which provided Audit Committee members with the Head of Internal Audit Opinion.

Members noted that based on the work undertaken by GMCA Internal Audit in respect of 2023/24, the opinion of the Head of Internal Audit is that reasonable assurance is provided on the overall adequacy and effectiveness of GMCA's framework of governance, risk management and internal control.

In response to a comment from a Member regarding the recent cloud strike incident which impacted many public service bodies, officers explained that cyber risk remains high and challenging for the GMCA ICT service. The GMCA remained

unaffected by the cloud strike. Members noted that an independent external cyber security company undertakes such regular penetration tests and audits for GMCA. Cyber security had also been the topic of a committee deep-dive at a previous meeting. In addition, it was noted that significant funding had been identified for cyber security investment as part of the 2024/2025 budget setting arrangements. It was suggested that the topic of Cyber Security would be brought back to the Committee for consideration during the 2024/2025 municipal year.

In response to an enquiry from a Member, officers explained the assurance scoring ratings for each audit being undertaken, noting that absolute assurance can never be provided. The role of the Committee is to explore where there may be vulnerabilities and ask challenging questions on such to ensure that there is a robust system in place and that recommendations are being implemented.

It was suggested that regular updates on the implementation of actions outlined in the audit reports be provided.

In terms of the effectiveness of Internal Audit, a Member raised concerns on the level of resource capacity of the Internal Audit team. The acceleration of change as part of the Integrated Settlement will require additional complexities to be addressed. In response, officers explained that work had already been undertaken in this regard. Members asked that this resource capacity be included in the 2025/26 Internal Audit Plan. In response it was noted that the provision of the Integrated Settlement would reduce the requirement for Internal Audit team to undertake grant funding assessments.

In welcoming the report and the reasonable assurance, a Member raised concerns in respect of GMF&RS adequate level of assurance in responding to incidents and also cyber threats to the organisation. In response, officers explained that limited assurance audits are followed up by Internal Audit and reported to the Committee. In response to the GMF&RS comments, officers highlighted that the adequate assurance was an improvement on earlier reports and the trajectory of improvement was continuing upwards.

Resolved/-

1. That the Head of Internal Audit Opinion 2023/24, that reasonable assurance is provided on the overall adequacy and effectiveness of GMCA's framework of governance, risk management and internal control.
2. That the Deputy Director of Audit and Assurance and her team be thanked for their continued hard work.

AC11/24/25 Internal Audit Effectiveness

The GMCA Treasurer introduced a report which set out the assessment for GMCA Internal Effectiveness 2023/24 and actions proposed to ensure ongoing effectiveness and quality of the GMCA Internal Audit service.

Members noted that as the Officer responsible for the effective functioning of the Internal Audit Team, the Treasurer must be satisfied that the Internal Audit Service is operating effectively and complying to professional and ethical standards. Details of internal and external quality assurance assessments were highlighted.

A development plan was appended to the report had been created in response to the new Global Institute of Internal Auditor standards that will be introduced in April 2025. Training for Members on these new standards would be provided in due course.

Following a request from a Member in terms of resources, officers noted that there is an long-term ambition to introduce a graduate apprentice role within the Internal Audit service. Members noted that an additional two internal auditor roles were being sought.

Resolved/-

That the report on the internal audit effectiveness be noted.

AC12/24/25 Risk Management Update

The Deputy Director Audit and Assurance, GMCA presented a report that provided members of the Audit Committee of changes in the GMCA Strategic and key

operational risks and to provide an update on the risk management activities undertaken since the last meeting. The role of Directorate Risk Champions was highlighted. A list of the risk themes and associated draft risks were appended to the report.

It was noted that work was taking place to understand city region risks and how these risks may impact on GMCA. Risk management software was being introduced.

Following an enquiry from a Member, officers noted that changes of government priorities may have a consequential impact on the GMCA Risk Register. Officers also explained that the risk register will be aligned to the priorities within the Greater Manchester Strategy.

Following an enquiry from a Member, officers clarified how the risk scores were reported. Officers highlighted that should Members request, deep dives of particular risks can be brought to future meetings in order to discuss this with the respective risk owners.

The Chair also highlighted the importance of understanding risk appetite on particular functions and GMCA activities.

A Member suggested that the timing of future Committee meeting be coordinated with the Joint Audit Panel meetings in order to receive the most up to date reports and assurance.

Resolved/-

That the risk management update, be noted.

AC13/24/25 Internal Audit Progress Report

Members considered a report of the Deputy Director Audit and Assurance, GMCA which informed them of the progress made on the delivery of the Internal Audit Plan for 2024/25. Members also noted that it is also used as a mechanism to seek approval of changes to the Internal Audit Plan.

It was noted that since the last meeting in March 2024, two reports have been finalised and published and one in draft from the completion of the 2023/24 audit plan. In addition, three reports from the 2024/25 audit plan (two in draft) and certified eight grants. These included:-

- GMCA Waste Fleet Assets – Maintenance – Substantial assurance
- Corporate Recharge Model – Reasonable
- Procurement Waiver Exemptions – Compliance – Broadly Compliant

A Member requested that high level information in respect of procurement waiver exemptions to understand the reasons for the application of such.

Resolved/-

1. That the Internal Audit progress report be noted.
2. That details of procurement waiver exemptions be provided to a future meeting of the Committee.

AC14/24/25 Audit Action Tracking

The Deputy Director Audit and Assurance, GMCA introduced a report which advised Audit Committee of the progress made in implementing the agreed actions from internal audit assignments.

Following an enquiry from a Member in respect of the use of consultants and contractors, officers undertook to bring back a progress report to the next meeting of the Committee.

Resolved/-

1. That the progress of the implementation of Internal Audit actions, as set out in the report, be noted.
2. That a progress report in respect of the use of consultants and contractors be brought back to a future meeting of the committee

AC07/24/25 Senior Information Risk Owner (SIRO) Annual Report 2023-2024 Information & Data Governance

The GMCA Treasurer introduced a report which provided an overview of the key information and data governance activities and performance for the 2023/24 financial year. In addition to this, the report sought to provide assurance to the Audit Committee that GMCA remains compliant with its statutory and regulatory obligations.

The report also provided updates on the activities undertaken as a shared Information and Data Governance service across the GMCA and TfGM, and regionally across Greater Manchester to drive forward the GM Information strategy and set the standard for good information and data practice.

The report detailed at high level, statutory performance and related activities undertaken to support compliance and assurances, provided a breakdown of the type of data protection incidents and gave an overview of the learning and development of staff in this regard.

The report also identified cyber risks, AI technologies policy and knowledge partnership working with Manchester Metropolitan University and the University of Salford. In addition, information asset management and complex data flows were identified as risks.

In respect of Freedom of Information (FOI) requests it was noted that a log of vexatious requests is maintained as part of the case management system. This case management system will also cover data breaches.

In welcoming the report, a Member asked where the responsibility lies to assess the data quality. In response, it was noted that GMCA is working with GMCA Research and Digital Directorates and GMCA has a data quality policy.

In respect of Subject Access Requests (SAR) requests, it was noted that bespoke training is provided to staff and teams. Personal data for employees is held in the I-Trent system.

Following an enquiry from a Member, officers explained that GMCA work closely with GMP who have their own SIO.

Resolved/-

1. That the report and continued to support our delivery and the significant work that has been delivered to drive improvements so that we Enable, Empower and Embed good governance throughout GMCA, be noted.
2. That the Audit Committee agree for the SIO to review performance metrics KPIs for implementation in the 2024/25 report. It is recommended that the KPIS are reviewed over the next financial year.

AC07/24/25 Draft Annual Governance Statement

The GMCA Treasurer and the GMCA Solicitor and Monitoring Officer provided a report which provided the Committee with the draft 2023/24 Annual Governance Statement for comment, prior to coming back to the Committee as a finalised version for approval at the next meeting of the Committee.

Members noted that in respect of GMF&RS the HMIFRS inspection identified the service as the most improved across the UK.

The updated draft AGS included work to support cost of living challenges, the creation of the Bee Network and the HMI for Constabulary and Fire Services.

A Member suggested that the Joint Audit Panel be included in the organogram. Clarity on the role of Paul Dennett as Deputy Mayor was suggested. In addition, information on diversity and gender.

A Member commented that it would be helpful to set out the membership of the Audit Committee as four Independent Members and four Elected Members.

Resolved/-

1. That the draft Annual Governance Statement be noted;
2. That the committee recommends that the draft Annual Governance Statement be amended to include the suggested amendments within the preamble above.
3. That following the insertion of the amendments outlined at (2) above, endorse the Annual Governance Statement for submission to the next meeting of the Committee.

AC07/24/25 Annual Statement of Accounts

The GMCA Treasurer introduced a report which provided an updated on the audited Statement of Accounts 2022/2023 and the draft 2023/2024 Statement of Accounts.

A: Audited Statement of Accounts 2022/2023

Members noted that this report provided the Greater Manchester Combined Authority (GMCA) audited group statement of accounts for 2022/23. The report updated the Committee on the changes since the draft accounts were published and confirms, subject to the committee's approval of the accounts and the unadjusted misstatements, that the final accounts expect to receive an unqualified opinion from the authority's external auditors subject to outstanding issues set out in the report.

It was noted that further discussions on this item would be picked up as part of the External Audit Progress Report at AC07/24/25 below.

B. Draft Statement of Accounts 2023/2024

Members received a report which provided a copy of the Greater Manchester Combined Authority (GMCA) unaudited single entity statement of accounts for

2023/24 and set out the process for approval of the audited group statement of accounts.

In introducing this item, the Treasurer wished to record thanks to the Finance team for their hard work in developing this complex set of accounts.

A presentation was provided which explained the key elements of the draft accounts.

Following a comment from a Member regarding the negative balance sheet, officers explained how the long-term pension liabilities and employer contribution were treated each year.

Resolved/-

1. That the update on the unaudited GMCA Single Entity 2023/24 Annual Statement of Accounts, be noted.
2. That the timescales for publication of the unaudited Statement of Accounts and audited Statement of Accounts, which has a statutory deadline of 30 September 2024, be noted.

AC07/24/25 Annual Treasury Management Review 2023/24

The GMCA Treasurer introduced a report which presented the Annual Treasury Management review 2023/2024.

Members noted that the GMCA is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2023/24. It was also noted that the report meets the requirements of both the Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice on Treasury Management, (the Code), and the CIPFA Prudential Code for Capital Finance in Local Authorities, (the Prudential Code).

Members noted that the regulatory environment places responsibility on Members for the review and scrutiny of treasury management policy and activities. This report is, therefore, important in that respect, as it provides details of the outturn position for

treasury activities and highlights compliance with the Authority's policies previously approved by Members.

The report confirmed that the Authority has complied with the requirement under the Code to give prior scrutiny to all of the above treasury management reports by the Audit Committee before they were reported to the Authority.

It was noted that a Member training session on treasury management issues was undertaken during the year on 17 January 2024 in order to support Members' scrutiny role. Members also noted that further training is available should they wish to access this.

The report explained to Members that because of the healthy GMCA cash position a number of loans have been repaid ahead of time to avoid higher interest rates.

A Member highlighted upward pressure on wages.

In respect of the investment portfolio appended to the report, a Member noted that a number of investments which expired in April 2024 and sought details on the forward position. It was noted that currently GMCA has short term investments of three to six months and explained the benefits of this approach. It was noted that this is continually reviewed.

Resolved/-

That the annual treasury management report for 2023/24 be noted and recommend it's approval by the Authority.

AC07/24/25 Assessment of Going Concern

The GMCA Treasurer introduced a report which informs members of an assessment of the Greater Manchester Combined Authority (GMCA) as a going concern with a forward look at the position for the next 12-18 months.

Resolved/-

1. Consider and comment on the outcome of the assessment made of the GMCA's going concern position and the conclusion that there is no material risk to going concern.

AC07/24/25 External Audit Progress Report

The External Auditor introduced the Audit Findings report and Members discussed the Greater Manchester Combined Authority (GMCA) audited group statement of accounts for 2022/23.

It was noted that an unqualified audit opinion is anticipated.

The update explained outstanding areas of work in respect of plant equipment at Bury Training Centre and the Fund of Funds. The update also highlighted matters regarding pension liabilities and pension asset ceilings.

Following an enquiry from a Member, it was noted that GMCA holds a separate bank account for the management of low level banking charges.

The Treasurer provided an update on proposed legislation to address the accounting reporting timetable and possible implications for delivering the 2023/2024 accounts by the end of February 2025.

Following an enquiry from a Member, the External Auditor clarified the summary of misstatements in respect of Manchester Fire Control, MIDAS and Manchester Camarata.

Resolved/-

1. That the External Audit Progress Report be received with thanks and noted.
2. That the final statement of accounts for 2022/23 and note the changes to accounts during the audit period be noted;

3. That the GMCA Finance Team be thanked for their hard work in getting these accounts together.
4. That the unadjusted misstatements contained within the report be approved. That the GMCA Treasurer, in consultation with the GMCA Audit Committee chair, be delegated approve the publication of the final accounts following the audit completion.

AC07/24/25 Draft Committee Work Programme 2024/2025

Members considered the draft committee work programme for 2024/2025 and were invited to suggest potential deep dive topics for consideration by the committee.

Resolved/-

That the draft Committee work programme 2024/2025 be noted.

AC07/24/25 Exclusion of the Press and Public

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

AC07/24/25 Summary of Whistleblowing reports 2023/24

The Deputy Director Audit and Assurance, GMCA which provides Audit Committee Members with a high-level overview of the reports received and investigated through the whistleblowing / counter fraud process. The purpose of the report is to provide Members with an indication of the volume and nature of Whistleblowing activity within GMCA.

Members asked questions and officers responded in respect of how whistle blowing concerns are raised and what training is provided to staff.

Resolved/-

That the summary of whistleblowing reports 2023/2024, as set out in the report, be noted.

**MINUTES OF THE MEETING OF THE BEE NETWORK COMMITTEE
HELD THURSDAY, 27TH JUNE 2024 AT BOARDROOM, GMCA OFFICES**

PRESENT:

Councillor Eamonn O'Brien (in the Chair)	Bury
Councillor Alan Quinn	Bury
Councillor Josh Charters	Oldham
Councillor Phil Burke	Rochdale
Councillor Grace Baynham	Stockport
Councillor Andrew McClaren	Tameside
Councillor Aidan Williams	Trafford

OFFICERS IN ATTENDANCE:

Caroline Simpson	GMCA
Melinda Edwards	GMCA
Lee Teasdale	GMCA
Sylvia Welsh	GMCA
Richard Nickson	TfGM
Martin Lax	TfGM
Steve Warrener	TfGM
Chris Barnes	TfGM
James Baldwin	TfGM

BNC/01/24 Appointment of Chair

Nominations were sought for the Chair of the Bee Network Committee for 2024/25. A nomination and seconder were received for Mayor Andy Burnham.

RESOLVED/-

That Mayor Andy Burnham be appointed as Chair of the Bee Network Committee for the 2024/25 municipal year.

BNC/02/24 Appointment of Vice-Chair

Nominations were sought for the Vice-Chair of the Bee Network Committee for 2024/25. A nomination and seconder were received for Councillor Eamonn O'Brien.

RESOLVED/-

That Councillor Eamonn O'Brien be appointed as Vice-Chair of the Bee Network Committee for the 2024/25 municipal year.

Note: Due to the unavailability of Mayor Andy Burnham, Councillor Eamonn O'Brien took the Chair for the remainder of the meeting.

BNC/03/24 Welcome and Apologies

Apologies were received from Mayor Andy Burnham (GMCA), Cllr Hamid Khurram (Bolton), Cllr Tracey Rawlins (Manchester), Mayor Paul Dennett (Salford), Cllr Tom Ross (Trafford), Cllr Paul Prescott (Wigan) and Cllr John Vickers (Wigan).

RESOLVED/-

1. That the apologies be noted.

BNC/04/24 Membership for the 2024/25 Municipal Year

The Chair welcomed all present to the Annual General Meeting of the Bee Network Committee. He welcomed Caroline Simpson to her first meeting as the Group Chief Executive for GMCA, TfGM and GMFRS, and expressed congratulations to Danny Vaughan following his appointment as the new Chief Network Officer for TfGM.

RESOLVED/-

1. That the appointment of the Mayor of Greater Manchester to the Bee Network Committee, and Councillor Tom Ross (Trafford) as the substitute member, and the appointment of Councillor Eamonn O'Brien (Bury), as the GMCA representative

and Councillor Neil Emmott (Rochdale) as the substitute member by the GMCA on 14 June 2024 be noted.

2. That the membership of the Committee for the forthcoming year be noted as below:

District	Name	Substitutes
GM Mayor	Andy Burnham (Labour)	Tom Ross (Labour)
GMCA	Eamonn O'Brien (Labour)	Neil Emmott (Labour)
Bolton	Hamid Khurram (Labour)	Sean Fielding (Labour)
Bury	Alan Quinn (Labour)	Gareth Staples- Jones (Labour)
Manchester	Tracey Rawlins (Labour)	TBC
Oldham	Josh Charters (Labour & Co- operative)	Chris Goodwin (Labour & Co- operative)
Rochdale	Phil Burke (Labour)	Aasim Rashid (Labour)
Salford	Paul Dennett (Labour)	Mike McCusker (Labour)
Stockport	Grace Baynham (Liberal Democrat)	Mark Roberts (Liberal Democrat)
Tameside	Laura Boyle (Labour)	Andrew McLaren (Labour)
Trafford	Aiden Williams (Labour)	Steve Adshead (Labour)
Wigan	Paul Prescott (Labour)	John Vickers (Labour)

3. That it be noted that the Mayoral Appointments were to be confirmed.
4. That the Committee welcomes new members Councillors Laura Boyle and Josh Charters.
5. That the Committee record its thanks to Councillor Warren Bray for his many years of valuable service on GM's transport committees.

6. That the Committee welcomes Caroline Simpson to her first meeting of the Committee as Group Chief Executive for GMCA, TfGM & GMFRS.
7. That the Committee record its congratulations to Danny Vaughan following his appointment as the Chief Network Officer of TfGM.

BNC/05/24 Members Code of Conduct

RESOLVED/-

1. That the GMCA Members Code of Conduct be noted.

BNC/06/24 Terms of Reference and Rules of Procedure

RESOLVED/-

1. That the Terms of Reference and Rules of Procedure be noted.

BNC/07/24 Appointments to Outside Bodies

RESOLVED/-

1. That Councillors Tracy Rawlins, Phil Burke and Sean Fielding be appointed to the Greater Manchester Accessible Transport Board and that the outstanding two vacancies be considered at the next meeting of the Committee.
2. That Councillor Mike McCusker be appointed to the Green City Region Partnership.
3. That Councillor Josh Charters be appointed to the Vision Zero Advisory & Scrutiny Board

BNC/08/24 Chairs Announcements & Urgent Business

The Chair reflected that this was the first meeting held by the Combined Authority since the news had been announced of the sad passing of Sir Howard Bernstein. Sir Howard had been instrumental in the regeneration of Manchester, not least of which was the contribution to the building of the Metrolink network and support for devolution which would eventually result in the bringing back of buses under public control.

RESOLVED/-

1. That the Committee acknowledges the sad passing of Sir Howard Bernstein noting the significant groundwork he laid for the many transport infrastructure improvements seen in the region in recent decades.

BNC/09/24 Declarations of Interest

RESOLVED/-

1. That it be noted that Councillor Phil Burke declared a personal interest in item BNC/11/24 as an employee of Metrolink.

BNC/10/24 Minutes of the Meeting Held on 21 March 2024

Councillor Grace Baynham expressed her concern about the scope of access for all funding, with particular concern highlighted about step free access to stations for residents with mobility issues. It was advised that TfGM had sought explanations from the Department for Transport on why step free access had not been prioritised. Due to the pre-election period a response had not yet been received but when an update was received it would be made available.

RESOLVED/-

1. That the minutes of the meeting of 21st March 2024 be agreed as true and correct record.
2. That Members be advised of the Department for Transport response to concerns raised around lack of step free access funding as part of Access for All.

BNC/11/24 Transport Capital Programme

Chris Barnes (Network Director Infrastructure, TfGM) presented a report that asked members to note the current position on the Greater Manchester Transport Capital Programme and consider a number of recommendations to support the continued development and delivery of the programme. Points highlighted included:

- Work to develop CRSTS1 with partners continued at pace with 55 of the original 60 strategic outline business cases now approved, and 40% of the overall allocation had now been released, which was a strong position at two years into a five-year programme.
- Progress made on the Streets for All Programme was highlighted.
- On Rapid Transit, a draw down of funding was being sought to continue to develop the proposals around the Tram-Train Pathfinder and the Next Generation Vehicles Initiative.
- It was highlighted that £13.8m of the bus franchising capital transition budget would be added to the capital programme for work on bus depots.

Comments and Questions

The Chair welcomed the progress being made and welcomed comments and questions from Members.

- It was asked if there had been any movement in terms of feasibility studies on the proposed station at Slattocks in Middleton. It was advised that the next new station being developed was at Golborne, and following this a number of options were being considered, with priorities likely to be around areas linked to new housing developments.
- Members sought further clarity on what defined a 'tram-train'. It was advised that these were light-rail units that also had the ability to run on heavy rail infrastructure, which would in turn allow for an increase in capacity and depth of fleet. It was also planned that these would have bi-modal power capabilities (electrification and also batteries where required).

- Members commented on how welcome the A56 Phase 2 developments would be to the residents of Trafford – there was a feeling that active travel plans were truly beginning to gather pace across the conurbation.

RESOLVED/-

1. That the current position in relation to CRSTS1 and CRSTS2 be noted.
2. That the CRSTS drawdowns, as approved by the Chief Executive TfGM and GMCA, under delegated authority be noted.
3. That the drawdown and reallocation of CRSTS funding and associated scheme progression be approved as follows:
 - City Centre Bus Strategy Phase 1: £1.25m;
 - Metrolink Next Generation Vehicles / Tram-Train Pathfinder: £1.547m;
 - Tameside: A560 Stockport Road / Hattersley Viaduct Refurbishment and Widening: £0.81m
 - SWANI (Sale West to Altrincham Network Improvements): Full Business Case approval and £0.18m;
 - Stockport: Hempshaw Lane: Full Business Case approval and £1.05m; and endorse the reallocation of £246k from the Stockport: A6/Manchester Road/School Lane scheme to support delivery of the scheme; and
 - Stockport: Woodley to Bredbury Parkway Improvement Scheme (formerly, Bredbury Economic Corridor Improvement (BECI) Package): Full Business Case approval and £0.83m
4. That the drawdown of Active Travel delivery funding be approved as follows:
 - Trafford A56 Phase 2: £2.07m (CRSTS funding through the MCF programme);
 - Manchester Yellow Brick Road: £1.5m (Active Travel Fund Round 4 (ATF4) funding);
 - Stockport Heatons Link Phase 2: £2.7m (ATF4 funding);
 - Stockport Ladybrook Valley Phase 2: £2.3m (ATF4 funding);
 - Stockport Romiley to Stockport: £3.4m (ATF4 funding);
 - E-Cycle Pilot: £0.5m (Revenue Grant); and

- Capability Fund Extension £1.7m (Revenue Grant).
5. That it be noted that £13.8m of the bus franchising capital transition budget has been allocated to fund and deliver ongoing renewal of depot infrastructure and associated assets and that approval for the inclusion in the Capital Programme of the forecast expenditure for renewals works that are anticipated in 2024/25 will be included in the “GMCA 2024/25 Capital Update – Quarter 1” report in July 2024.

**MINUTES OF THE MEETING OF THE BEE NETWORK COMMITTEE
HELD THURSDAY, 25TH JULY 2024 AT BOARDROOM, GMCA OFFICES**

PRESENT:

Councillor Eamonn O'Brien (Chair)	Bury
Councillor Gareth Staples-Jones	Bury
Councillor Tracey Rawlins	Manchester
Councillor Josh Charters	Oldham
Councillor Howard Sykes	Oldham
Councillor Phil Burke	Rochdale
Councillor Mike McCusker	Salford
Councillor Grace Baynham	Stockport
Councillor Andrew McClaren	Tameside
Councillor Aidan Williams	Trafford
Councillor John Vickers	Wigan

OFFICERS IN ATTENDANCE:

Chris Barnes	TfGM
Luke Bramwell	TfGM
Alison Chew	TfGM
Gillian Duckworth	GMCA
Martin Lax	TfGM
Richard Nickson	TfGM
Lee Teasdale	GMCA
Daniel Vaughan	TfGM
Sylvia Welsh	GMCA
Fran Wilkinson	TfGM

BNC/12/24 Welcome & Apologies

Apologies were received and noted from Mayor Andy Burnham, Cllr Hamid Khurram (Bolton), Cllr Sean Fielding (Bolton), Cllr Alan Quinn (Bury, substituted by Cllr Gareth Staples-Jones), Mayor Paul Dennett (Salford, substituted by Cllr Mike McCusker), Cllr Laura Boyle (Tameside, substituted by Cllr Andrew McLaren), Cllr Paul Prescott (Wigan, substituted by Cllr John Vickers) and Steve Warrener (TfGM).

BNC/13/24 Declarations of Interest

There were none.

BNC/14/24 Chairs Announcements & Urgent Business

The Chair opened by formally welcoming the four Mayoral appointees to the Panel for 2024/25.

An update was provided on the welcome news that industrial action on the Metrolink network had been averted following the acceptance by staff of a three-year pay deal with KAM which has provided all employees with a substantial pay increase, protection against inflationary increases and addressing other historical pay progression concerns. Thanks were expressed to all who had been involved in the successful negotiation process.

An update was provided on the work taking place to fully restore the Oldham-Rochdale Metrolink service following unsafe land movement near Derker. Detailed ground investigations and temporary repair works were underway. To complete the works a small section of track would need to be moved back into its original position with a number of overhead poles repaired. This was a complex process and would take some time to complete. The current estimate was 5 weeks, though if it could be accelerated it of course would be.

Members expressed concern that in some cases elected members were not receiving regular updates on the progress of the restoration of the line given the importance of this to ward residents in Oldham and Rochdale. Officers noted the issue and would take lessons away about communications to all relevant councillors.

Announcements had been received via the King's Speech that a number of potentially large-scale changes to transport would be progressed via bills in parliament. These included the Better Buses Bill; the Passenger Railway Services Bill; the Railways Bill; and the High-Speed Rail Bill (directly relating to the Crewe to Manchester leg). Arrangements would be made for briefings on these as and when relevant.

The re-appointment of the GM Transport Commissioners Vernon Everitt and Dame Sarah Storey at the recent GMCA meeting was welcomed by the Committee. The Committee also sent its best wishes to Dame Sarah Storey ahead of her competing in the forthcoming Paralympic Games in Paris.

Members expressed concern that Northern Rail had gone straight to the press with a story about school children committing fare evasion, naming specific schools without first having informed the relevant schools or councils. The Chair asked that correspondence around this issue be shared with him.

RESOLVED/-

1. That the following Mayoral appointees be welcomed to the Committee:
Cllr David Meller (Labour, Stockport)
Cllr Howard Sykes (Liberal Democrats, Oldham)
Cllr Martyn Cox (Conservatives, Bolton)
Cllr Luis McBriar (Conservatives, Bury)
2. That the update on the acceptance by Metrolink staff of a three-year pay deal with KAM be received.
3. That the update on the works taking place to restore a full service to the Oldham-Rochdale Metrolink line following land movement near Derker be received.
4. That the update on the four transport bills arising from the King's Speech be received.
5. That it be noted that Vernon Everitt and Dame Sarah Storey have both been reappointed as GM Transport and GM Active Travel commissioners respectively.
6. That the Committee sends its best wishes to Dame Sarah Storey as she prepares to represent Team GM in her 9th Paralympic Games.
7. That it be ensured that ward councillors be kept regularly updated on significant ongoing transport issues that fall within their wards.
8. That Cllr Baynham provide Cllr O'Brien with information regarding Northern Rail 'naming and shaming' schools with pupils suspected of fare evasion.

Councillor Sykes sought clarity on the terms of office of Mayoral appointment and was advised that the .2023/24 Mayoral appointments to the Bee Network Committee were in place up to the GMCA Annual Meeting, which took place on 14 June 2024.

RESOLVED/-

1. That BNC/04/24 be amended to show that Cllr Josh Charters is a member of the Labour & Co-operative Party
2. That, subject to the above amendment, the minutes of the meeting of 27 June 2024 be agreed as true and correct record.
3. That information on the appointment timeline for Mayoral appointments be sent to Cllr Sykes.

BNC/16/24 Delivering the Bee Network

Danny Vaughan (Chief Network Officer, TfGM) presented a report updating the Committee on progress made in implementing the Bee Network. Points highlighted included:

- Positive news on the performance of the bus tranche one franchise in relation to the previous non-franchised performance was noted. This included patronage growth of almost 5% year on year.
- There had been some issues with tranche two performance due to the presence of roadworks on some key Oldham routes. However, even these had shown some of the advantages of franchising with increased joined up working allowing for better management of these issues.
- Close working was taking place with Stagecoach and Metroline to ensure that the commencement of tranche three on 5th January 2025 ran as smoothly as possible.
- Metrolink had seen its busiest May ever in its entire history.
- There had been successes seen on Metrolink in terms of increasing ticket checks to combat fare evasion. The public had responded well to this, welcoming the extra sense of safety.

- There would be some further disruption over the summer with further necessary works on Metrolink in the city centre. However, it would always be ensured that all lines could still directly access the city centre.
- Improvements had been made to the Bee Network App for tranche 2 following feedback from tranche 1. The App was proving successful with over half a million downloads to date.

Comments and Questions

- An issue was highlighted around the use of folding bikes on buses, with luggage racks being too small for these. It was advised that this was an issue officers were aware of and that it was hoped that a consistent approach to folding bikes across all Bee Network modes could be developed.
- It was asked if it was envisaged that tranche two performance would soon match that of tranche one. It was advised that work was taking place to ensure that the performance did improve as expected, including timetable improvements where required. Performance updates would be brought to the Committee on a regular basis.
- It was asked whether out of town retail parks, particularly those that had offered free bus services were being considered within network reviews. It was advised that the Network Review process would be able to look at where improvements could be made, and if there was demand then services could be adjusted accordingly.
- Members asked if the map function on the Bee Network app was being worked on to show multiple buses at the same time. It was advised that the app was being continuously improved via feedback being provided, and this feedback would also be taken on board.
- Reference was made to the overhead lines on the Bury to Altrincham Metrolink line. Given the age of the line was further funding planned around renewal and replacement. It was advised that work was taking place to review the possibility of replacing all overhead lines on the track. Quite a substantial amount of capital funding went into Metrolink renewals, and this was one of the higher priority jobs on the list.
- Members referenced some of the early teething troubles with tranche 2, such as a lack of driver availability for some routes. It had been difficult for some

Councillors to gather communications from TfGM in this period on when these issues would be resolved. It was advised that the first few weeks of the changeover had been dynamic and fast moving, given the issues with driver availability a comms focus had been placed on getting information directly out to drivers and customers in the first instance, which had resulted in a knock on effect that elected representatives sometimes received the information later than hoped. Work would take place on improving these comms ahead of tranche 3.

- Members sought an update on the futureproofing work on lifts on the Metrolink network. As part of the capital works programme a number of lift replacements were earmarked amongst the worst performers. This would be accelerated wherever possible.

RESOLVED/-

1. That the update on the delivery of the Bee Network be noted.

BNC/17/24 Draft Greater Manchester Rapid Transit Strategy

Martin Lax (Transport Strategy Director, TfGM) & Luke Bramwell (Head of Rapid Transit Development, TfGM) presented a report asking members to note and comment on the draft Greater Manchester Rapid Transit Strategy, a sub-strategy of the 2040 Transport Strategy, including how fast and frequent mass transit will support the integrated Bee Network. Points highlighted included:

- One of the key themes was around integrating the system. A lot of this was already happening as part of the Bee Network, but there were further clear commitments around the next stages.
- The Strategy also set out clear commitments around the growing of capacity necessary to ensure the future prosperity and equity of GM.
- Interim steps on the path to Bee Network Rail were included as well as the 15 priorities for a fully integrated system.

Comments and Questions

- Members welcomed the tram train pathfinder in terms of the opportunities it could open up to locals in widening access to the Atom Valley development.
- Members asked if there was any further work taking place on developing orbital routes around the north of GM that averted having to travel towards the city centre. It was advised that there would be opportunities on existing links between GM conurbations to bring forward tram train services. Where existing rail links were not possible, bus links would be used.
- Members asked if there would be consideration of opportunities for local authorities to take ownership of bus services. Officers advised that if government proposals came forward around this then this would be a medium to longer term consideration.
- Members welcomed the development of the multi-modal ticket system and how much this would help residents.
- Members expressed continued concern about the cancellation of the Northern leg of HS2 and the generational impact that this could have on capacity. The Chair noted that discussions in parliament had recommenced on the Crewe to Manchester leg of 'Northern Powerhouse' rail and that the Committee would welcome a report on how it could best influence parliamentary discussions around Northern Powerhouse rail.

RESOLVED/-

1. That the draft Greater Manchester Rapid Transit Strategy, be noted.
2. That a further report be submitted to the Committee on how it can best influence parliamentary discussions on proposals around Northern Powerhouse rail.

BNC/18/24 Bee Network Fares & Ticketing Products

Fran Wilkinson (Customer & Growth Director, TfGM) presented a report that proposed a number of changes to Bee Network fares and ticketing products to increase access to public transport through affordable and simpler fares and ticketing. Points highlighted included:

- It was intended that in January 2025, to coincide with the commencement of Tranche 3, the fares for weekly and monthly products would be reduced. This would deliver a significant saving for existing customers and attract further new customers to the network.
- It was also intended that a 'hopper' ticket be introduced. This would allow the purchase of single £2 ticket that could be used across the whole bus fleet for an hour after purchase.
- March 2025 would see the launch of the multi-modal tap on/tap off scheme encompassing the full Bee Network transport offer.

Comments and Questions

- Members enquired about the incentive to buy a monthly ticket when it would cost the same price as 4 weekly tickets. It was advised that a reduction was being seen in the purchases of monthly tickets and the longer-term goal was to encourage users towards the tap-off system rather than having to pay an up-front fee.
- In reference to the Hopper fare. Members noted that bus journeys which should take less than an hour to swap onto another service were often held up in traffic, which in turn could cost people for another journey through no fault of their own. It was advised that a lot of background work had taken place on the understanding of journeys, and the potential frustrations that could arise had been taken on board, therefore some tolerance would be built into the strictness of the 60-minute window. Further feedback would be taken from customer experiences after the service went live.
- A campaign around fares for carers travelling with people with additional needs was raised. Was this still on the radar and due to be submitted to the Committee? It was advised that this absolutely remained on the radar and a wide-ranging concessions review was underway and would be brought to the Committee upon its completion.
- Members highlighted that some residents had expressed complaints about some people being allowed on buses without tickets at busy times. It was advised that TfGM had received similar feedback, and work was taking place with drivers and operators on combating this.

- It was asked that support be given for care-leavers to have an extended free bus pass up from 21 to 25 years old. It was advised that this would also be included within the Concessions Review.

RESOLVED/-

1. That the changes to Bee Network fares and ticketing products, as approved by GMCA, be noted.
2. That the Concessions Review currently being worked up be submitted to the Committee once available.

BNC/19/24 Transport Infrastructure Pipeline Report

Chris Barnes (Network Director Infrastructure, TfGM) presented a report updating on the progress made in delivering a pipeline of transport infrastructure improvements to support the operation of the Bee Network. The report made a number of recommendations for members to support the continued development and delivery of the pipeline programme.

Comments and Questions

- Members expressed the need to continue lobbying of National Highways for a full study of works required to improve the M60, particularly junctions 8 to 18.
- Concerns were raised around the amount of funding provided for basic maintenance – particularly gulleys and road surfaces. Officers advised that CRSTS 2 allocations would be worked on to find the best possible mix of sustaining the network, growing the network and transforming the network – with substantive allocations for highways maintenance.
- Members welcomed the further development of the business plan for Middleton.

RESOLVED/-

1. That the current position, recent progress and key milestones on the transport infrastructure pipeline be noted.

2. That the submission of the City Region Sustainable Transport Settlement (CRSTS) Annual Report 2023-24 and updated Delivery Plan be approved.
3. That the drawdown of CRSTS funding and associated scheme progression be approved as follows:
 - Rochdale: Middleton Streets for All Phase 1: £0.7m;
 - Integrated Ticketing and Travel Information : Full Business Case and £7.3m;
 - Bus Franchising IS and Ticketing System Assets: £25.0m;
 - Improving Journeys - Orbital Bus Routes: Initial phased delivery of Rochdale – Oldham – Ashton (Rochdale elements): £2.1m, subject to TfGM's approval of the Outline Business Case in August 2024;
4. That the drawdown of £0.5m of GM match contribution to Network Rail Control Period (CP) 7 funding for Access for All (AfA) be approved.
5. That the drawdown of funding from the Mayor's Challenge Fund (MCF) be approved as follows:
 - Trafford Seymour Grove Phase 1: £4.99m (CRSTS funding through the MCF programme);
 - Wigan Leigh St Helens Road: £2.17m (CRSTS funding through the MCF programme);
 - Wigan Standish Western Route: £1.99m (CRSTS funding through the MCF programme);
 - Wigan Whelley Loop Line: £1.31m (CRSTS funding through the MCF programme).

BNC/20/24 Bee Network Bus Service Improvements

Alison Chew (Deputy Director of Bus, TfGM) presented a report which updated on the approach to improving Greater Manchester's bus network over the short, medium and long term as part of the delivering of the Bee Network. The report also made a number of recommendations for members to consider on the process for reviewing the network, and the proposal to pilot 24-hour bus services.

Comments and Questions

- Members sought advice on the best way for authority officers to provide feedback on network reviews. It was advised that relevant officers were being contacted at each authority, and through the local bus network committees in areas where these were already in place.
- Members expressed concerns about the way in which Stockport local link services were being removed. Officers stated that it was recognised that some people did make use of the service, and the best way forward would form a key part of the Stockport service review.

RESOLVED/-

1. That the updated programme of Network Reviews for the next 12 months, as detailed in Appendix 1, be approved.
2. That the pilot of 24-hour bus services, noting the proposed timescales, the enhanced TravelSafe provision; and the costs of and funding for the pilot be approved.
3. That the preparation of a refreshed Bus Service Improvement Plan 2024, reflecting the ambition set out in the GM Bus Strategy, for submission to Department for Transport be noted.
4. That the withdrawal of the Stepping Hill Local Link service be approved.
5. That the recent and forthcoming changes to commercial bus services in the non-franchised area be noted.
6. That a change to the X50 subsidised service in the non-franchised area, as set out in Appendix 2, be approved.

BNC/21/24 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.

BNC/22/24 Bee Network Bus Service Improvements

RESOLVED/-

1. That the financial implications of the proposed changes to the bus network be noted.



DATE: 27 September 2024

SUBJECT: Greater Manchester Appointments and Nominations
2024/25

REPORT OF: Gillian Duckworth, GMCA Solicitor & Monitoring
Officer

PURPOSE OF REPORT

This report sets out appointments and nominations to various Committees and other bodies within Greater Manchester.

The GMCA is requested to:

1. Nominate Alison McKenzie-Folan, as the GMCA representative, to the Integrated Care Board.
2. Approve the appointment of Councillor Paul Heilbron (Salford) as the member and Councillor Jonathan Moore (Salford) as the substitute member on the GMCA Waste & Recycling for 2024/25.
3. Approve the appointment of Councillor Nathan Evans (Trafford), Councillor David Tilbrook (Tameside) and Councillor Diane Williamson

(Oldham) as substitute members on the Bee Network Committee for 2024/25.

4. Approve the appointment of Councillor Tony Davies (Salford), to the GMCA Overview & Scrutiny Committee replacing Councillor Joshua Brooks (Salford).
5. Approve the appointment of Councillor Martin Donaghy (Bolton) to the GMCA Homelessness Board.
6. Note the appointment of Councillor Jake Austin (Stockport) as a member and Councillor Joshua Charters (Oldham) as a substitute member on the Police, Crime & Fire Panel.
7. Note the appointment of Councillor David Chadwick (Bolton), Councillor Jake Austin (Stockport) as members of the Police, Crime & Fire Steering Group and the appointment of Steve Gribbon as a substitute member of the Police, Crime & Fire Steering Group.

BACKGROUND DOCUMENTS

Correspondance with Greater Manchester Local Authorities.

Greater Manchester Appointments and Nominations 2024/25 – June 2024

CONTACT OFFICERS

Julie Connor, Director, Governance & Scrutiny

(Julie.Connor@greatermanchester-ca.gov.uk)

Sylvia Welsh, Head of Governance & Scrutiny

(Sylvia.Welsh@greatermanchester-ca.gov.uk)

Greater Manchester Combined Authority

Date: 27 September 2024

Subject: Business Plan for the Integrated Water Management Plan to 31 March 2025.

Report of: Salford City Mayor (GMCA Deputy Mayor) Paul Dennett, Portfolio Lead for Housing, Councillor Tom Ross, Portfolio Lead for the Green City-Region and Steve Rumbelow, Alison McKenzie-Folan & Sue Johnson, Lead Chief Executives for Housing, Resilience and Green City Region

Purpose of the Report

To seek approval for the Business Plan for the Integrated Water Management Plan (IWMP) to 31 March 2025 to deliver the objectives outlined in the full plan and provide an update on the resources that are being deployed to enable the plan to be progressed and delivered.

Recommendations:

The GMCA is requested to:

1. Approve the Business Plan for the Integrated Water Management Plan to 31 March 25 (Annex A).
2. Note the existing budget allocation 2024-2026.
3. Note the national announcements (paragraph 1.12-1.13).
4. Note the progress and outputs from the 1st Annual Business Plan (paragraphs 2.1–2.2).

Contact Officers:

[Andrew McIntosh](#) – GMCA Place Director

[Mark Atherton](#) – GMCA Environment Director

[Kathy Oldham](#) – GMCA Chief Resilience Officer

[David Hodcroft](#) - GMCA Infrastructure Lead

[Mark Turner](#) – GMCA Integrated Water Programme Manager

Equalities Impact, Carbon, and Sustainability Assessment:

Recommendation - Key points for decision-makers

The assessment of the Greater Manchester Integrated Water Management Plan Annual Business Plan 2024-2025 has achieved a positive impact score and a good level of awareness on carbon and is recommended for approval.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	<p>Many of GM's least affluent communities live in areas of higher risk of flooding and often with poor water quality. Improved water management will have a positive impact on the most vulnerable members of society who often live in the most deprived areas.</p> <p>The Integrated Water Management Plan is designed to provide benefit to socially and economically disadvantaged communities.</p> <p>Reduced incidents of flooding will help local people to access public services in their area.</p> <p>An engagement plan has been produced and local flood mitigation plans are developed in association with the communities that will benefit.</p> <p>The proposal is designed to improve the resilience of communities and contribute to community cohesion.</p>
Health	G	<p>Nature-based solutions will be prioritised where possible, especially where they can be aligned with active travel schemes.</p> <p>Concerns about the impacts of climate change, such as increased levels of flooding, are known causes of anxiety and stress. Reducing these risks will have a positive impact on mental health and wellbeing.</p> <p>Multifunctional areas of green space will increase opportunities for physical activity.</p> <p>Increased areas of accessible green space will provide greater opportunities for social interaction.</p> <p>New and improved active travel routes will help to provide increased access to local services.</p> <p>Areas of green space may provide small-scale opportunities for local food production.</p>
Resilience and Adaptation	G	<p>This proposal is designed to build the resilience of GM communities to too much water (flood) and too little water (drought).</p> <p>This proposal aims to reduce disruption to communities through better flood risk protection and through streamlining interventions across agencies.</p> <p>This proposal aims to reduce vulnerabilities for people and the environment to hazards associated with water quality and quantity.</p> <p>The increased use of nature-based solutions lies at the heart of this proposal. The proposal aims to provide more green & blue infrastructure and ensure effective on-going maintenance of existing infrastructure.</p>
Housing	G	<p>This proposal involves working with United Utilities and the Environment Agency to deliver improved water management across a number of investment sites, including those supported by the Brownfield Housing Fund.</p>






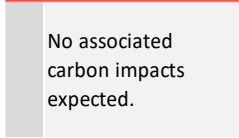




Economy	G	<p>The National Flood & Coastal Erosion Risk Management Strategy (2020) suggests that for every £1 spent on flood risk reduction, there is approx £5 return in cost avoidance. Increasing the resilience of places helps to attract inward investment.</p> <p>The use of nature-based solutions will help to support and stimulate a green economy.</p> <p>Investment by United Utilities during the 2025-2030 period is anticipated to support 6,000 jobs across the Northwest.</p> <p>The jobs created through water company investment through the next investment period, 2025-2030, and beyond.</p> <p>This proposal aims to provide increased resilience to flooding across a range of assets, including economic assets.</p> <p>The integrated approach to water management being developed in Greater Manchester is innovative and the approach is being shared with other city regions.</p> <p>The integrated water management approach aims to draw together investment from GMCA, the Environment Agency & United Utilities and create resilient places that are attractive to other inward investment.</p> <p>The proposal includes the provision of graduate opportunities across the 3 partner organisations: GMCA, UU & EA.</p>
Mobility and Connectivity		<p>During 2024-25 the partnership will be developed to include TFGM and the opportunities to deliver sustainable drainage solutions in association with active travel investments explored.</p> <p>The proposal aims to increase the use of sustainable solutions to highway drainage.</p>
Carbon, Nature and Environment	G	<p>Nature-based solutions to water management issues can help to improve local air quality if installed close to roads.</p> <p>The proposal is designed to address the level of water pollutants associated with waste water and urban and rural diffuse pollution sources.</p> <p>The increased use of nature-based solutions to address water management issues will help to increase carbon sinks within GM through the creation of new areas of woodland and improved management of peatland habitats.</p> <p>Nature-based solutions in urban areas can provide improved visual amenity to street and townscapes.</p> <p>Nature-based solutions provide a wide range of benefits including habitat and biodiversity benefits.</p> <p>Multifunctional greenspace, especially those areas associated with active travel routes, help local communities to access greenspace.</p>
Consumption and Production	G	<p>The inappropriate disposal of waste into the sewer network can contribute to water quality and flooding incidents. The proposal includes action to raise awareness around the correct disposal of waste.</p> <p>The issue of macro and micro plastic contamination of watercourses is being considered by the partnership who would actively encourage correct disposal and clean-up actions.</p>
Contribution to achieving the GM Carbon Neutral 2038 target		<p>The increased use of green solutions to water management challenges is less carbon intensive than traditional grey or engineered solutions. Natural flood management assets, such as areas of woodland, also provide an opportunity to capture carbon.</p> <p>This contribution could be improved further through the greater adoption of green solutions across Greater Manchester.</p>

Further Assessment(s):

Equalities Impact Assessment and Carbon Assessment

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

Overall Score				
Buildings	Result	Justification/Mitigation		
New Build residential		Biodiversity impact assessments will be completed for individual development sites. For example, at sites associated with water company investment.		
Residential building(s) renovation/maintenance	#DIV/0!			
New build non-residential (including public) buildings	N/A			
Transport				
Active travel and public transport		The integrated water management plan includes the installation of nature-based solutions alongside active travel routes.		
Roads, Parking and Vehicle Access				
Access to amenities	N/A			
Vehicle procurement	N/A			
Land Use				
Land use		The preservation of greenspace and enhanced management to provide multiple water management benefits is central to this proposal. New habitat will be created through this proposal. It is unknown whether this will be above net gain criteria at this stage.		
				
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

A business plan is taken to the GMCA on an annual basis and reviewed by GMCA Overview and Scrutiny Committee. The delivery of the Annual Business Plan objectives will be monitored and reviewed by the GMCA, Environment Agency and United Utilities Directors on a bi-monthly basis.

Legal Considerations

The GMCA has the power under section 2 of the Local Government Act 2000 to take any steps which it considers likely to improve the “*economic, social or environmental well-being*” of the Greater Manchester area. On 24 September 2021, GMCA approved a Memorandum of Understanding between the Environment Agency (EA), United Utilities (UU) and the Greater Manchester Combined Authority to create a strategic partnership to influence and deliver sustainable growth and development in Greater Manchester by improving flood resilience, enhancing the environment, driving circular economy approaches, and supporting regeneration. A collaboration agreement between the EA,

UU and GMCA relating to the development of the Integrated Water Management Plan (IWMP) was signed on 29 September 2023.

Financial Consequences – Revenue

Paragraphs 3.1-3.5.

Financial Consequences – Capital

There are no direct capital financial consequences to the GMCA.

Number of attachments to the report: One.

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers:

- [Report to GMCA 10 September 2021. Response to Flood Risk Management Issues](#)
- [GMCA, Environment Agency and United Utilities Memorandum of Understanding September 2021](#)
- [GMCA Overview and Scrutiny Committee March 2023](#), An investigation into the wider determinants of effective integrated water management in Greater Manchester.
- [Report to GMCA 26 May 2023](#). GMCA Overview & Scrutiny Committee Task and Finish Report on Integrated Water Management.
- [Report to the GMCA 30 June 2023](#) Greater Manchester Integrated Water Management Plan
- [GMCA Overview and Scrutiny Committee September 2023](#), Greater Manchester Integrated Water Management Plan
- [Report to GMCA on 29 September 2023](#) Business Plan for the Integrated Water Management Plan (2023-2024)
- [Report to GMCA on 22 March 2024](#) Retained Business Rates Update

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

- 1.1 The Integrated Water Management Plan is a joint Plan approved by the GMCA (June, 2023) and responds to the recommendations from the [GMCA Scrutiny Committee](#) (May 2023) following its investigation into “the wider determinants of effective integrated water management in Greater Manchester”.
- 1.2 The Plan is supported by an Annual Business Plan and detailed work programme. The first Annual Business Plan was agreed by the GMCA on 29 September 2023, and it was agreed that new posts within the GMCA are required to match the commitment from the Environment Agency and United Utilities to deliver the Plan. Funding was confirmed by the GMCA on the 22nd of March 2024.

Background

- 1.3 As previously reported, Greater Manchester is connected by water but how we manage it is highly fragmented. Regular issues are brought to light when there is too much water (flooding), too little (droughts) and poor-quality water (polluted waterways).
- 1.4 Rainfall is predicted to rise by 59% by 2050, even if global carbon reduction targets are met. Infrastructure and the environment are interdependent. Infrastructure reliability is threatened by environmental risks, whilst infrastructure systems can also affect the environment. Greater Manchester needs infrastructure systems which are resilient to future challenges including environmental threats such as climate change. At the same time, infrastructure systems must be built and operated to repair past environmental damage and deliver environmental improvements.
- 1.5 Across Greater Manchester it is estimated that there are around 57, 000 properties at risk of fluvial (river) flooding and 126,000 properties at risk of pluvial (surface water) flooding in a 0.1% annual exceedance event. From December [new national risk information for flooding \(including surface water\) will be published](#) and will

include future scenarios accounting for climate change. It is likely that the number of properties at risk will increase.

- 1.6 Government funding is provided to reduce flood risk through Flood and Coastal Risk Management (FCRM) Grant in Aid, which forms part of a partnership funding model (which includes a levy on upper tier local authorities). The model requires additional contributions to enable delivery under the Environment Agency Flood Risk Management Programme.
- 1.7 The start of the current programme for Greater Manchester (2021-27) determined that there would be an estimated spend of £142m across 61 projects; however, this requires circa £40m partnership funding. To date this has delivered:
- 1,723 number of properties better protected
 - £44.6m investment (consisting of £38.8m Grant Funding, £2.2 Local Levy and £3.6 from other contributions)
- 1.8 Based on the Grant in Aid process, the majority of projects within Greater Manchester will still require partnership funding to support future delivery.
- 1.9 Significant infrastructure investment is planned within United Utilities Asset Management Plan 8 (AMP8) in Greater Manchester which will total £2.9bn subject to Ofwat’s Final Determination (19th December 2024). A breakdown of expenditure across the AMP8 programme in Greater Manchester is presented in the table below.

AMP period	PR24 programme area	Outcome	Total expenditure
AMP8	Advanced WINEP*	Blue green infrastructure	£80,304,392
AMP8	Drainage Water Management Plan	River erosion risk reduction	£4,427,123
AMP8	Enhancement	Power resilience and industrial emissions reduction	£175,080,040
AMP8	Overflows	River water quality improvement (23% inc blue green infrastructure)	£776,022,382
AMP8	WINEP (not overflows)	River water quality improvement and	£1,908,067,222

		investigations, habitat improvement and water supply resilience	
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* unique to United Utilities among water companies

1.10 Whilst additional investment is welcome, there are significant resource, skills, capacity and capability challenges, with limited continuity planning (especially within the Combined Authority and Local Authorities and within the Environment Agency) to meet the increasing demand and expectations required to manage water (and place) differently.

1.11 By taking a mission-based and whole system approach the IWMP provides a vision for water management as it should be, with positive outcomes for people, place and environment considered as a whole. More specifically it is:

- a) Developing and implementing a new way of working, which will enable systematic collaboration and integration across multiple partners and sectors.
- b) Accelerating the implementation of natural flood management interventions in key locations; to lower carbon emissions, increase our resilience to climate change and enhance nature, people's well-being and the quality of towns and cities.
- c) Delivering committed investment programmes whilst leveraging added value.
- d) Managing water wherever it falls to prevent rainwater from entering the combined sewage system, reducing surface water flood risk and improving water quality.
- e) Creating new jobs, developing skills and apprenticeship roles that benefit residents in Greater Manchester.
- f) Ensuring new developments are delivered in partnership and in accordance with agreed standards (e.g. Places for Everyone, Local Plans) and best practice.

Recent National Announcements

1.12 The new government has committed to [several reforms](#) e.g. implementing the recommendations from a [rapid review of Environment Act targets](#), [commitment to a Water Bill](#) (5 September 2024 - A speech by Secretary of State for Environment,

Food and Rural Affairs, Steve Reed on the introduction of the Water (Special Measures) Bill to Parliament) and other reforms during the current parliamentary term. The government has also indicated that it plans to take a catchment-based approach to improving the water environment, that a Flood Resilience Taskforce will be established (and will include Mayoral CA representation) to improve co-ordination at national and local levels and, through planning reforms, ensure that there is consistency between growth plans and the relevant investment plans of infrastructure providers such as UU and EA.

- 1.13 [Ofwat](#) announced its draft determination on the water companies' plans for the period 2025-2030 on 11th July 2024. This includes United Utilities' Advanced WINEP (Water Industry National Environment Programme) Rainwater Management component, which builds on the IWMP framework (and support from the Mayor in 2023) and has been approved with full allowance (details are in the table in section 1.9 above). The flexibility in the programme enables the identification of place-based interventions. This is unique to United Utilities and demonstrates the progressive collaborative approach established through the Greater Manchester IWMP.
- 1.14 Early engagement will be essential with projects of this scale (e.g. targeting 88 Combined Sewer Outfall (CS) catchments, retrofitting sustainable drainage systems within the urban area (including highways), water main and sewer diversions and reservoir upgrades) given the proximity and impact on local communities.
- 1.15 System-scale challenges will also need to be resolved to ensure that infrastructure improvements are delivered at pace with a view to making long term improvements and demonstrating that the partnership approach taken in Greater Manchester can deliver tangible outcomes that align with local and national priorities.

2. Business Plan

2.1 Following GMCA approval of the IWMP (June 2023), a detailed Business Plan (September 2023) was developed to identify the components of the Plan to be delivered by 31 March 2024 and the resources required, these were:

- Establishment of the Integrated Water Management Team, implementation of team culture and charter and sharing of resources across GMCA, EA and UU.
- Further development of the Living Integrated Opportunity Programme (projects and interventions within geographical locations and catchments).
- Identification and progression (from concept to business cases) of the first tranche of geographical clusters to demonstrate the impact and delivery of better outcomes.
- Confirmation of the skills and graduate/apprenticeship programmes across the CA, UU, and EA for integrated water management to commence in September 2024. Review of the existing GMCA governance structures to strengthen accountability, scrutiny and provide clarity of responsibility in accordance with the principles for good governance (attributes for integrated water management).
- Establishment of the partnership board in accordance with the governance framework.
- A communication and engagement plan outlining who will be engaged, when and how during 2023-24.

2.2 In addition to the completion of the above outputs the team has:

- a. Continued the development of the Integrated Water Management Team embedding a collaborative way of working in line with the team charter/collaborative behaviors and extended the sharing of resources across the partnership including:
 - i. A graduate catchment planner placement (provided by UU).
 - ii. Retention of an experienced programme manager following the completion of an 8.5-year EU funded LIFE Integrated Project.
 - iii. Recruiting a 12-month paid internship – Integrated Water Management (provided by UU).
 - iv. Commenced the recruitment process for the posts agreed by the GMCA in 2023 – including an apprentice/graduate role.

- v. Environment Agency has brought in additional flood risk management project leads (FTEs)
 - vi. Development of a delegation process to assign work to teams within partnership organisations.
- b) Developed the Living Integrated Opportunity Programme (geographical clusters of water/development/transport projects within the same geographical area) to include quantification of the added value that can be generated by working in an integrated way and the production of case studies that can be shared locally and nationally.
 - c) Identified a funding route to deploy Advanced WINEP funding into town center regeneration schemes.
 - d) Commenced the engagement process to produce an integrated strategy for the Upper Irwell catchment which will develop a shared evidence base for future collaborative planning and delivery.
 - e) Commissioned the phased development of an integrated catchment model to increase understanding of water quality, water quantity (flood), water as a resource (abstraction) and nature challenges and opportunities together across Greater Manchester.
 - f) Provided support and capacity to support the development of integrated drainage strategies in Oldham and Stockport
 - g) Established a partnership with the University of Manchester to develop a network to address skills gaps and provide technical support and advice.
 - h) Submitted an innovation fund bid to Ofwat/participating as a partner with the Greater London Authority (Developing a market-based approach to deliver SuDS through street works).
 - i) Secured funded from the Regional Flood and Coastal Committee
 - j) Written articles and briefings in professional journals, presented at national conferences.
 - k) Developing a partnership with [Rebalance Earth](#) (investment fund managers) to fund projects that will improve resilience/ reduce flood risk for businesses/assets within a catchment.
 - l) Scoping and commissioning an integrated catchment model (as this doesn't currently exist)

Outputs for March 2025

2.3 The main outputs that will be delivered by March 2025 are:

- Further embedding the new ways of working, team charter and sharing of resources across GMCA, EA and UU, that the Integrated Water Management Team have developed.
- Case studies which quantify the added value generated from the Living Integrated Opportunity Programme which are published and shared with local and national stakeholders and decision makers.
- Finalising the scope and implementing the work programme for the integrated strategy in the upper Irwell catchment which will develop a shared evidence base for future collaborative planning and delivery.
- Collaboration agreement signed and requirements established for the development of a digital platform to support IWM ways of working.
- Integrated Water Management principles developed and being applied in specific areas.
- Graduates from within the partner organisations are onboarded into the IWMP team to further cross-sector knowledge and skills.
- A strong communication and engagement plan ensuring that all partner organisations are working efficiently together.

2.4 The Integrated Water Management Team will continue to work with, build dependencies and deepen integration with teams across GMCA, UU, EA and within the GM Local Authorities and Transport for Greater Manchester. The collaborative approach will be expanded to include the Rainwater Management

Team in United Utilities and the flood risk programme teams within the Environment Agency and catchment partnerships.

3. Budget

- 3.1 The GMCA has allocated £330,000 from retained Business Rates (2024) to address flood risk and integrated water management over the period April 2022 – March 2025. It is forecast that the budget will be fully utilised on new roles as agreed by the GMCA in 2024 (as specialist technical capacity within the GMCA and Local Authorities does not exist).
- 3.2 There will continue to be a funding requirement in future years to align with the single settlement outcomes and the investment programmes of UU (2025-30) and EA 2021-27.
- 3.3 As previously reported to the [GMCA \(September 2021\)](#):
- A pipeline of flood risk projects has been identified in the current 6yr Flood and Coastal Erosion Risk Management programme 2021 – 2027.
 - Several proposed flood risk reduction projects are not meeting the criteria / benefits cost ratios (BCRs), for example an outline business case has not been developed or there is not sufficient partnership funding, or homes protected.
 - A shift toward addressing more complex surface water issues is required.
 - Investment can only take place in a project where there is a detailed business case supported by partnership contributions.
 - It is essential that projects in Greater Manchester are appropriately developed to utilize the funding allocated or bring forward other projects that are capable of being delivered through re-allocated funding.
- 3.4 In addition to the core revenue budget for people an allowance is required to enable the IWMP team or individual Local Authorities to commission technical studies and business cases to progress through a capital funding gateway e.g. Environment Agency or identify an optimum drainage solution for a sub catchment area where new development/growth is planned. This approach will create a

stable platform to enable priority projects identified through the IWMP process to be supported through the development and delivery phase ensuring that projects are progressed, and revenue and capital is aligned to ensure delivery of outcomes that can be measured.

- 3.5 Further proposals will be brought back in terms of the request for an additional budget and the budget will be reviewed annually as the partnership grows and the work programme and delivery increase.

4. RECOMMENDATIONS

- 4.1 Recommendations are at the front of the report

ANNEX A – The draft Business Plan to March 2025

Plan attached separately.

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Enhancing
Life through 
Water 

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2024-2025

Integrated Water Management

Annual Business Plan 1 April 2024 to 31 March 2025



Document Control Sheet
Integrated Water Management
 Final Draft Annual Business Plan 2024-2025

Revision No	Date	Description/Amendment	Prepared by (Author) Programme Manager	Checked by BCM	Reviewed by SRO
01	11/1/24	First draft for Trilateral Meeting	Megan Rudge	David Hodcroft/Helen Telfer/Dee Grahamslaw	
02	21/2/24	Second draft for Trilateral Board Review	Megan Rudge	David Hodcroft/ Helen Telfer/ Dee Grahamslaw	
03	29/08/24	Third draft to reflect detailed work programme (and sign of by partnership on 2 September)	Mark Turner	(check on 30/08)	02/09

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APPENDICES:

APPENDIX A: 2040 and 2050 Outcomes and Objectives

1. Objectives and Outcomes (2030) (see APPENDIX B for 2040 and 2050)

Metric	Anticipated Impact
1. Improve the water environment by meeting storm overflow reduction targets for 35% high priority sites in Greater Manchester.	<ul style="list-style-type: none"> • Reduction in water pollution • Reduction in surface water flooding • Additional greenspace • Reduction in Co₂
2. Have worked together to invest more than £1bn to reducing flood risk and improve water quality.	<ul style="list-style-type: none"> • Additional capital investment within Greater Manchester delivered through programme with a project pipeline.
3. Have leveraged an additional £200m benefit from more than £1.2bn investment in Transport, Regeneration, and other infrastructure investment programmes	<ul style="list-style-type: none"> • Savings in time and money, increases in productivity and operational efficiency. • Increase in total return on investment (ROI). • Increase in infrastructure resilience.
4. Have a network of organisations that are part of a thriving Academy supplying the training and resource needs of the sector	<ul style="list-style-type: none"> • Increase in skills and capacity within the water industry, local authorities and GMCA. • Residents in Greater Manchester have access to a growing industry with development opportunities.
5. Consistently be developing integrated investment plans with water and environmental outcomes at their heart	<ul style="list-style-type: none"> • A clear and agreed methodology that enables greater access to investment funds for projects to reduce flood risk, build resilience and deliver wider environmental, social and wellbeing benefits.
6. Ensure new developments incorporate sustainable drainage systems which seek to maximise nature-based solutions and delivers a 10% BNG, inc multifunctional benefits	<ul style="list-style-type: none"> • A measurable increase in new developments that includes sustainable drainage in accordance with the Places for Everyone Plan and new national standards (2024)
7. Be engaging with local communities to raise awareness and build on local ownership of environmental issues, leading to sustained behavioural change	<ul style="list-style-type: none"> • As agreed by the GMCA: <ul style="list-style-type: none"> ○ Increase awareness through consistent messaging to residents about the need for behavioural change to prepare for the increased levels of water predicted ○ A strong communication campaign aligned with national announcements, such as the latest surface water data expected to be published in 2024.

Objective and Outcomes to 31st March 2025

Building on the launch and operationalisation of the IWMP (October '23 – March '24), the objective for this financial year is to mature the partnership, learn lessons from the operationalisation phase and seek to drive added value through further development of the seven workstreams and associated actions set out in Section 2 of this document.

The main outputs that will be delivered by March 2025 are:

- Further embed ways of working, team charter and sharing of resources across GMCA, EA and UU, that the Integrated Water Management Team have developed
- Case studies which quantify the added value (against 6 capitals – financial, manufactured, human, social, natural, intellectual) generated from the Living Integrated Opportunity Programme which are published and shared with local and national stakeholders and decision makers
- Finalising the scope and implementing the work programme for the integrated strategy in the upper Irwell catchment which will develop a shared evidence base for future collaborative planning and delivery.
- Collaboration Agreement signed and requirements established for the development of a digital platform to support IWM ways of working
- Integrated Water Management principles developed and being applied in specific areas
- Graduates from within the partner organisations are onboarded in to the IWMP team to further cross sector knowledge and skills
- A strong communication and engagement plan ensuring that all partner organisations are working efficiently together

Recognising that the workstreams within the plan cannot work in isolation from each other a detailed programme of work has been developed which is owned by the three Business Change Managers, this includes key actions that will require sign-off at the appropriate Trilateral Director meetings, including:

Trilateral Meeting	Actions (to confirm on 2/09/2024)	Associated Workstream
17 April '24	Share the final cluster summary reports and seek endorsement of recommendations	WS1
	Agree and sign off the 'added valuation' exercise for the six IWMP clusters	WS1
15 May '24	Agree and endorse the Ofwat Innovation Fund Collaborative Agreement	WS2
14 June '24	Share a working document outlining the challenges, priorities, and key messages of applying the defined IWM development principles and standards	WS3
	Sign off the evaluation reports for the seven clusters, which will feed into the annual report to CA	WS4
10 July '24	Inaugural Ofwat Innovation Project Steering Group – sign off project aims, objectives and governance	WS2
	Sign off the annual report to the Combined Authority on IWMP progress and actions	WS4
August '24	No meeting	-
02 September '24	Endorse the collaborative approach to developing a strategy for the upper Irwell	WS1
	Endorse actions on how UU and EA can support the GM Baccalaureate	WS5
October '24	No meeting	-
4 November '24	Endorse recommendations from the Integrated Investment Project	WS6
December '24	No meeting	-
January '25	Digital platform and catchment modelling Project Steering Group – milestone check	WS2
February '25	Review draft Annual Business Plan 25/26	Trilateral
March '25	Sign off Annual Business Plan 25/26	Trilateral



2. Workstream Action Tables

1. Workstream Action Tables

WORKSTREAM 1 – The Living Integrated Opportunity Programme (LIOP)

ID	Action	Progress	Next Steps	Complete by
Page 170 1.1	Apply and embed the Living Integrated Opportunity Programme (LIOP) process within business-as-usual processes and refine where necessary.	Currently testing the process and reviewing it for improvements and efficiencies	<ul style="list-style-type: none"> • Create case studies • Continually track and review progress • Will take 12 months plus to test and embed and will roll into the next annual business plan for 2025/26 	June 24
		Gaining ongoing feedback		March 25
		Creating case studies and lessons learned		March 25
1.2	Build the cluster pipeline and track its progress and maturity of integrating opportunities.	<p>400 clusters in total identified</p> <p>Seven priority clusters progressed through the process and six summary reports produced</p>	<ul style="list-style-type: none"> • Commence the building of cluster pipeline • Create a live pipeline of opportunities and track progress of integration and the value added • Identify missed opportunities which will be captured through lessons learnt 	July 24
1.3	Develop a work programme for the priority seven clusters, based on the recommendations from the cluster summary reports	Not started		March 25
				<ul style="list-style-type: none"> • Finalise cluster summary reports with trilateral directors • Engage partner technical teams • Create a work programme for each cluster • Approve the work programme with the cluster project leads

1.4	Scope a collaborative approach to long term catchment planning in the upper Irwell catchment	Early conversations between UU and EA to understand areas of overlap between the planned studies	<ul style="list-style-type: none"> • Share early scopes of respective studies to understand alignment • Complete a gap analysis • Create a collaborative approach to developing a strategy for the upper Irwell • Develop an integrated strategic plan • Develop a coordinated and integrated engagement plan across The Environment Agency, United Utilities, and the Greater Manchester Combined Authority 	<p>June 24 (post Draft Determination)</p> <p>June 24</p> <p>September 24</p> <p>ABP 25/26</p> <p>ABP 25/26</p>
1.5	Onboard evidence from the Local Nature Recovery Strategy (LNRS) into IWMP to integrate targets for nature (and biodiversity net gain) into the IWMP clusters (and baseline evidence)	Not started	<ul style="list-style-type: none"> • The Greater Manchester Combined Authority Environment Team to provide spatial data • IWM Team (Analysts) to integrate Local Nature Recovery Strategy (LNRS) data into the Living Integrated Opportunity Programme (LIOP) process to identify opportunities/synergies • Update cluster reports where applicable 	<p>April 24</p> <p>June 24</p> <p>September 24</p>
1.6	Develop and run methodology for integrated modelling between river and surface water	Trilateral Board agreed process outlined by University of Manchester	<ul style="list-style-type: none"> • Commission Imperial College London to implement the first stage of the process and run the WSIMOD model for Greater Manchester 	March 2025

WORKSTREAM 2 – Digital Platform

ID	Action	Progress	Next Step	Complete by
2.1	Complete the Ofwat Innovation fund bid process which proposes the development of a digital platform to support the IWMP programme delivery	Project plan, outputs and resources identified for the Ofwat innovation bid submitted January 2024	<ul style="list-style-type: none"> Option A is to develop a platform through the Ofwat Innovation Bid. (Confirmation if successful is May 2024, with funding received in June 2024) Option B is to develop an alternative route if the Ofwat Innovation Bid is unsuccessful 	<p>June 24</p> <p>October 2024</p>
2.2	Option A Undertake market analysis study and produce a report (Phase 1a)	Not started	<ul style="list-style-type: none"> Conduct stakeholder interviews with water utilities and city councils to gain insights and identify gaps and opportunities Delivery of report detailing the findings from interviews of stakeholders, insights into the technology landscape and learnings from elsewhere 	October 24
2.3	Option A Establish a requirements list, selection and onboarding of the third-party platform developer (Phase 1b)	Not started	<ul style="list-style-type: none"> Develop a requirements list to provide to third party platform developers Selection of appropriate third-party platform developer and the concept development of the platform 	December 24
2.4	Option A Platform Development & Deployment (Phase 2)	Not started	<ul style="list-style-type: none"> Implementing agile methodology, the highest priority functionalities are built Business processes and ways of working will be developed throughout this phase to complement the digital platform to realise the value Independent testing of the build phase ensuring all user requirements are met as well as any issues/bugs being addressed. This allows for user feedback and value generation Platform deployed to allow it to gain value, traction and user feedback 	September 25 (ABP 25/26)

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2.5	Option A Monitoring and optimisation of the platform (Phase 3)	Not started	<ul style="list-style-type: none"> • Backlog features will be assessed for their relevance and potential impact on improving the platform's overall functionality and user experience. • A platform that will have been optimised and enhanced based on the user feedback 	March 26 (ABP 25/26)
2.6	Option A Development of dissemination plan (Phase 4)	Not started	<ul style="list-style-type: none"> • Produce a plan for dissemination which will include newsletters sent to the water sector and the wider stakeholders such as local developers and planning authorities. Also includes arranging demonstrations through local authority conferences as well as knowledge transfer forums 	June 26 (ABP 26/27)

WORKSTREAM 3 - Adaptive Policies and Standards

ID	Action	Progress	Next Step	Complete by
3.1	Develop integrated water management development principles and standards and start to apply them	Scoped existing plans and policies e.g. Transport for Greater Manchester (TfGM) Sustainable Drainage Systems (SuDS) Guidance, Places for Everyone Planning Policy	<ul style="list-style-type: none"> Define the criteria/standards Confirm strategic fit/investment principles for Greater Manchester Combined Authority managed funding e.g. Brownfield Housing Funds (BHF) to align with IWM principles 	May 24
		Identified existing standards and criteria used by Greater Manchester Combined Authority including Places for Everyone Planning Policy, United Utilities and the Environment Agency	<ul style="list-style-type: none"> Apply standards and policies consistently - test and learn through the cluster process as part of workstream 1 – the Living Integrated Opportunity Programme (LIOP). Identify good practice and lessons learnt where policy could be adapted and updated, with recommendations for change. 	July 24 September 24 March 25
3.2	Engage with the policy and/or standard custodians to understand how integrated water management principles can influence locally and nationally	Table of relevant strategies/plans produced by the partnership. Engagement taking place with the Department for Environmental, Food and Rural Affairs (Defra), the Department for Levelling Up, Housing and Communities (DLUHC), the Environment Agency (national team) and Ofwat to identify how future policy announcements (catchment plans, future risk strategies, changes to surface water funding) could support the IWMP	<ul style="list-style-type: none"> Produce a working document outlining the challenges, priorities, and key messages and take to the partnership board 	June 24

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3.3	Embed Streets for All SuDS design guidance in priority clusters	Complete SuDS design guidance, in partnership with TfGM	<ul style="list-style-type: none">• Present SuDS design guide to the Trilateral Directors• Embed principles into the plans for the cluster areas	November 2024 January 2025
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WORKSTREAM 4 – The Partnership

ID	Action	Progress		Next Step	Complete by
4.1	Continue to develop the engagement plan to understand how wider stakeholders can contribute to plan objectives	Agreed the ambition to extend beyond the three organisations a set an ambition to be a multi sector partnership by 2030		<ul style="list-style-type: none"> Engage with Transport for Greater Manchester (TfGM) and others to draw them into the IWMP, grow participation in data sharing and discussions around integrating opportunities Engage with the catchments partnerships to confirm engagement routes and specific asks/inputs Include the process within the IWMP communication and engagement plan 	March 25
4.2	Develop and agree the valuation framework to define and measure added value	Initial scoping undertaken		<ul style="list-style-type: none"> Procure consultancy support 	May 24
4.3	Evaluation reports for the six clusters that have completed the Living Integrated Opportunity Programme (LIOP) process	Developed cluster summary reports		<ul style="list-style-type: none"> Develop a standardised template Complete first draft of reports for trilateral sign off Incorporate into the annual reporting process (for the Combined Authority) 	May 24 June 24
4.4	Develop a collaborative agreement for the Implementation Phase (for Ofwat Bid - Digital Platform)	PAUSED		<ul style="list-style-type: none"> Identify stakeholders and develop a collaborative agreement (Confirmation if successful in the Ofwat Innovation Bid is April 2024, with funding received in June 2024) 	May 24
4.5	Report to the Combined Authority on IWMP progress/ actions (September 2024) via Portfolio lead	Portfolio leads identified Reporting routes agreed		<ul style="list-style-type: none"> Draft report created to be shared with trilateral board Share the report with the Portfolio Lead (GMCA) 	July 24 September 24

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4.6	Development of Annual Business Plan for 2025/26 to set priorities, activities and resources needs. To be signed off by trilateral board	Not started		<ul style="list-style-type: none"> Review progress made against the Annual Business Plan for 2024/25 Identify key priorities moving forwards to the Annual Business Plan for 2025/26 	Feb 25
4.7	Understand the wider investment by the Trilateral partners	Initial data gathered and included in the report to the GMCA meeting on 27 th September 2024		<ul style="list-style-type: none"> Understand detail of the data and how this can be used to demonstrate investment in the water cycle across Greater Manchester 	October 2024

WORKSTREAM 5 - Skills and Resources

ID	Action	Progress	Next Step	Complete by
5.1	High-level Skills and Training Discovery Phase	Ongoing	<ul style="list-style-type: none"> • Scope more comprehensive discovery of skills, capacity and gaps within the Trilateral Partners. • Engage with Defra (see WS7) to understand the conclusions from skills survey and intended national approaches to IWM skills gaps. • Identify how UU and EA can support the GM Baccalaureate 	September 24
5.2	Implement a graduate placement approach from September 24	United Utilities graduate onboarded in February 24	<ul style="list-style-type: none"> • Programme in place for Greater Manchester Combined Authority 	September 24
5.3	Develop research proposals for academia (mixed discipline) to fill/support any gaps in evidence	Not started	<ul style="list-style-type: none"> • Engage with academic institutions to better understand the opportunities 	March 25
5.4	Develop internal training resources to support colleagues within the partnership and enable them to be allies and aligned	Project lifecycle knowledge share session hosted in March 24	<ul style="list-style-type: none"> • Develop the knowledge share resources • Make the resources available and share within the system 	June 24

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WORKSTREAM 6 – Integrated Investment Plan

ID	Action	Progress	Next Step	Complete by
6.1	Conduct a desktop study investment analysis to support the Flood and Coastal Erosion Risk Management (FCERM) investment mapping	Procurement phase complete	<ul style="list-style-type: none"> Produce a list of funding sources, mechanisms, metrics and outcomes To map funding cycles and highlight potential opportunities and blockers Produce case studies that include a range of different funding scenarios/models 	November 24
6.2	Undertake stakeholder engagement to support the Flood and Coastal Erosion Risk Management (FCERM) investment mapping	Procurement phase complete	<ul style="list-style-type: none"> Conduct workshops to explore successes and challenges in accessing, co-funding and suitability of existing resources and tools Collate lessons learnt to provide recommendations for visualization/systems development 	January 25
6.3	Visualisation and systems development to support the Flood and Coastal Erosion Risk Management (FCERM) investment mapping	Procurement phase complete	<ul style="list-style-type: none"> Explore requirements for a platform to visualize geospatial data Supplement with data collected from the IWMP 	May 25
6.4	Data sharing and mapping of local flood and drainage assets, accessing investment and funding to ensure a collaborative approach to asset management and maintenance	Partnership working with Merseyside Phase 1 draft report produced	<ul style="list-style-type: none"> Phase 2 identifying case study areas across partnerships Phase 3 identifying collaborative approaches towards asset maintenance and investment 	March 25
6.5	Collate exemplar funding applications as part of a materials reference library	Not Started	<ul style="list-style-type: none"> Engage with partners and stakeholders to identify suitable exemplar material and the range of material that would for part of the library 	November 24
6.6	Explore the opportunity to develop a partnership with Rebalance Earth	Outline proposal submitted by RBE	<ul style="list-style-type: none"> Site visit to Dovestone Reservoir planned for 1st October 2024 Assess whether RBE approach is appropriate for Greater Manchester 	October 2024

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WORKSTREAM 7 – Marketing and Engagement

	Action	Progress	Next Step	Complete by
	Engagement and Communication Plan to identify internal and external stakeholders and proposed methods of engagement.	Started	<ul style="list-style-type: none"> Develop a strategy and process for internal and external engagement and communication that ensures (a) multi-level awareness and advocacy of the IWMP and its ambitions and (b) avoids different teams from the same organization duplicating stakeholder engagement. 	October 24
	Communication Website	Started	<ul style="list-style-type: none"> Web space to be updated as the IWMP starts to deliver added value (e.g. cluster case studies) 	October 24
	Continue to knowledge share locally and nationally on IWM best practice in GM, in line with the trailblazer devolution commitment	Ongoing	<ul style="list-style-type: none"> Continue to meet with stakeholders and other partnerships regularly: Department for Environmental, Food and Rural Affairs (Defra), Department for Levelling Up, Housing and Communities (DLUHC), Northumbrian Integrated Drainage Partnership and Greater London Authority) 	March 25

3. Resource and Financial commitment



3.Existing Resource and Financial commitment (Update after 2 September 2024) to include UU/EA project Leads

IWMP Resource	Roles	FTE Requirement			
		GMCA	EA	UU	Co-Funded
Director (SRO)	<ul style="list-style-type: none"> Direct the vision, programme strategy, business case Release annual funding agreed in Annual Business Plan to the Business Change Manager (BCM) Agree IWM approach including the programme strategy Approval of documents associated with the IWM workstreams Monitoring of programme performance, delivery of new capabilities and realisation of outcomes Make decisions regarding high impact IWM risks 	½ a day month	½ a day month	½ a day month	
Business Change Manager	<ul style="list-style-type: none"> Provides single point of contact for the IWMP for respective organisation Identifying and supporting funding and project integration opportunities (brokering) Identify opportunities and feed into the IWM Programme Implementing the IWMP vision and strategy within respective partner organisation Conducts an annual review and revision of the IWMP to inform the Annual Business Plan Regularly engaging and soliciting feedback from internal and external stakeholders Planning and delivering specific business change activities (people, process and systems) relating to the workstreams Identifying risks and issues that relate specifically to the ability of the organisations to adopt changed ways of working, understanding and aligned and integration to existing policies or where there is a short fall in resources to deliver Agreeing leading metrics to provide information of the success of the IWMP to achieve the objectives (working other strategies e.g. Local Nature Recovery Strategy (LNRS)) Co-ordinate the development and update of the Collaboration Agreement with support from Commercial and Legal Facilitating and co-ordinating resource input Scrutiny/governance of the work undertaking by the IWM Programme team 	1.0	1.0	1.0	
Programme Manager	<ul style="list-style-type: none"> Define and maintain the living integrated opportunity delivery pipeline, monitoring actual progress to date and forecasting progress on future programmes Accountable for all the workstreams being delivered Defining and maintaining a budgets, monitoring actual and forecast costs Delegation of activities/deliverables to appropriate person Monitoring and reporting overall performance against the IWMP and progress against objectives, including engagement, risk and benefit realisation Identifying and resolving programme level issues Identifying and delegating project level issues to the appropriate Project Lead Identifying and escalating IWMP issues to the Business Change Manager (BCM) Development of the Annual Business Plan 	1.0			

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Greater Manchester Integrated Water Management Plan

IWMP Resource	Roles	FTE Requirement			
		GMCA	EA	UU	Co-Funded
Support Officer	<ul style="list-style-type: none"> Support the Programme Manager with keeping the delivery of IWMP on track Support the Business Change Managers (BCM) within the Living Integrated Opportunity Programme (LIOP) process Maintaining IWM webpage and keeping it up to date with the latest documentation Setting and issuing agendas Meeting co-ordination and general admin tasks 	1.0			
Project Lead	<ul style="list-style-type: none"> Develop business case for integrated projects Deliver projects (e.g. United Utilities and Environment Agency Capital Programmes, Brownfield Housing Fund, upper Irwell IWM strategy etc) Project performance reporting to IWM Manage project level risks and opportunities Liaison with other partner organisations Implementation support to the Local Authorities Learn lessons from integrated delivery and advise Business Change Manager (BCM) on operational processes 	1.0*	4.0	3.0	
Data Analyst/Intern	<ul style="list-style-type: none"> Analysis of spatial data through the appropriate mapping software and determining the best way to represent it visually to the IWM team and stakeholders Identify and obtain additional (or new) datasets that could be used to support analyses and keep up to date Quality assurance and process documentation of the data sources Managing a digital library of geographic programme data in various file types Create new spatial data sets by geographically representing data, as well as through digitising spatial information for use in geo-spatial analyses Prioritise the data and develop routines to create integrated opportunities against pre-defined objectives Produce maps that will inform the IWM team and stakeholders by overlapping various datasets Run queries Produce reports/ slide pack visuals 	1.0*		1.0	
Total		5.5*	5.5	5.5	0.0

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*dependent on recruitment process from September 2024

Appendix A: 2040 and 2050 Outcomes and Objectives

By 2040

- Have reduced nitrogen, phosphorus, and sediment pollution from agricultural run off to the water environment by 40% from the 2018 baseline
- Reduce phosphorus loadings from treated wastewater by 80% by 2038 against a 2020 baseline, with an interim target of 50% by 31 January 2028.
- By 2040: Ensure all new developments are 'water positive' or defined as 'net zero water' developments.
- Halve the length of rivers polluted by harmful metals from abandoned mines by 2038, against a baseline of around 1,500km (approximately 930 miles), with an interim target to construct eight mine water treatment schemes and 20 diffuse interventions to by 31 January 2028.
- We will have implemented 60% of schemes needed to improve water quality in line with Storm Overflows Discharge Reduction Plan (SODRP)

By 2050

- Require water companies to have eliminated all adverse ecological impact from sewage discharges at all sensitive sites by 2035, and at all other overflows by 2050.
- We will achieve 90% of the predicted objectives for our waterbodies as identified in the NW RBMP'
- Have created the environment where all our people will be living within one mile of a blue and green space
- Have water supplies that are secure for people, nature and businesses by reducing household water use to 110 litres per person per day and non-household use by 15%. A reduction in leakage by 50% will further support water security
- Have a net reduction in homes or businesses that are at risk from flooding from any source when considering the effect of climate change
- By 2050 Target a level of resilience to drought so that emergency measures are needed only once in 500-years.

Enhancing Life through Water



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Greater Manchester Combined Authority

Date: Friday 27th September 2024

Subject: Bee Network Fares and Ticketing Products

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport
and Caroline Simpson, Group Chief Executive, GMCA, GMFRS & TfGM

Purpose of Report

The report proposes a number of changes to Bee Network fares and ticketing products to increase access to public transport through affordable and simpler fares and ticketing.

Recommendations:

The GMCA is requested to consider the following Bee Network fares and ticketing product proposals, subject to any feedback from the Bee Network Committee:

1. Approve the introduction of an Annual Bee Bus Ticket priced at £800.
2. Endorse the introduction of a TfGM scheme with local Credit Unions, from January 2025, to improve access to annual bus tickets.
3. Approve the continuation of the Bee Network Recompense Scheme for Tranche 3 bus customers.
4. Approve the introduction of multi modal 'pay as you go' (PAYG) contactless ticketing and capped fares across bus and tram in March 2025.
5. Note plans to provide an update on the annual review of the Capped Fares Scheme and proposed next steps.
6. Note the potential extension of the Care Leavers scheme, from aged 21 to aged 25, from April 2025.

Contact Officers

Fran Wilkinson, Customer and Growth Director, TfGM

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Helen Humble, Head of Ticketing, TfGM

helen.humble@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

N/A

Risk Management

N/A

Legal Considerations

The proposed scheme has been structured in such a way so as to ensure that it does not breach financial or procurement regulations.

Financial Consequences – Revenue

The forecast net financial impacts of introducing the products, including the Credit Union and recompense scheme are included in the budget for this financial year and will be factored into subsequent budget years.

The 2024/25 net budgetary impact of the proposed Credit Union scheme will only impact from when the changes are introduced in January 2025 through to the end of March 2025, and could result in additional income of circa £50,000 for the period, depending on the take up and abstraction from current ticket sales.

Financial Consequences – Capital

The costs of the back-office systems and other systems and technology required to implement PAYG are funded from capital budgets, including predominantly from CRSTS 1 funding.

Number of attachments to the report: 0

Background Papers

[GMCA 20230630 Delivering the Bee Network - Annual Review of Capped Bus Fares](#)

[GMCA 20230728 Delivering the Bee Network - Fares and Products](#)

[GMCA 20240712 Bee Network Fares and Tickets](#)

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

This report will be considered by the Bee Network Committee on 26th September.

Overview and Scrutiny Committee

N/A

1. Introduction

- 1.1. Greater Manchester is delivering the Bee Network, an integrated, high-quality public transport and active travel system for the people and businesses of the city region. Key to the Bee Network are integrated, affordable and simple fares and ticketing products, aimed at supporting more people to travel for less, with back-office systems that do the hard work to make life easier for customers.
- 1.2. 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. This means that, following the implementation of the final phase of bus franchising on 5 January 2025, GMCA will be able to set fares and introduce and amend ticketing products across the Bee Network, without the need to negotiate with commercial operators. Importantly, it also allows GMCA to integrate fares and ticketing so that passengers can move seamlessly between Bee Network buses and trams, with an ambition to integrate cycle hire and GM rail in future.
- 1.3. At its meeting in July 2024, GMCA approved a reduction to the price of a number of Bee Network bus fares, from 5 January 2025, as follows:
 - A reduction to the price of 7-day Bus Travel on Bee Network Services from £21 Adult/£10.50 Child to £20 Adult /£10 Child; and
 - A reduction to the price of 28-day Bus Travel on Bee Network Services from £85.40 Adult/£42.70 Child to £80 Adult /£40 Child.
- 1.4. And also approved the introduction of a paper ‘Hopper’ single ticket for Bee Network bus users from 5 January 2025.

2. Proposals

- 2.1. It is proposed to introduce a number of further improvements to Bee Network fares and ticketing products, as set out below, to align with the implementation of the final phase of bus franchising in January 2025; and the introduction of ‘pay as you go’ (PAYG) contactless ticketing and multi modal capped fares across bus and Metrolink in March 2025.

Credit Union

- 2.2. At present, for regular public transport users, annual products can provide better value for money than shorter period tickets but require a significantly greater initial outlay.

- 2.3. As previously referenced in the *Bee Network Fares and Tickets* report to the GMCA on 12 July 2024, it is proposed to create a new TfGM scheme in which local Credit Unions may participate, through which an annual bus ticket (with no additional cost) will be made available to their customers via a Credit Union loan. This will enable those who may not be able to afford the initial outlay of an annual product to benefit from the value that the annual ticket offers.
- 2.4. An Adult Bee Bus Annual ticket, priced at £800, (which equates to the cost of 10, rather than 13, 28 day tickets) will be introduced from January 2025 along with the ability for customers to be able to pay for the annual product in monthly or weekly instalments through the customers local Credit Union.
- 2.5. The scheme will enable Credit Union members to *spread the cost* of an Annual ticket without any additional cost. This will particularly support those currently unable to afford long period products.
- 2.6. The new Adult Bee Bus Annual ticket priced at £800 will also be available to customers who wish to purchase it outright through Bee Network retail channels. This would significantly benefit customers who regularly purchase 28 day bus tickets throughout the year with savings of up to 23% against the reduced 28 day fare of £80 that will also be introduced in January 2025.
- 2.7. TfGM are working closely with the Credit Unions to implement the required arrangements for the scheme, with a view to opening applications later this year in preparation for January 2025.

Bus Franchising

- 2.8. Increases in single-operator fares, together with the reduction in weekly and monthly Bee Network ticket prices means that only a small proportion of customers (estimated at 3% of Tranche 3 customers) stand to be adversely impacted by the transition to Bee Network fares and tickets, following the implementation of the final phase of bus franchising on 5 January 2025. To mitigate the impact on tranche 3 customers, it is proposed to continue the recompense scheme available for tranche 1 and 2 customers.
- 2.9. TfGM will work with the outgoing commercial operators to make customers aware of the 'recompense scheme', alongside communications and marketing activities via Bee Network channels.

- 2.10. Agreement was unable to be reached with commercial operators to allow students to use Bee Network Student tickets on their services from the start of the academic year (referenced in *Delivering the Bee Network – Fares and Products* report to the GMCA on 12 July 2024). Students using operator student products will therefore need to transition to Bee Network student tickets in January 2025. Specific marketing and communications activities are being planned to ensure this customer group is reached; and, as above, if there are any customers who are adversely impacted, they will be able to apply to the 'recompense scheme'.
- 2.11. To provide a single, universal set of Bee Network fares and tickets across Greater Manchester, it is proposed that the Salford discount corridor tickets that were introduced in September 2023 will be removed from 5 January 2025 in line with the start of the third and final tranche of bus franchising. Sales of these tickets have been very low and the very few customers who are adversely impacted by the removal of these tickets will be able to apply through the 'recompense scheme'.

Multi Modal PAYG

- 2.12. The introduction of 'pay as you go' (PAYG) contactless ticketing and multi-modal capped fares across bus and Metrolink will provide greater flexibility and ease for customers. PAYG means customers will not need to plan and purchase travel in advance and will simply be able to touch-on / touch in and out (on bus and Metrolink) with their contactless bank card or device and know they will be charged the appropriate capped fare.
- 2.13. Currently, Metrolink customers can purchase an advance 7-day ticket to cover that travel for a week - or use contactless PAYG, and benefit from daily and weekly capping, and pay only the lowest fares for the actual journeys that they take.
- 2.14. That flexibility will be extended to both bus and multi-modal (bus and Metrolink) customers in March 2025.
- 2.15. Bus only customers will touch-on as they board with their fares contributing to the daily and weekly caps that are equivalent to the bus tickets the customer would otherwise have purchased.

2.16. The table below summarises the daily and weekly PAYG caps that will apply to bus only and to Bus and Metrolink following the introduction of PAYG in March 2025.

Cap	1-day Anytime	1-day Off-Peak	Weekly
Bus only	£5.00		£20.00
Bus and any one Metrolink zone	£6.00	£5.40	£24.80
Bus and Metrolink zones 2+3 or 3+4	£6.70	£6.40	£28.40
Bus and Metrolink zones 1+2	£7.30	£6.70	£30.30
Bus and Metrolink zones 2+3+4	£7.60	£7.00	£32.50
Bus and Metrolink zones 1+2+3	£8.70	£7.30	£36.40
Bus and all Metrolink zones (1+2+3+4)	£9.50	£7.80	£41.00

2.17. PAYG on bus will also include the benefits of the Hopper Fares, so anyone travelling on multiple buses within an hour will only be charged the single Hopper fare, mirroring the paper version that will be introduced in January 2025.

2.18. Multi modal (bus and Metrolink) customers will be able to travel across bus and tram using PAYG, with their fares contributing to daily and weekly caps that are equivalent to the multi modal (bus and Metrolink) tickets that the customer would have otherwise purchased.

2.19. The bus and multi modal PAYG will operate initially with adult fares only (as is the case for Metrolink and other schemes, including Transport for London's).

2.20. It is proposed to introduce bus and multi modal PAYG in March 2025, with the actual launch date to be determined closer to the time.

2.21. The scheme will be introduced alongside a detailed engagement and training programme, and an extensive customer communication programme, to ensure that customers understand how to benefit from this new, easier way to travel.

Extension to Care Leavers Scheme

2.22. Over the past 12 months, inquiries have been made at the GM Care Leavers Trust Board about the possibility of extending the existing travel offer for care-experienced young people under 21 up to the age of 25.

2.23. Subject to approval by the Combined Authority as part of the 2025/26 budget setting process, extending the concessionary pass for care leavers aged up to 25 could be introduced from April 2025. Work is ongoing to review current usage and to

understand the likely increase in people eligible for the offer and the likely costs of the extension.

3. Benefits

- 3.1. Simplifying the fares' structure and making transport more affordable supports and enables more people to access education, skills and opportunity.
- 3.2. Reducing the cost of bus travel will support further patronage growth on the network, as was previously evidenced by the 12% increase in patronage that followed the September 2022 initial capped bus fares scheme and £2/£1 and £5/£2.50 products, and the further enhancement of the 7 day cap at £21/£10.50 in January 2023. Lower fares will also help those customers already travelling by reducing the price of weekly and monthly travel, saving them money during a cost of living crisis.
- 3.3. In 2023, GMCA agreed to maintain these capped fares for a further year, with a review in Summer 2024, the output of which will be reported to GMCA in November.
- 3.4. Metrolink fares have been frozen since 2020, and the introduction of the Bee Network App now allows passengers to buy a new range of multi modal bus and tram tickets at a 20% cost saving compared to the cost of separate tickets, offering even better value for money.
- 3.5. Metrolink customers have benefitted from PAYG since July 2019 with the majority of adult Metrolink customers using this payment method for their journeys. Over 1.2 million journeys per month are made using Pay as you Go (PAYG) Bee Network fares and tickets to ensure public transport can enable more people to access education, work, leisure and opportunity.
- 3.6. The Credit Union scheme is particularly attractive to customers who use public transport regularly and who may not be able to afford the initial outlay of an annual product and benefit from the additional value it offers. Purchasing the annual ticket through the Credit Union, will enable Credit Union members to spread the cost of an annual ticket without any additional cost.
- 3.7. Multi modal PAYG further simplifies the ticket proposition. Customers can simply touch on and off their mode of transport and travel with confidence, knowing that the lowest fare will be calculated for them in the background.

4. Affordability

- 4.1. The forecast net financial impacts of introducing the products, including the Credit Union and recompense scheme are included in the budget for this financial year and will be factored into subsequent budget years.
- 4.2. The 2024/25 net budgetary impact of the proposed Credit Union scheme will only impact from when the changes are introduced in January 2025 through to the end of March 2025, and could result in additional income of circa £50,000 for the period depending on the take up and abstraction from current ticket sales.
- 4.3. The costs of the back office systems and other systems and technology required to implement PAYG are funded from capital budgets, including predominantly from CRSTS 1 funding.

5. Next Steps

- 5.1. Subject to GMCA approval, and consideration of any feedback from the Bee Network Committee, work will begin to implement the recompense scheme for the start of the final tranche of bus franchising (Tranche 3) on 5 January 2025.
- 5.2. Work will also continue with local Credit Unions to implement the proposed offer from January 2025.
- 5.3. Development of bus and multi modal ticketing PAYG is well underway and will be communicated to customers and other stakeholders as described above, prior to going live in March 2025.
- 5.4. The implementation of these proposals will mark a significant milestone in the delivery of the Bee Network. For the first time, customers will have access to a single, simple fares and ticketing proposition for the whole of Greater Manchester, with integrated fares across bus and tram and systems to ensure they receive the best value for money.
- 5.5. TfGM also intends to improve the ticketing offer and reduce prices for 18-21 year olds later in 2025. Work on this is in the early stages and more detail will be brought to GMCA in due course.

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Greater Manchester Combined Authority

Date: 27 September 2024

Subject: A Housing First Greater Manchester

Report of: City Mayor Paul Dennett, Portfolio Lead for Housing First and Steve Rumbelow, Portfolio Lead Chief Executive for Housing First

Purpose of Report

This report confirms the launch of the Housing First Unit, sets out the Housing First vision for Greater Manchester, the challenges of the current housing crisis, the headline measures the unit will help drive to build a new system and the potential for GM Housing Investment Loan Fund surpluses to support delivery of the Housing First vision.

Recommendations:

The GMCA is requested to:

1. Welcome the launch of the Housing First Unit, approve the proposed Housing First vision for Greater Manchester, and support a programme of engagement with the government, private sector and broader stakeholders to gain support and contribution to the necessary radical actions.
2. Commit to an ambition to drive forward growth and increase housing supply by delivering 75,000 new homes in the current Parliament, including 10,000 Truly Affordable Net Zero (TANZ) homes, subject to necessary support from Government.
3. Note the potential for GM Housing Investment Loan Fund surpluses to significantly assist in work to deliver the Housing First vision.

Contact Officers

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Mary Gogarty: mary.gogarty@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers																																							
<p>Impacts Questionnaire</p> <table border="1"> <thead> <tr> <th>Impact Indicator</th> <th>Result</th> <th>Justification/Mitigation</th> </tr> </thead> <tbody> <tr> <td>Equality and Inclusion</td> <td>G</td> <td>Evidence gathered for projects such as the Good Landlord Charter highlights that the Housing Crisis negatively impacts people with protected characteristics, included but not limited to disabled people, people experiencing racial inequalities and older people. The aims of the Housing First Unit to solve the housing crisis will therefore benefit these groups. Those that are economically disadvantaged are most in need of affordable housing provision, which the Housing First Unit will accelerate. New developments with integrated public transport will support access to public transport systems. Integration of support services via Live Well will increase links between community and public services and housing solutions. Communities will need to be part of the Housing First vision and aims, with some coproduced solutions to the housing crisis.</td> </tr> <tr> <td>Health</td> <td>G</td> <td>It is well known that housing is a key determinant of both physical and mental health. By improving the quality, suitability and affordability of housing, the Housing First Unit will lead to health improvements, a reduction in health inequalities It is well known that housing is a key determinant of both physical and mental health. By improving the quality, suitability and affordability of housing, the Housing First Unit will lead to health improvements, a reduction in health inequalities New developments will include transport links that may have an impact on access to healthcare services</td> </tr> <tr> <td>Resilience and Adaptation</td> <td>G</td> <td>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 it is possible that the capacity to withstand or recover from disruption will be increased. New developments will meet Places for Everyone policies including those related to flood risk and climate change. Through the Support pillar we will be working to improve services and support for vulnerable people in communities New developments will meet PFE policies including those around blue and green infrastructure</td> </tr> <tr> <td>Housing</td> <td>G</td> <td>The provision of more good quality, affordable housing of all kinds will have a long term, positive impact on homelessness The provision of more good quality, affordable housing of all kinds will have a long term, positive impact on the accessibility and affordability of housing The vision for the HFU includes the ambition to deliver 75,000 homes over the course of the next Parliament, including 10,000 Truly Affordable Net Zero (TANZ) homes, 1k in each LA Several projects under the Standards pillar support improvements to existing homes, including the Good Landlord Scheme and Charter, Healthy Homes Services, retrofit programmes</td> </tr> <tr> <td>Economy</td> <td>G</td> <td>To deliver our HF vision investment in skills and jobs will be required, particularly in the construction sector and retrofit sector. Housing growth is known as a driver of economic growth more widely, connected to our Growth Locations, including highly skilled and good quality jobs across those sectors. Investment in new building technologies will be required, including Modern Methods of Construction (MMC), this may attract inward investment into GM to develop these innovative industries Investment in skills will be required, particularly in the construction sector and retrofit sector, including retraining for those already in the industry and new technical education pathways</td> </tr> <tr> <td>Mobility and Connectivity</td> <td>A</td> <td>Particularly during the construction of new housing congestion may increase New developments will include transport links that may have an impact on transport connectivity New developments will include transport links that may have an impact on public transport and active travel access New developments will have an impact on roads and parking</td> </tr> <tr> <td>Carbon, Nature and Environment</td> <td>R</td> <td>Not able to say for certain at this stage but construction may have a negative impact on air quality in the short term More housing could lead to a greater level of light pollution More housing could lead to a greater level of noise pollution Not able to say for certain at this stage but construction may have a negative impact on the visual amenity of the environment in the short term Development will align with PFE policies around biodiversity net gain Plans to build net zero new homes and to retrofit existing homes will contribute to a reduction in carbon emissions from housing, which is a major source of carbon emissions currently in GM</td> </tr> <tr> <td>Consumption and Production</td> <td>G</td> <td>Proposals around delivering new homes through MMC, as well as plans to look at the embodied carbon impact of new build homes and retrofit, will look to use resources efficiently and increase circularity in the construction industry Proposals around delivering new homes through MMC, as well as plans to look at the embodied carbon impact of new build homes and retrofit, will support the minimisation of construction waste</td> </tr> <tr> <td colspan="3">Contribution to achieving the GM Carbon Neutral 2038 target</td> </tr> <tr> <td colspan="3"> <p>Further Assessment(s): Equalities Impact Assessment and Carbon Assessment</p> <table border="1"> <tr> <td>G Positive impacts overall, whether long or short term.</td> <td>A Mix of positive and negative impacts. Trade-offs to consider.</td> <td>R Mostly negative, with at least one positive aspect. Trade-offs to consider.</td> <td>RR Negative impacts overall.</td> </tr> </table> </td> </tr> </tbody> </table>			Impact Indicator	Result	Justification/Mitigation	Equality and Inclusion	G	Evidence gathered for projects such as the Good Landlord Charter highlights that the Housing Crisis negatively impacts people with protected characteristics, included but not limited to disabled people, people experiencing racial inequalities and older people. The aims of the Housing First Unit to solve the housing crisis will therefore benefit these groups. Those that are economically disadvantaged are most in need of affordable housing provision, which the Housing First Unit will accelerate. New developments with integrated public transport will support access to public transport systems. Integration of support services via Live Well will increase links between community and public services and housing solutions. 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Through the Support pillar we will be working to improve services and support for vulnerable people in communities New developments will meet PFE policies including those around blue and green infrastructure	Housing	G	The provision of more good quality, affordable housing of all kinds will have a long term, positive impact on homelessness The provision of more good quality, affordable housing of all kinds will have a long term, positive impact on the accessibility and affordability of housing The vision for the HFU includes the ambition to deliver 75,000 homes over the course of the next Parliament, including 10,000 Truly Affordable Net Zero (TANZ) homes, 1k in each LA Several projects under the Standards pillar support improvements to existing homes, including the Good Landlord Scheme and Charter, Healthy Homes Services, retrofit programmes	Economy	G	To deliver our HF vision investment in skills and jobs will be required, particularly in the construction sector and retrofit sector. Housing growth is known as a driver of economic growth more widely, connected to our Growth Locations, including highly skilled and good quality jobs across those sectors. Investment in new building technologies will be required, including Modern Methods of Construction (MMC), this may attract inward investment into GM to develop these innovative industries Investment in skills will be required, particularly in the construction sector and retrofit sector, including retraining for those already in the industry and new technical education pathways	Mobility and Connectivity	A	Particularly during the construction of new housing congestion may increase New developments will include transport links that may have an impact on transport connectivity New developments will include transport links that may have an impact on public transport and active travel access New developments will have an impact on roads and parking	Carbon, Nature and Environment	R	Not able to say for certain at this stage but construction may have a negative impact on air quality in the short term More housing could lead to a greater level of light pollution More housing could lead to a greater level of noise pollution Not able to say for certain at this stage but construction may have a negative impact on the visual amenity of the environment in the short term Development will align with PFE policies around biodiversity net gain Plans to build net zero new homes and to retrofit existing homes will contribute to a reduction in carbon emissions from housing, which is a major source of carbon emissions currently in GM	Consumption and Production	G	Proposals around delivering new homes through MMC, as well as plans to look at the embodied carbon impact of new build homes and retrofit, will look to use resources efficiently and increase circularity in the construction industry Proposals around delivering new homes through MMC, as well as plans to look at the embodied carbon impact of new build homes and retrofit, will support the minimisation of construction waste	Contribution to achieving the GM Carbon Neutral 2038 target			<p>Further Assessment(s): Equalities Impact Assessment and Carbon Assessment</p> <table border="1"> <tr> <td>G Positive impacts overall, whether long or short term.</td> <td>A Mix of positive and negative impacts. Trade-offs to consider.</td> <td>R Mostly negative, with at least one positive aspect. Trade-offs to consider.</td> <td>RR Negative impacts overall.</td> </tr> </table>			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.
Impact Indicator	Result	Justification/Mitigation																																					
Equality and Inclusion	G	Evidence gathered for projects such as the Good Landlord Charter highlights that the Housing Crisis negatively impacts people with protected characteristics, included but not limited to disabled people, people experiencing racial inequalities and older people. The aims of the Housing First Unit to solve the housing crisis will therefore benefit these groups. Those that are economically disadvantaged are most in need of affordable housing provision, which the Housing First Unit will accelerate. New developments with integrated public transport will support access to public transport systems. Integration of support services via Live Well will increase links between community and public services and housing solutions. Communities will need to be part of the Housing First vision and aims, with some coproduced solutions to the housing crisis.																																					
Health	G	It is well known that housing is a key determinant of both physical and mental health. By improving the quality, suitability and affordability of housing, the Housing First Unit will lead to health improvements, a reduction in health inequalities It is well known that housing is a key determinant of both physical and mental health. By improving the quality, suitability and affordability of housing, the Housing First Unit will lead to health improvements, a reduction in health inequalities New developments will include transport links that may have an impact on access to healthcare services																																					
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 it is possible that the capacity to withstand or recover from disruption will be increased. New developments will meet Places for Everyone policies including those related to flood risk and climate change. Through the Support pillar we will be working to improve services and support for vulnerable people in communities New developments will meet PFE policies including those around blue and green infrastructure																																					
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Carbon Assessment

Overall Score

Buildings	Result	Justification/Mitigation
New Build residential	 	The proposal is at an early stage and sets out an ambition which if delivered, will involve high levels of new housing delivery and improvements to a large number of existing homes. Although this means that specifics are not currently available, Plans to build net zero new homes and to retrofit existing homes will contribute to a reduction in carbon emissions from housing, which is a major source of carbon emissions currently in GM.
Residential building(s) renovation/maintenance	#DIV/0!	The proposal is at an early stage and sets out an ambition which if delivered, will involve improvements to a large number of existing homes. As such the specifics are not available
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport	#DIV/0!	The proposal is at an early stage and sets out an ambition which if delivered, will involve high levels of new housing delivery with different transport connectivity levels. As such the specifics are not available
Roads, Parking and Vehicle Access	#DIV/0!	The proposal is at an early stage and sets out an ambition which if delivered, will involve high levels of new housing delivery with different vehicle access issues. As such the specifics are not available
Access to amenities	#DIV/0!	The proposal is at an early stage and sets out an ambition which if delivered, will involve high levels of new housing delivery with different amenities. As such the specifics are not available
Vehicle procurement	N/A	
Land Use		
Land use	#DIV/0!	The proposal is at an early stage and sets out an ambition which if delivered, may involve different habitats. As such the specifics are not available

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: 0

Background Papers

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 marks the launch of the GM Housing First Unit, which will take a new approach to solving the housing crisis in Greater Manchester; we are calling for all partners including both the public and the private sector to collaborate with us to achieve the housing and economic growth the city region needs.
- 1.2 In order to achieve the bold Housing First ambitions set out in the Mayor's manifesto – and in support of the new Government's national ambitions – it is clear that we cannot continue with business as usual in the housing system. The housing crisis is complex, multi-faceted and falls across the remits of multiple public sector organisations at local and national level, so it follows that progress will only be made with a radical, structured and coordinated approach, with multiple connected interventions rather than a small number of 'silver bullets'.
- 1.3 Success in tackling the housing crisis is important in itself, but would also enable us to maximise our contribution to economic growth, relieving cost pressures on our local authorities through more targeted, strategic upstream interventions.

2. The Housing First Vision

- 2.1 It is proposed that the vision for Greater Manchester as a Housing First city region is expressed as follows:

The security of a good home is a fundamental foundation for us all to achieve our ambitions in life – our safe space for growing up, getting on and growing old.

The housing crisis means that too many of us don't have that solid base, and our bold aspirations for the future won't happen unless we fix that. So in Greater Manchester, we are putting Housing First.

Our ambition is for everyone in Greater Manchester to live in a home they can afford that is safe, secure, healthy and environmentally sustainable - a healthy home for all by 2038.

3. The housing system in Greater Manchester: what needs to change

- 3.1 In Greater Manchester there are not enough new homes being built for those that need them, and delivery is not currently at the pace required to meet our ambitions, or those of the government, which has recognised the need to accelerate the delivery system. Land values are often relatively low, and it is difficult to capture the value that new housing brings to the area. There are some parcels of land that are owned by the local authorities and other public bodies, but it's not easy to assemble these into coherent strategic sites.
- 3.2 The building of new affordable homes is hampered by the capacity of the small number of players in the market, and restrictions on funding; those affordable homes which are built are not necessarily within the reach of our residents, who are often not able to afford to rent and run them with a need to increase delivery of socially rented homes. In general, there is a lack of skills across the housing delivery system, making all of these processes more difficult.
- 3.3 Across the city region there are a large number of poor-quality homes, especially Private Rented Sector (PRS) and owner-occupied homes. Where landlords are allowing their properties to get into a state of disrepair, there is a lack of enforcement capacity and capability locally to ensure that these homes are brought back up to safe, warm and decent standards. Furthermore, in the wake of the Grenfell Tower Inquiry Phase 2 Report, it is clear that ending the building safety crisis as quickly as possible is a key challenge for the city region.
- 3.4 Homes are often cold, damp and difficult to heat due to poor energy efficiency, there is a lack of coherent, consistent funding support for retrofit in the private sector, and a piecemeal approach in social housing, which makes decarbonising the housing stock and ensuring homes are safe and warm in this area difficult.
- 3.5 In the long-term, we need to tackle poor quality housing as a health inequality through cross-sector regeneration approaches, which are not currently in place. There are too many people in Greater Manchester whose housing issues and lack of access to the right support are a barrier to the resolution of other issues they face. Nationally, health priorities and investment are reactive rather than focused on long-term primary prevention and wider determinants of health and supporting people to live healthy lives.
- 3.6 Furthermore, the welfare and asylum systems are barriers to people being able to afford and sustain long-term, settled housing. Many people need to access supported

accommodation, and there are barriers to developing this across all cohorts of people who need it, including a lack of long-term commissioning certainty and funding shortfalls.

- 3.7 For those who need acute housing support, such as those who have been homeless or are experiencing multiple disadvantage, there is piecemeal and fragmented funding for the support they need. The cost of this approach is clearly outlined in the paper on Temporary Accommodation in Greater Manchester, also on the agenda for today's meeting, and it indicates there will be the opportunity to make public sector cost saving through driving delivery of appropriate accommodation solutions.

4. GM Housing Investment Loan Fund (GMHILF)

- 4.1 GMHILF was established in 2015 as a £300m loan from MHCLG (previously DLUHC) to deliver a target of 10,000 new homes in Greater Manchester. Since its launch, the Fund has considered detailed proposals for lending to 131 schemes, with 103 of these having progressed to a funding approval. Funding approvals totalling £1.2bn have been made by the GMCA since the Fund's inception, of which £885m has been contracted to date.
- 4.2 The primary objective of the GMHILF is the creation of new homes in the Greater Manchester area and it should exceed its target of delivering 10,000 homes in the Greater Manchester area by the time that the fund closes in 2028, with the current total of new homes being 11,073. Other objectives include supporting SME developers and generating income for the GMCA to support wider housing priorities.
- 4.3 The terms of the GMHILF require it to be operated on a commercial basis, and this approach results in the generation of a surplus to GMCA through fees and interest being paid on the loans made.
- 4.4 Income that is generated and retained through the investment funds has been used to fund the investment and delivery teams, with the balance ringfenced to support wider housing priorities which to date have included supporting the establishment of the Good Landlord Charter, adding capacity to local authority housing enforcement teams including through a dedicated apprenticeship programme, and work on our Growth Locations.
- 4.5 The operation of the Fund over the last 9 years has allowed surpluses to be built up which will be available to further develop both the Housing First Unit and the roadmap to the new housing system needed to achieve our ambitions for the city region.

4.6 The GMHILF is currently set to close for new investment in March 2025, after which GMCA will be unable to use it to award loans. There will be a three-year runoff period when loans will continue to be repaid which will end in 2028. However, we are seeking the new Government's agreement to an extension of the GMHILF, and to additional flexibilities in the ways it can be used.

5. Building the new system

5.1 Alongside a national long-term housing strategy announced in August 2024, GMCA is developing a roadmap that points to how we can rebuild, rewire and restore the housing system in Greater Manchester, and blaze the trail for others to follow. It focuses on three key pillars:

- **Supply:** Working at GM level to offer direct and indirect support to drive the delivery of housing supply to ease the housing crisis and contribute to economic growth, including particularly developments which bring forward or enable the construction of TANZ homes and new specialist and supported housing.
- **Standards:** Working at GM level to support the development and delivery of interventions to ensure existing homes are safe, secure, healthy and affordable across all tenures.
- **Support:** GM level activity that transforms how residents are supported to live healthy, independent lives at home, that integrates services and improves ways of working, delivering better outcomes and reducing costs within wider public services. This is integral to and will be closely aligned with the Live Well model.

5.2 The crisis can only be addressed through a system response driven by partners collaborating across these three pillars. Both national and local system changes will be required to drive the integration and innovation required to solve the housing crisis.

Supply

5.3 With capability to access land and capture its value, increasing the capacity of the many organisations that make up the delivery system, backed up by the right mix of investment and policy change, we can substantially accelerate the delivery of new homes, including affordable homes.

- 5.4 While the private sector is critical to delivering our ambitions, to achieve the acceleration in pace of delivery there is a clear need for the public sector to drive development and delivery through comprehensive, place based development. This will require the acquisition of land alongside the utilisation of public sector assets as part of our Growth Location programme. We will work with public bodies through our Land Commission to release more land for housing and economic development. Combined with an approach to capture of value from delivery of housing we can deliver much more strategically.
- 5.5 Flexibilities through our Integrated Settlement aligned with a new commissioning model and relationship with Homes England combined with certainty and control of a more flexible new Affordable Homes Programme, and an extension and greater flexibilities for the GM Housing Investment Fund will enable the us to unlock the new market and affordable homes needed to drive growth, as well as deliver our net zero carbon priorities.
- 5.6 Action to strengthen capacity and capability in the whole development system, including Councils and the CA, developers, social housing providers and the construction supply chain will support our local efforts to invest in local capacity and skills, giving confidence in pipeline through our Growth Locations work and to support TANZ delivery.
- 5.7 Policy changes at a national level will support confidence in the development system, with protections from Right to Buy for new build social housing, long term clarity on social housing rents, and a review of the effectiveness of Local Housing Allowance as a system.
- 5.8 The Mayor has set a challenge to deliver 75,000 new homes in the new Parliament, including the delivery of 10,000 Truly Affordable Net Zero (TANZ) homes. The 75,000 new homes over a five year period would represent accelerated delivery above our adopted Places for Everyone targets. GMCA officers are working on a proposal for submission to Government for the delivery of 10,000 TANZ homes, setting out the support which would be required from Government – in financial and other terms – to unlock that scale and pace of accelerated delivery of net zero homes for the GM residents who need them most.

Standards

- 5.9 Strengthened enforcement powers locally to tackle poor quality private rented (PRS) homes, alongside building in certainty and capability in the delivery of home improvements and the provision of aids and adaptations in the home would form a

strong basis for cross-tenure, long-term retrofit and regeneration approaches, putting health at the heart of our communities.

- 5.10 Alongside the improved Decent Homes Standard extended to PRS, the Renters' Rights Bill presents an opportunity to further strengthen the regulatory framework in the PRS, including maximising the potential of the national landlord register to drive self-regulation and improvement, and to enhance the ease of use and pace and impact of enforcement options open to authorities. With the introduction of the right to request a GM Property Check and pilots to work differently on issues such as illegal evictions, we have a chance to work across the public sector to rapidly improve PRS standards.
- 5.11 Devolution of the announced Warm Homes Plan to GM as a specific targeted preventative health intervention aligned with a social housing grant settlement would support efforts to take a cross-tenure, long-term approach to retrofitting existing stock. This sits with our work with partners including the NHS, GM authorities and GM Housing Providers on innovative funding and procurement for delivery of warm and healthy homes adaptations services. These could be accelerated via commitment to continued uplift and sustainability of Disabled Facilities Grant (DFG) funding, and flexibilities around deployment of DFG as part of flexible packages of improvement and support.
- 5.12 Aligning the Greater Manchester High Rise and Building Safety Strategic Oversight Group with the Housing First Unit will enable continued work to support residents living in buildings affected by fire safety issues, and partners across the City Region committed to ensuring their homes are made safe and fit for the future as soon as possible. New burdens funding for local authorities to implement the Building Safety Act will be key to achieving this.

Support

- 5.13 Changes to the way we are able to commission services so it is led by people's needs rather than determined by length of funding rounds would transform our ability to provide people with the support and security they need on a long-term basis and would de-risk new supported housing delivery by providing confidence to the market.
- 5.14 NHS GM ambitions to reduce health inequalities and truly invest in prevention can only be achieved through more flexibility in how budgets can be deployed. Joint investment in the wider determinants of health, including housing solutions, in pursuit

of jointly agreed objectives, would drive transformation and avoid costs in the wider NHS.

- 5.15 The most effective way to support people is through integrated services that are able to take a holistic approach to people's needs. Expanding the scope of the Integrated Settlement to bring together relevant funding streams in a single place will allow for a comprehensive response to multiple and complex needs, whilst also driving improved integrated working in the wider system.
- 5.16 Greater Manchester is committed to the philosophy of 'Live Well', a community-led approach to health and wellbeing focused on prevention. Integrating the housing system into this model of support will make the most of the sectors unique role in neighbourhoods and the range of activity it undertakes to support people to live healthy lives. The Housing First approach and the Live Well programme, while being two distinct programmes of activity, are intrinsically linked and need to be addressed together to address the broader system issues being faced by residents across GM.

6. Next steps: Housing First roadmap and a Housing First Unit

- 6.1 Our ability to deliver real change rests on the buy in we can achieve from leadership and multiple teams across the GM districts, housing providers and the broader public sector where the duties, powers, assets, budgets and expertise to intervene sit, and from the investment and energy of our private sector partners in the development, construction and related sectors.
- 6.2 Critical to the success of Housing First unit is the co-production with partners of a 'Housing First roadmap' setting out the route to building a more effective housing system. While existing arrangements are in place with public sector partners, there is not a similar structure to engage with the private sector. The GMCA is seeking to engage the private sector in how they can contribute to delivering the GM and national Housing First ambitions and the approaches that would accelerate the delivery of housing.
- 6.3 A key part of this work is to bring together expertise from across the system and partner organisations into a Housing First Unit, to drive this system change. The core of the Unit has been created and is now operational within the GMCA, and we are currently exploring the additional activities that could be delivered by a GM Housing First Unit. The aim is to identify those topics, projects or programmes which are required to deliver our ambitions where bringing people together at a GM level is the best route forward. Specifically this will align existing activity around Growth

Locations and the Land Commission with the Housing First agenda. There is a rich history of collaborative working to build upon in the housing sector in GM, but we are aiming to bring a greater degree of strategic ambition, alignment and innovation alongside a real focus on practical work that will make a direct difference to GM residents' lives in the short, medium and long term. The GMCA is proud to launch the Housing First Unit and welcomes direct engagement from public and private sector organisations wishing to engage with and support the GMCA in delivering the Housing First vision.

- 6.4 One element of this agenda will be to find alternative resources to deploy in support of the Housing First ambitions, over and above those that sit behind the 'business as usual' models. As noted above, the GM Housing Investment Loan Fund surpluses have already helped in bringing additional capacity to support GM local authorities, and that approach can be extended with commitment to continue to use surpluses to support the Housing First activity. We will also explore the potential to lever in other sources of investment such as the GM Pension Fund in support of Housing First objectives.

Greater Manchester Combined Authority

Date: 27th September 2024

Subject: Temporary Accommodation: Value for Money in Greater Manchester

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

Purpose of Report

The rise in statutory homelessness and the use of temporary accommodation nationally is well documented. Greater Manchester is no exception. This report presents an overview of the current landscape in GM and describes our emerging work to collaborate across the region to reduce the number of households in temporary accommodation, with a particular emphasis on the worst quality and highest cost housing – particularly ad hoc and Bed and Breakfast accommodation. The report presents, for the first time, a regional action plan on Temporary Accommodation, summarises the work progressed to date and seeks endorsement from Leaders.

Recommendations:

The GMCA is requested to:

1. Approve the 6-point GM Temporary Accommodation Action Plan as set out in **Appendix 1**.
2. Note the financial outputs of the data analysis exercise described below.
3. Endorse the Influencing Priorities described in **Section 4** as a starting point for dialogue with government.
4. Approve the GM Out of Borough Protocol as outlined in **Appendix 2**.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

TBC

Risk Management

Temporary Accommodation expenditure represents a rapidly accelerating cost and long-term financial risk to our Local Authorities if left unchecked. Whilst the Statutory Duties for homelessness and temporary accommodation sit with our 10 Local Authorities, the work described in this report seeks to bring regional collaboration (and, potentially, investment), aiming to support our Local Authorities to mitigate this risk.

Legal Considerations

N/A

Financial Consequences – Revenue

N/A at this stage – no financial ask made at this point. Any subsequent revenue spend to be considered in a separate governance process.

Financial Consequences – Capital

N/A at this stage – no financial ask made at this point. Any subsequent capital investment to be considered in a separate governance process.

Number of attachments to the report: 2

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/Background

1.1. National and Legislative Context

1. In England, Local Authorities have a duty under Part 7 of the Housing Act 1996 (as amended) to secure housing for households who are found to be unintentionally homeless and are in a priority need category group for those households which would be at increased risk if they were experiencing homelessness.
2. Temporary accommodation may be provided to households whilst their homelessness application is being processed, or households may reside in temporary housing after their application is accepted until appropriate, secure housing becomes available.
3. Across the country, we are seeing record levels of households being placed into Temporary Accommodation (Temporary Accommodation) with over 100,000 households containing over 150,000 children placed in Temporary Accommodation nationally. Temporary Accommodation usage has been accelerating beyond sustainable levels for many years.
4. The primary causes for this are set out below:
 - A chronic undersupply of social, council and other genuinely affordable housing (Figure 1 and 2)
 - The impact of Right To Buy eroding the social housing stock that is available (with 24,000 homes lost to Right To Buy in Greater Manchester in the last 20 years).
 - Welfare Reform hampering people's ability to access accommodation in the private sector e.g. Under 35s only being able to access a shared room Local Housing Allowance rate, larger families subject to the benefit cap being unable to find a property of suitable size etc.
 - Increasing precarity (i.e. section 21 evictions) and decreasing affordability of accommodation in the Private Rental Sector.

5. In addition to increasing numbers of households requiring Temporary Accommodation, these adverse housing market conditions also mean that it can take longer for people to move into permanent housing, which can create a bottleneck effect.

Figure 1) In 2022/23 there were 13,551 social lettings in Greater Manchester, which is just over half the number of equivalent lets in 2010/11. Also, in 2022-23 there were 83,595 households on the housing registers in Greater Manchester, 35,177 of which were in categorised as 'reasonable preference' (42%) - i.e. in a priority group for social housing – **suggesting that demand outstrips supply by ca. 260%**

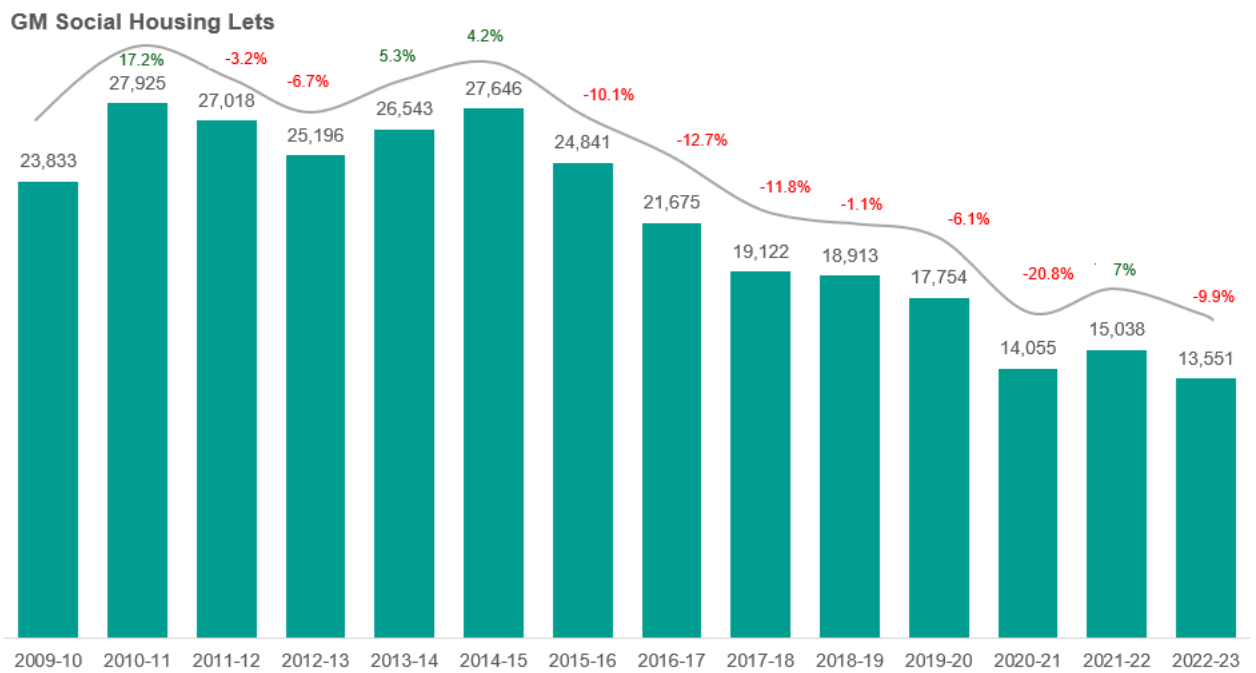
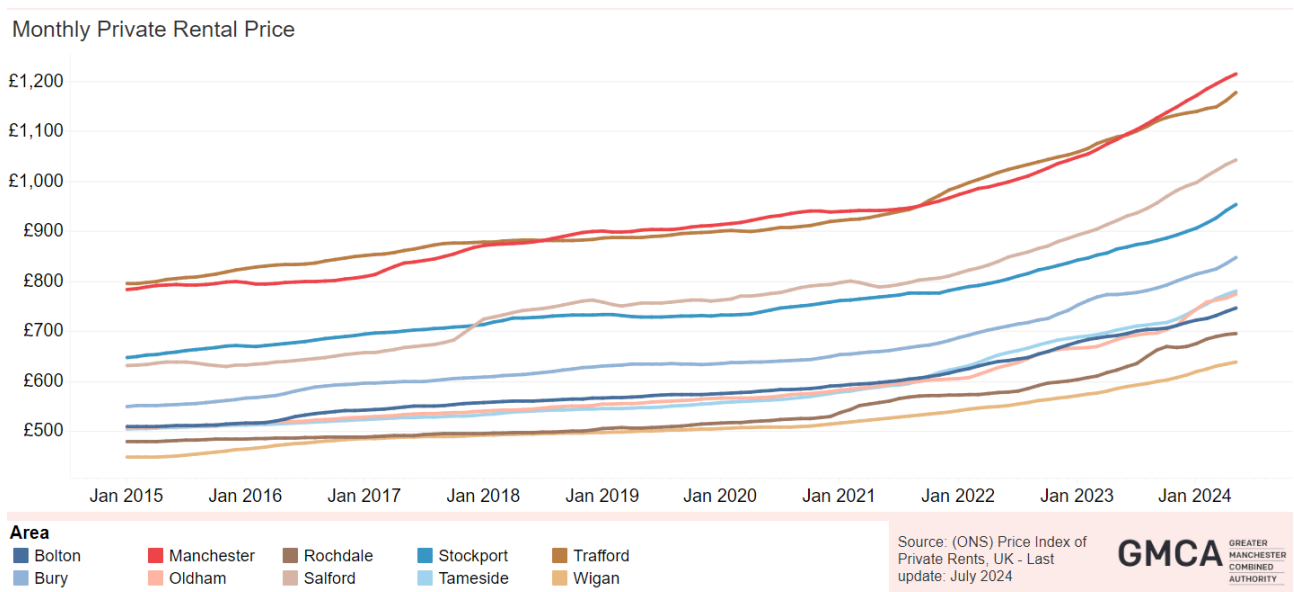


Figure 2) Average private sector rents across Greater Manchester have increased by 66% since January 2015.



6. This issue is now at the forefront of the national agenda on homelessness, with key milestones including the Smith Institute report on Temporary Accommodation¹ with case studies in London and Greater Manchester, and the establishment of the APPG on Temporary Accommodation and its initial reports on the quality of Temporary Accommodation nationally².
7. Ultimately, there is no quick fix for a housing crisis that has been 30-40 years in the making. However, by committing to regional collaboration and working closely with government, we can work to mitigate against the worst effects of this crisis.

1.2. Local Strategic Context

8. The GM Mayor's manifesto sets an ambitious agenda for change across three key missions, all of which are relevant to our ambitions around homelessness and Temporary Accommodation:
 - Establishing GM as a region which puts **Housing First**, by ensuring that everyone in Greater Manchester can live in a home they can afford that is safe, secure, healthy and environmentally sustainable – a healthy home for all by 2038.
 - Creating the **Greater Manchester Baccalaureate** to ensure that GM residents can access high-quality opportunities across the fast-changing economy of Greater Manchester.
 - Developing the **Live Well** support offer to rethink how communities and public services can support healthier, happier and fairer communities by growing opportunities for everyone to Live Well.
9. The **Housing First City Region** commitment invites us to collaborate to unpick the fundamental factors driving the housing crisis, by:
 - **Supply**: boosting the supply of homes for our residents
 - **Standards**: Improving the quality and suitability of our existing homes
 - **Support**: Putting housing at the heart of supporting people to live well

¹ [Temporary accommodation at crisis point \(smith-institute.org.uk\)](https://www.smith-institute.org.uk)

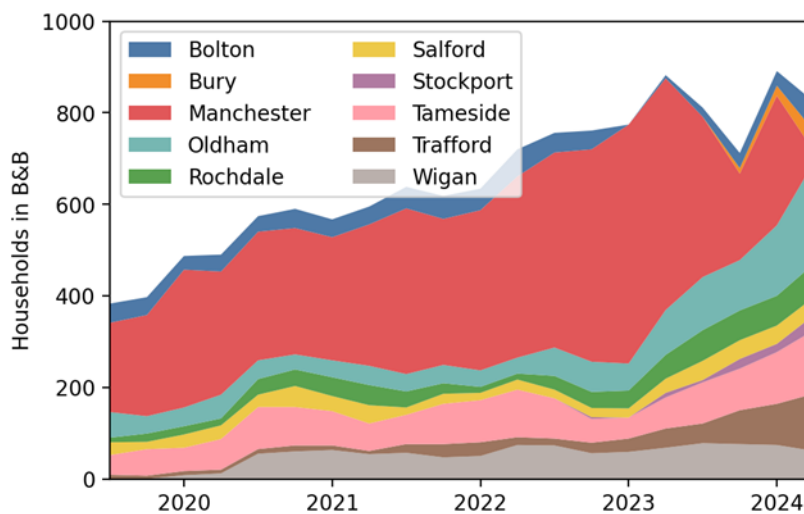
² [APPG report final version 13th Jan \(householdsintemporaryaccommodation.co.uk\)](https://householdsintemporaryaccommodation.co.uk)

10. In this context, the rising use of temporary accommodation to house people experiencing homelessness represents the opportunity cost of not addressing the housing crisis. Whilst the Housing First City Region ambition goes much further than just homelessness, clearly temporary accommodation usage and the growing financial pressure this places on our Local Authorities is a useful barometer of our progress.
11. Fundamentally, whilst we will never reverse the homelessness crisis without accelerating the new supply of genuinely affordable housing, the prevention of homelessness is our best current tool for reducing the demand for emergency housing. The Greater Manchester Homelessness Prevention Strategy sets two missions which are directly relevant to our emerging work on Temporary Accommodation, namely that:
 - “Everyone can access quality advice, advocacy and support to prevent homelessness.”
 - and**
 - “People experiencing homelessness have respite, recovery and re-connection support.”
12. Both missions speak to our emerging work to develop the **Live Well** movement into a broader range of community responses to disadvantage. As we begin to design a more person-centred, community-led approach to supporting people, it is imperative that we embed good housing advice into our community responses to poverty and disadvantage.
13. Finally, employment remains a key protective factor against homelessness and the most sustainable route to independent housing for those experiencing homelessness already. The **Technical Education** ambitions provide an opportunity to align our efforts on work, skills and housing, recognising the interplay between unemployment, poor health and housing precarity.
14. The GM Young Person’s Homelessness Prevention Pathfinder represents a good example of these interdependencies. Whilst ostensibly an early homelessness prevention service for young people, the service has supported 20% of the 2,000+ people supported to access and/or sustain their employment. For those who have accessed or sustained employment as a result of working with Pathfinder the homelessness prevention success rate is 90%. It is therefore no coincidence that only 8% of Pathfinder clients have entered Temporary Accommodation to date.

1.3. Current Temporary Accommodation Landscape in GM

15. Over the past four years, the number of households in Temporary Accommodation across Greater Manchester has increased by 71%, reaching 5,649 households on the last day of March 2024. In comparison, the equivalent rise across England during the same period was 26%.
16. The 5,649 households in Temporary Accommodation across Greater Manchester are home to 7,679 children, representing a 79% increase in the number of children in Temporary Accommodation than 4 years previously. Across England however, the increase in the number of children is 17% since March 2020.
17. There are, nevertheless, some promising developments across the region. Amongst the myriad good practice going on across GM, notably Manchester City Council has achieved extremely impressive results in driving down Temporary Accommodation usage over the last 2 years. Bucking the national trend, MCC have seen a reduction in Temporary Accommodation usage from a peak of 3,316 households in December 2022 to 2,826 at the end of June 2024.

Figure 3 – Number of households in B&B temporary accommodation, by LA



2. Understanding Value for Money

18. The use of temporary accommodation is not intrinsically a bad thing; in fact, Temporary Accommodation forms a vital part of the safety net for the most vulnerable families and individuals who find themselves at imminent risk of homelessness. The existence of a legislative framework for the provision of Temporary Accommodation is a net public good.

19. The suitability of this accommodation is key. There is a significant variation in the accommodation type, quality, location, landlord, support offer and funding arrangements. Temporary Accommodation placements may be in (non-exhaustive):
- **Bed and Breakfast accommodation:** for emergency, short term placements with a legal maximum of 6 weeks for families.
 - **Purpose-built hostels:** for individuals or families, typically self-contained rooms with shared cooking/cleaning facilities.
 - **Temporary homes within communities:** flats or houses for temporary use which may be wholly owned by Local Authorities, a Registered Provider of social housing or leased from a private sector landlord.
20. The ever increasing (and often unfunded) pressure that rising homelessness places on Local Authorities can lead to temporary accommodation placements of diminishing quality and increasing cost. Due to the significant bargaining power of landlords, the scarcity of accommodation and the reducing ability to reclaim accommodation costs through the welfare benefits system, rising Temporary Accommodation use is not just an operational challenge, but a financial one. In this context, maximising value for money is crucial.
21. To explore this further, in November 2023, GMCA and our LAs commissioned the Centre for Homelessness Impact (CHI) to carry out an exercise to better understand value for money in the use of Temporary Accommodation within GM. This work included deep-dives in the temporary accommodation landscape with four GM authorities (Bolton, Manchester, Rochdale and Salford) and a whole-GM workshop on improving value for money.
22. The outcome of this work presented key recommendations that align closely with the need for strategic collaboration and data-driven decision making:
- **Recommendation 1:** Greater Manchester to explore how to increase the supply of affordable social housing
 - **Recommendation 2:** Collaborate and coordinate across GM on our approach to Temporary Accommodation
 - **Recommendation 3:** Improve our data and analysis on Temporary Accommodation usage, spend and outcomes
 - **Recommendation 4:** Develop a consistent set of quality standards across Greater Manchester.

23. At the crux of these recommendations is an opportunity to realise economies of scale, recognising that we will need to mitigate the housing crisis for some time yet, but that there are opportunities to invest in medium term solutions to drive better quality Temporary Accommodation.

24. In addition to the financial pressure that the current landscape creates, the human cost of increasing temporary accommodation placements is profound. based on the following principles:

- **Focus on prevention:** Recognising that new supply cannot solve all our problems and that there are significant gains to be made from demand-side, homelessness prevention initiatives.
- **Building on our strengths:** There is an abundance of best practice happening across Greater Manchester already which we can explore, replicate and scale.
- **Taking a targeted approach:** prioritising ending the routine use of bed and breakfast (especially for families) which represents the worst quality accommodation for households and are often the most expensive placements.
- **Collaboration and Coordination:** Focusing on areas where a regional approach can improve our collective effectiveness and value for money.
- **Being truly person-centred:** Ensuring we centre the experiences of families and individuals living in Temporary Accommodation in our emerging workplan, including enhancing opportunities for active participation and co-production.

25. This paper seeks to describe the work done to date in progressing these recommendations.

3. GM Temporary Accommodation Action Plan

3.1. Key Priorities

26. To progress the recommendations of the VFM exercise, GM Local Authorities have produced and seek agreement to a 6-point action plan to improve regional collaboration and coordination to address rising Temporary Accommodation, contained in **Appendix 1** but which are summarised as follows:

- Immediate Priorities – Enhance our understanding of the landscape:
 - **Better Data:** Conduct a comprehensive **data analysis project** on Temporary Accommodation usage and spend across Greater Manchester.

- **Enhanced collaboration** by reviewing and agreeing a protocol for out of area placements to enhance transparency between Local Authorities and improve the experience for households where cross-borough placements are made.
- Emergent Priorities - Enhancing Value for Money:
 - **New Supply:** Explore sustainable medium- and long-term models of new supply of Temporary Accommodation especially to reduce bed and breakfast use, based on existing good practice in the region and alternative investment models.
 - **Better Quality:** Explore opportunities to enhance the quality of accommodation and support provided to people in Temporary Accommodation, including working towards a consistent set of standards across GM.
- **Complementary Workstreams and Approaches:** Embedded ways of working which will help us in the long term.
 - **Participation and Co-production:** Working to embed the experience of people who have lived in Temporary Accommodation in our approach to this action plan, building on our existing track record in GM and the work of the APPG on Temporary Accommodation.
 - **Workforce Development:** Develop opportunities for our statutory homelessness workforce to connect, reflect and enhance their professional development, recognising the vital role played and extreme pressures faced by people in Local Authority homelessness services.

27. The components of this workplan will evolve over time and some elements will move more quickly than others. Key outputs of this action plan may include:

- An **enhanced evidence base** for the fundamental reforms we need to see to tackle the housing crisis in Greater Manchester, to inform our influencing priorities.
- **Investment proposals** for the new supply of temporary accommodation and housing in the round.
- Collaborative working around the **health, social care, education and wider offer** for families in Temporary Accommodation.

- **New or adapted commissioning** activity to enhance the support offer to households in Temporary Accommodation.

28. This workplan will be owned and governed by GM Local Authority Homelessness Leads, facilitated by GMCA.

3.2. Objective 1: Better Data on spend and usage

29. Our first priority in understanding how regional collaboration can support a response to rising temporary accommodation placements is to improve our collective understanding of demand, the market and opportunities to improve VFM.

30. The outputs of this exercise show that the financial landscape for Temporary Accommodation across GM is unsustainable. The gross spend on rent alone by GM authorities between January and March 2024 was £18.6m - implying an annual spend of £74.6m.

31. Local Authorities can recoup some of the costs of Temporary Accommodation rent via the Housing Benefit regime, however this rarely covers the full cost incurred. For Temporary Accommodation that is not owned and managed by the Local Authority themselves, or a Registered Provider of social housing, Local Authorities may only claim the relevant Local Housing Allowance rate for that property as at 1st January 2011.

32. This means that the amount that can be recovered from DWP is continually and rapidly diverging from the actual costs of delivering this accommodation. In Greater Manchester we estimate that, on average and with significant inter-regional variation, **42% of rents are recovered via the housing benefit regime** in a typical year.

33. In the three months for which spend data has been reviewed, only about 42% (£7.9m of the £18.6m total) was recovered through HB subsidy. The remainder represents a net loss by local authorities equivalent to £43m collectively per annum. Without intervention by the Government, annual net losses will continue to grow with inflation and spiralling rent costs.

34. This only covers the net cost of rent and therefore does not include any other associated expenditure either directly such as asset and maintenance investment costs, human resources (e.g. Accommodation Support Workers, and Homelessness Teams) or indirectly or indirectly (e.g. wider infrastructure costs on social care,

education etc.). For Context, GM Local Authorities only received £10.5million in Homelessness Prevention Grant for 2024/25.

35. Core drivers of this cost increase include:

- Increased use of bed and breakfast, nightly paid housing and other forms of emergency Temporary Accommodation.
- Increasing number of placements into Temporary Accommodation overall
- Increasing length of stay for households
- Household composition, particularly the difficulties securing move on accommodation for larger families.

36. A further barrier is created by the lack of move-on options for authorities. Without longer-term accommodation for households to progress into, many are stuck in (often inappropriate) Temporary Accommodation for extended periods of time. While this clearly leads to poor outcomes for families, longer stays are also intrinsically more expensive for local authorities. Our initial analysis suggests that 27% of households in Temporary Accommodation over the measured period were had been in Temporary Accommodation for over a year.

37. Aside from the financial pressure this creates, extended stays in Temporary Accommodation caused by the shortage of realistic housing alternatives, creates extremely challenging environments for families and vulnerable individuals. Families, including children, can find themselves in limbo, residing in accommodation in which it can be difficult to cook healthy food, do homework, stay connected to family and friends and build a life together. This situation not only impacts the well-being of individuals but also hampers their ability to build stable lives.

3.3. Objective 2: Enhanced Collaboration/Out of Borough Protocol

38. A sustained increase in demand for temporary accommodation not only leads to increasing cost to Local Authorities, but it also leads to a diminishing pool of available properties. These pressures can be exacerbated by other actors in the market competing for the same property types (e.g. asylum dispersal accommodation, criminal justice accommodation contracts, exempt supported housing providers etc.)

39. This can lead, especially in areas facing the highest pressure, to Local Authorities having to place households beyond their borders. Managed well, Out of Borough

placements can represent a significant positive move especially from Bed and Breakfast and other unsuitable accommodation.

40. Every GM LA makes placements outside their borough periodically and it is likely that the need for such placements will continue for some time. In GM, the growth in out-of-borough placements has mirrored the overall Temporary Accommodation growth, escalating by 67.7% over the past four years. This surpasses the national average, with England experiencing a 27.8% rise in equivalent out-of-borough placements.
41. While placing families out of their immediate area may be a necessary short-term measure, there is a need mitigate the implications of this temporary displacement on household wellbeing.
42. GM Local Authorities already work well together to manage out-of-borough placements, recognising the regionality and peculiarities of the Greater Manchester housing market.
43. As part of this action plan, it was agreed to codify this good practice into a principles-based protocol for Out of Borough Placements which is intended to:
 - Improve transparency and information sharing
 - Enhance the quality and suitability of temporary accommodation
 - Ensure a collaborative approach to homelessness placements
 - Achieve better grip over the market
 - Improve consistency and practise
44. This report seeks approval to the co-designed protocol in **Appendix 2**.
45. Underpinning this work, we will continue to identify areas for deeper collaboration across the region on Temporary Accommodation placements, including:
 - Technological solutions and information governance enablers to ease the sharing of information across Local Authorities
 - Collaboration with the wider public service offering, reflecting the key role that Social Care, Health, Community Safety, and other public sector actors play in ensuring people and families get the right support.
 - Getting better data on the fluidity of temporary accommodation across GM, including analysis of Local Authorities outside of GM placing into the region.

3.4. Other Objectives: Early Thinking and Planning

46. The first two action plan objectives provide a firm foundation in which to develop and deepen our collaboration on Temporary Accommodation across GM.

a. **New supply:**

- i. The emergence of the Housing First City Region concept and forthcoming flexibilities within the Affordable Homes programme present a unique moment to consider the supply of housing to alleviate temporary accommodation usage from both a long term (general needs social, council and affordable) and medium term (bespoke Temporary Accommodation housing solutions) perspective.
- ii. There is an abundance of good practice in GM (described below) in driving the new supply of accommodation to meet emerging demand for emergency housing.
- iii. We are keen to explore options to scale what's working well and bring new models of investment and housing delivery to support the acquisition of good quality, well managed properties across GM whilst reducing Temporary Accommodation costs to Local Authorities. Options could include:
 - Long term leasing of accommodation, building on existing models within the region.
 - Strategic use of the Private Rental Sector, utilising our collective buying power to derive better VFM.
 - Social investment models to acquire properties for LA use as Temporary Accommodation, patiently building a portfolio of permanent, low-cost assets.
 - Collaborative work to bring empty homes, or those due to be disposed of by landlords, into use as accommodation for GM Local Authorities.
- iv. Greater Manchester Housing providers will play a key role in driving forward our ambitions in this space. Fundamentally, social housing providers play a critical role in ending long term housing need by providing permanent, secure, affordable housing. Opportunities to build on our already strong partnership include:
 - **Supporting New supply:** Understanding how GMHP can support our supply ambitions both in terms of accelerated social housing delivery and supporting Local Authorities with new housing models.

- **Strategic use of existing stock:** supporting our efforts to understand how we can work together to make best of the existing portfolio, including right-sizing initiatives to unlock larger homes; retaining as much social housing as possible through collaborative approaches to empty homes and disposals; and emerging opportunities through the Gm Housing First City Region project.
 - **Expediting housing access:** The timeliness of accessing this housing is key; delays in preparing the accommodation for new tenancies can lead to longer stays for households in temporary accommodation. Incentives to reduce this are well aligned, as minimising delays to void and re-let times can deliver savings to housing providers and Local Authorities alike. We will build on the existing collaboration with GMHP to assess current processes and identify where efficiencies can be achieved to reduce void times and expedite the transition into secure, long-term housing is crucial.
- v. GMCA is currently undertaking financial modelling and forecasting based on the spend data available to us, to understand which of the various investment and supply models might yield the best VFM for Local Authorities in the long term.
- vi. Once a workable new supply intervention has been developed and identified, we will seek approval from Leaders for specific investment proposals.

b. Improving quality:

- i. Whilst our new supply ambitions and out of borough protocol should help to drive up the standard of temporary accommodation over time, there are further opportunities to develop an agreed set of standards for Temporary Accommodation housing quality.
- ii. A starting point for this should always be the desire to minimise Bed and Breakfast placements and utilise more suitable offers which minimise disruption to families and individuals.
- iii. The Good Landlord Charter (GLC) represents one such opportunity. The GLC is a voluntary accreditation scheme which will cover all aspects of renting where there is a landlord/tenant relationship, including Social, Private and Specialist rented housing. Apart from emergency B&B placements, Temporary

Accommodation falls within the definition of Specialist Rented Housing and there is a clear desire from the GLC Coordinating Group to include this within the scope of accreditation.

47. As the GLC develops, it is appropriate to consider how this might be utilised to drive up standards, with the potential to embed being a GLC accredited landlord as a requirement in Temporary Accommodation specifications.

- i. Alongside this, we will work with government to understand how the forthcoming implementation of the Renters' Reform Act and potentially the Supported Housing (Regulatory Oversight) Act might impact on (and potentially leverage improvements in) Temporary Accommodation standards.

b. Participation and Co-production:

- i. Whilst GMCA and our Local Authorities have a strong track record embedding participation in our work, it is recognised that we have yet to engage in much meaningful participation for households in Temporary Accommodation.
- ii. The original VFM exercise carried out by Centre for Homelessness Impact included visits to Temporary Accommodation schemes in Greater Manchester and speaking to people who were living in Temporary Accommodation.
- iii. The APPG on Temporary Accommodation, which is helpfully administered by two organisations working in GM (Justlife and shared Health), is also role-modelling ways to ensure that the voice of individuals and families in Temporary Accommodation is central to systems change work.
- iv. We are keen to build on this work through:
 - Building on the continued co-production of the GM Homelessness Prevention Strategy through legislative theatre.
 - Working with GM Homelessness Action Network to develop the co-production of our emerging work on new supply and Temporary Accommodation quality.
 - Supporting the work of Locality Homelessness Partnerships to ensure alignment between local and regional co-production and action on temporary accommodation.
 - The recruitment of a GROW Lived Experience role into the GMCA Homelessness and Migration Team which, alongside our Changing futures Co-production Panel, can support emerging co-design work.

c. Workforce Development:

- i. There is a need to recognise that the ever-increasing pressure that drives increasing demand for temporary accommodation can also have profound impacts on homelessness and housing options teams within Local Authorities.
- ii. Our Housing Options workforce plays a vital role in preventing homelessness and the relentless pressure that comes with working as the first response to the housing crisis can be overwhelming.
- iii. Building on existing experience delivering professional networks and workforce development activity across GM, GMCA will explore opportunities to develop a community of practice for frontline statutory homelessness professionals, providing a shared space to make connections, identify shared problems and develop professionally. Early progress has been made in upskilling Housing Options teams on immigration and asylum issues and this provides a useful template.
- iv. We will also explore opportunities to look at building the skills base of this workforce, recognising the highly skilled work that LA homelessness teams do is not always recognised or professionally accredited.

3.5. Good practice to build on in Greater Manchester

48. Despite the sustained and accelerating operational, financial and demand pressures faced by Local Authority Homelessness teams over the last 15 years, there are numerous examples of best practice in Greater Manchester to draw upon in preventing homelessness and reducing Temporary Accommodation usage.

49. Key examples include:

- **Manchester City Council Temporary Accommodation and B&B reduction:**
Manchester has achieved extremely impressive results in driving down Temporary Accommodation usage over the last 2 years. Bucking the national trend, MCC have seen a reduction in Temporary Accommodation usage from a peak of 3,316 households in December 2022 to 2,826 at the end of June 2024.

Most impressively, MCC have reduced the number of families in B&Bs from a peak of 227 in February 2023, to just seven families by the end of June this year, of which zero had been in B&B accommodation for more than six weeks as per statutory requirements.

- **Inclusion Health for households in Temporary Accommodation:** There are many examples of integrated working with health services for families in Temporary Accommodation benefit from. This includes pilot projects whereby schools and GPs are notified when a household is placed in Temporary Accommodation to ensure that extra pastoral support can be provided and continuity of healthcare assured. Furthermore, there are examples of exceptional primary care services working specifically with populations experiencing homelessness, including Urban Village and Salford Primary Care Together.
- **Close working with Registered Providers of Social Housing:** there are many examples of social housing providers directly providing Temporary Accommodation for Local Authorities either directly or via leasing schemes across Greater Manchester, including in Tameside, Bury and Wigan. Not only do Registered Providers bring additional assurance around quality of provision (as heavily regulated landlords), but this also eliminates any subsidy loss, allowing LAs to reclaim the full cost of renting Temporary Accommodation.
- **Integrated approaches to prevention:** Many of our LAs have expanded their homelessness service out into areas and communities where they can have the greatest impact in preventing homelessness. This includes Manchester City Council establishing prevention hubs and working closely with schools in key neighbourhoods in Manchester with higher rates of homelessness and temporary accommodation. Equally, Salford City Council have successfully embedded homelessness prevention officers on hospital wards to work directly with people waiting to be discharged who are at risk of homelessness, to support timely adaptation and reconnection to their homes rather than having to move into emergency accommodation.
- **Private Rental Sector Leasing:** Manchester City Council plans to enter into longer term (10 year plus) leases for temporary accommodation properties to enable full recovery of the costs of renting, drive down use of Bed and Breakfast and reduce out of borough placements.
- **Innovative Supply Models:** Rochdale and Tameside have worked with Cornerstone Place to develop new build and/or refurbishment projects to bring new

supply of emergency housing online. This model brings together a partnership of Local Authorities, the Developer, Housing Providers and specialist support providers to develop new sustainable models of emergency housing with no subsidy loss to the Local Authority.

4. Influencing Priorities

4.1. Lobbying Priorities Ahead of Spending Review

50. Whilst the GM Temporary Accommodation Action Plan provides a useful framework for collaboration, if we are to make any significant progress in driving down rates of homelessness and Temporary Accommodation, ultimately, we need to see national government set the right policy conditions and operating environment.

51. Ahead of the Spending Review, we have identified several key reforms which would help to reduce Temporary Accommodation demand and expenditure:

- Extension for the **Housing Investment Loan Fund** and continuation of the Affordable Homes Programme post-March 2026 to maintain our housing delivery momentum.
- Changes to **Housing Benefit Subsidy guidance** to allow Local Authorities to recoup the full cost of Temporary Accommodation, which could unlock up to £43million p.a. in Greater Manchester
- Enhance and reform the **Homelessness Prevention Grant** – Current rates are insufficient to invest in prevention at scale, reflecting a £10.5m allocation for Greater Manchester Local Authorities. This is despite recent, abandoned, attempts to reform the underlying formulae which would have seen all GM LAs receive an increase in funding.
- Commitment to maintain **Local Housing Allowance** rates to at least at the 30th percentile of private rents annually.
- Urgent **funding certainty** over core funding streams due to end on 31 March 2025 – including Rough Sleeping Initiative and Rough Sleeping Accommodation Programme.
- **Immediate investment into off-the-streets accommodation to drive down rough sleeping** - ensuring the Rough Sleeping Initiative reflects current demands, after a 3-year tapering budget.
- As part of the emerging long-term housing strategy, significant investment in ringfenced capital and revenue funding to enable the development and delivery of **supported**

housing and homelessness prevention floating support, following the template set out by Supporting People from 2003-2011.

52. Cross-departmental investment and coordination around the prevention of street homelessness at both a national and regional level.

GM Homelessness Pressures: Temporary Accommodation – GM Action Plan

August 2024

Action Plan: Overview

Agreement for there to be a strategic response to the temporary accommodation crisis faced in Greater Manchester. **Adopted recommendations stem from Centre for Homelessness Impact, Smith Institute Report and APPG's suggestions to local and national government. Recommendations are categorised into the following themes:**

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1

Data Management &
Insights

2

Strategic Initiatives &
Enhanced Collaboration

3

Temporary Accommodation
Housing Standards

4

New Housing Supply

5

Coproduction & Lived
Experience Inclusion

6

Workforce Development

1 Action Area: Data Management & Insights

Recommendations: Implementation of a 'data excellence' initiative In-depth temporary accommodation spend analysis

Ownership

March '24



**Homelessness & Migration
Housing Needs Group (LA's)
TA Task & Finish Group
Strategy/Research/Economy**

Objectives

★
Understand the distribution of spend across accommodation types (B&B, Nightly Rate)

★
Identification of high expenditure areas and potential cost saving opportunities

★
Understanding of geographical spend distribution in Greater Manchester

★
Identification of key suppliers and their contribution to overall spend

Suggested Approach



Phase 1 - Establishment of data collection parameters



Phase 3 – Analysis, mapping, reporting and evaluation



Phase 2 – Initial review of data and quality assurance



Phase 4 – Adoption of recommendations and continuous improvement

Outcomes



Understanding of TA expenditure landscape in Greater Manchester & cost saving opportunities



Evidence-based insights to guide policy direction, interventions & reform



Strategic analysis of spending trends to identify patterns & fluctuations



Determination of key factors driving increased costs (demand, availability & market trends)

2 Action Area: Strategic Initiatives & Enhanced Collaboration

Recommendations: Reinforce collaboration on existing protocols Charter Mark for Temporary Accommodation

Ownership

April '24



**Homelessness & Migration
Housing Needs Group (LA's)
Changing Futures
Housing Strategy**

Objectives

★
Strengthen
communication
channels amongst Local
Authorities

★
Political support for
enhancing Temporary
Accommodation
housing quality

★
Out of area
placement policies

★
Improved visibility
and efficiency in
Temporary
Accommodation
placements

Suggested Approach



Assessment of existing protocols and update as appropriate



Workshops for stakeholder input



Agreement on Out of Borough placement criteria (rents, incentives)



Development of agreed set of accommodation & management standards

Outcomes



Renewed commitments from key stakeholders



Out of Borough placement protocol and framework (Temporary Accommodation Charter Mark)



Information Governance Protocols

3 Action Area: Temporary Accommodation Housing Standards

Recommendations: Development of temporary accommodation housing standards to improve quality

Ownership

Nov '24



Homelessness & Migration
Changing Futures
Housing Strategy

Objectives



Minimum standards on property conversions to TA and move-on housing



Enhanced standards for TA that align with existing assurance frameworks (GLC)



Temporary Accommodation standards with Lived Experience insights

Suggested Approach



Collaborate with households with lived experience of homelessness to co-design and refine standards for TA



Work with Good Landlord Charter Coordinating Group to develop standards for Specialist Rented Housing.



Work with Locality Homelessness Partnership to develop TA Action Groups (or equivalent)

Outcomes



A defined set of specific standards for Temporary Accommodation



Temporary Accommodation standards with lived experience insights

4 Action Area: New Housing Supply

Recommendations: Address the challenge of balancing affordable housing needs with immediate pressures

Ownership

Nov '24



Homelessness & Migration
Capital Projects Delivery
Housing Strategy
CA Core Investment Team &
Changing Futures

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Objectives

★
Leverage social investors
and access capital funding

★
Sustainable TA acquisition
models, including PRS
delivery vehicles & new
social housing supply

★
Low carbon sustainability
initiatives considered in
new housing models

Suggested Approach



Explore investment opportunities available to acquire PRS properties for longer-term use



Investigate avenues to increase the supply of social housing for temporary accommodation use



Assess good practises applied nationally and its feasibility for adoption in GM



Engagement of residents with lived experience in new housing development discussions for tailored solutions

Outcomes



Policy response to temporary accommodation acquisitions



Low-carbon initiatives integrated into new acquisitions, and/or new housing models



Sustainable temporary accommodation delivery models (short, medium-long term)

5 Action Area: Coproduction & Lived Experience Inclusion

Recommendations: Involve those with lived experience in decision making Seek insights and recommendations

Ownership

Oct '24



Homelessness & Migration
Changing Futures
Homelessness Action Network

Objectives



Co production is central to key decision-making processes



Approaches are collaboratively designed



Approaches address diverse resident needs through collaboration

Suggested Approach



Person-Centred approach – prioritise the voices of those who have experienced homelessness



Community engagement forums where individuals can share their preferences & priorities regarding housing options



Quality assessment – involve residents to assess accommodation quality & ideas for improvements

Outcomes



Temporary Accommodation standards with lived experience insights



Lived experience feedback to inform decisions on new Temporary Accommodation housing supply

6 Action Area: Workforce Skills Development

Recommendations: Foster a learning network for Homelessness Professionals

Ownership

May '25



Homelessness & Migration
Changing Futures
Housing Strategy

Objectives



Regular knowledge
exchange sessions



Enhanced professional
development and staff
retention



Enhanced staff well-being
for better homelessness
assistance

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Suggested Approach



Engage with
universities to
ascertain learning
opportunities to
enhance staff skills



Explore
opportunities to
become a 'pilot'
area for emerging
housing
professionalism
programmes



Use existing sharing
framework/groups
for learning &
sharing good
practise

Outcomes



Learning network for Local
Authorities

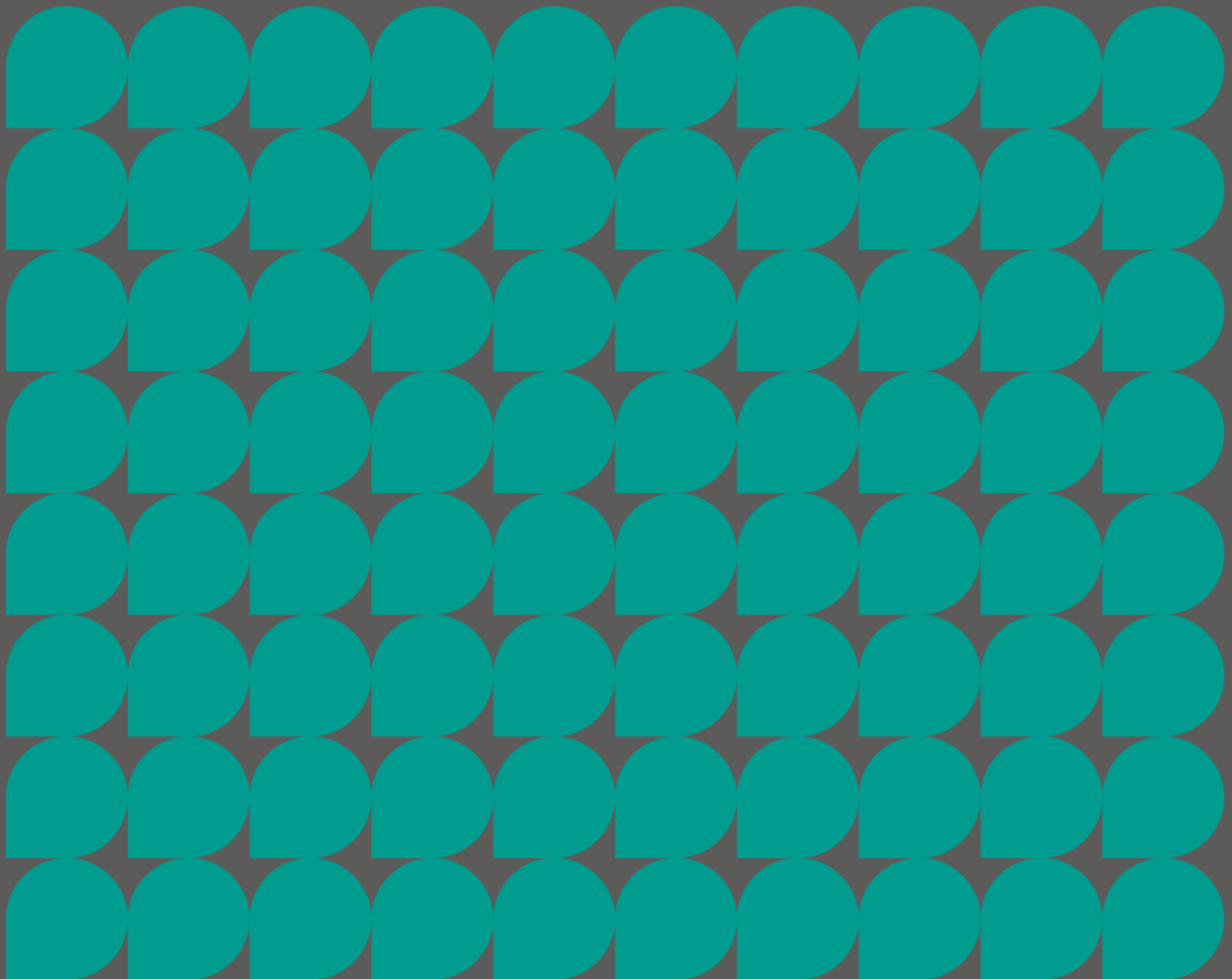


Professionalisation of
Housing Options
workforce

Cross Borough Homelessness Placements

Pan Greater Manchester Out of Borough Placement
Protocol

September 2024



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2. Definitions

- 2.1 **Placing borough:** the borough which acquires temporary or other homelessness related accommodation for a homeless household in another borough in Greater Manchester (GM)
- 2.2 **Host borough:** the borough in which the temporary or other homelessness related accommodation is located in which the homeless household is placed
- 2.3 **Homeless household:** a household, couple or individual person who applies to one of the 10 GM Local Authorities for assistance, either as homeless or threatened with homelessness under Pt VII Housing Act 1996 (as amended by the Homelessness Reduction Act 2017) and is placed temporarily or in alternative accommodation as a discharge of function
- 2.4 **Temporary accommodation placement:** any placement in a unit of temporary accommodation, either made under s.188, s.193 Pt VII Housing Act 1996 (as amended by the Homelessness Reduction Act 2017), or on a discretionary basis where the duty to accommodate does not exist, or no longer exists. This would also include households with no recourse to public funds and others not placed as part of a statutory housing duty or power
- 2.5 **Other Homelessness Related Accommodation Placement:** any placement made pursuant with a homelessness function including the securing of accommodation on other than a temporary basis in order to discharge duty under the Act and all preventative placements and informal placements made outside the Act. This may include any accommodation used to end any homeless duty; prevention, relief or the main duty, by virtue of their occupation of any accommodation, such accommodation will not be regarded as temporary.

- 2.6 **Temporary accommodation:** is housing such as hostels, bed and breakfast accommodation, hotels, refuges and self-contained accommodation occupied under licence that is used to accommodate a household who is homeless.
- 2.7 **The Act:** Part VII Housing Act 1996 (as amended)
- 2.8 **GM:** Greater Manchester
- 2.9 **GM Local Authority/ties:** All Greater Manchester Local Authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan)
- 2.10 **OOB Placements:** Out of Borough Placements

3. Introduction

- 3.1 This agreement covers the use of temporary accommodation throughout Greater Manchester (GM), specifically the placements of homeless households made by any of the Homelessness and Housing Options services within each of the 10 GM local authorities.
- 3.2 This agreement also extends to other placements of homeless households in the discharge of duties, as a preventative intervention or other homeless household placement within or without The Act by GM Local Authorities.
- 3.3 The agreement is for use between the GM Local Authority Homelessness Services and also the Housing Provider organisations who are contracted to provide the homelessness functions on their behalf.
- 3.4 The agreement applies whenever the placing borough secures accommodation for a homeless household within GM which is outside of the boundaries of their own local authority.
- 3.5 The agreement refers to all forms of accommodation used to fulfil any homelessness functions including Bed & Breakfast, hostel, supported housing unit, leased accommodation, refuges and other rented accommodation.

4. Aims of the Agreement

- 4.1 Local Authorities are experiencing immense pressures as the demand for Homelessness Services to provide accommodation has significantly increased. In the latest available data, Greater Manchester saw record levels of Temporary Accommodation placements, with 5,649 households and 7,679 children in TA (Jan-March 2024).
- 4.2 In alleviating these extreme, sustained pressures and meeting their statutory duties, Local Authorities are required to source accommodation at extremely short notice and at unpredictable volumes, which can mean placing people beyond Borough boundaries. Indeed, 85% of local authorities nationally placed at least one household outside of their area between January and March 2024.
- 4.3 Consequently, there is no prohibition on the use of out of area temporary accommodation placements and this agreement does not seek to achieve that.
- 4.4 There is also significant variability in the quality and suitability of Temporary Accommodation placements of various types and the least desirable placement types are Bed and Breakfast placements. A principal focus of this protocol is to support a reduction in bed and breakfast placements for families, with dependent children, as this provision for placements can never be suitable, can only be used in exceptional circumstances and then for no longer than 6 weeks.
- 4.5 Whilst the aim of the protocol is to minimise placements out of borough, equally, given the challenges faced by all GM Local Authorities, this agreement does not proscribe a maximum time-limit on an out of area temporary accommodation placement.
- 4.6 This agreement aims to enhance coordination of OOB Placements for households across Greater Manchester, focussing on six key objectives:
- 4.7 **i) Ensure suitable notification of placements of individual families in need**

4.7.1 To ensure that information is shared between the placing and host boroughs each time a temporary accommodation and other homelessness related placement is made, and to develop open and transparent information sharing between Officers in different authorities concerning homeless households in GM. This includes ongoing communication with any GM authority area within which any Council are operating or are seeking to operate regarding placements and planned placements (to the end of securing temporary and other accommodation placements related to homelessness).

4.8 ii) Address the shortage of accommodation in certain geographical areas in an appropriate manner

4.8.1 To ensure that particular neighbourhoods are not disproportionately impacted due to high numbers of short term, temporary placements or other placements of households and that the placing borough are aware of any community cohesion issues or service demand issues which may impact on the suitability of any property proposed to be used.

4.8.2 To ensure that any interventions in the local housing market by one borough in another borough does not adversely impact the receiving area's ability to meet needs locally.

4.9 iii) Prevent price inflation and promote fair market practises across the Greater Manchester region

4.9.1 In order to minimise the number and lengths of OOB placements, an LA should take reasonable steps, in accordance with its Temporary Accommodation Policy and the code of guidance, to source TA within its district.

4.10 iv) Foster improved communication amongst GM Local Authorities and Landlords for existing and planned placements

4.10.1 To support the monitoring of movement of homeless households within GM.

4.10.2 To improve communication between the local authority homelessness services in GM, and to enhance information sharing procedures and safeguarding commitments.

4.10.3 To ensure that all OOB placements are fully supported within other Boroughs to avoid the impact and increased demands on Local services but to also ensure the OOB placement household receives and has access to the required and appropriate support.

4.11 V) Enhance the quality and suitability of temporary accommodation

4.11.1 To ensure that homelessness households placed in temporary and other accommodation are safeguarded and that all relevant information is shared with the appropriate services.

4.11.2 To ensure that the accommodation where households are placed complies with relevant housing quality standards including health and safety, hygiene and fire legislation and regulations.

4.11.3 To ensure that accommodation provided meets relevant legal housing quality standards, including health and safety, hygiene and fire regulations. Moreover, aligning with Greater Manchester's Good Landlord Charter ('supporter' participation) and ensuring the level of support is suitable for all household members' needs.

4.11.4 To ensure the suitability of accommodation in line with the homelessness code of guidance and recognise that Bed and Breakfast placements for families (with dependent children) is unsuitable but permitted up to 6 weeks if no suitable alternative provision is available.

4.12 Vi) Improved consistency and practise

4.12.1 GM Local Authorities' temporary accommodation practices will be in line with the Homelessness Code of Guidance and additional guidance published by the Local Government Association. This ensures that all practices adhere to the latest standards and best practices recommended by national and local bodies.

5. Background

- 5.1 There are a number of Bed & Breakfast, hostels, supported housing units and leased accommodation schemes throughout GM that are used as temporary accommodation for homeless households.
- 5.2 Whilst in the majority of cases, each of the homeless services in GM is able to accommodate the households they assist within their own local authority area, increasing demands on homelessness services has meant that the use of out of borough placements has been escalating. Although it is recognised that some placements that are classed as out of area may improve a household's housing situation (e.g. where a household is at risk of violence in the home borough), or may still be close to the home borough, increasing numbers are being placed a long way from their last settled accommodation.
- 5.3 The increased use of low cost, low quality private sector accommodation in areas where there are already a disproportionate number of people on short term placements (e.g. due to asylum dispersal) is having a significant impact on these communities and causing increased, unpredictable demand for school places, health and social care services. Local services are not equipped to respond to the scale and pace of population change and concerns have been raised regarding the poor condition of some of the properties being used.
- 5.4 Councils have been criticised for not considering the full circumstances surrounding a homeless household when making the offer of temporary accommodation, and for not alerting the host borough authority when placing a homeless family there. Such concerns were highlighted in the case of *Nzolameso v Westminster City Council* 2015.
- 5.5 There is a requirement under The Housing Act 1996 for the placing borough to give notice to the host borough (a section 208 notice) whenever a household is placed in temporary accommodation outside the local area is used:

“So far as reasonably practical, a local housing authority shall in discharging their housing functions under this part secure that accommodation is available for the occupation of the applicant in their district

If they secure that accommodation is available for the occupation of the applicant outside their district, they shall give notice to the local housing authority in whose district the accommodation is situated.”

- 5.6 The process of notifying the host borough about placements of temporary accommodation across boroughs lacks consistency and completeness, failing to adhere to and comprehensively share information as required under s.208.
- 5.7 The purpose of this agreement is to agree on a set of parameters for out of borough placements made to meet homelessness statutory duties not only in relation to temporary placements but also any placements that are secured in order to discharge homelessness functions.
- 5.8 Reconvening this protocol will ensure that in an event where it is necessary to place a household out of their locality area, this placement is coordinated between both the placing and host authority with full transparency to ensure there is continuation of support for the vulnerable household.
- 5.9 GM Local authorities shall negotiate and procure accommodation with landlords based on agreed-upon terms and inducements outlined in the protocol

6. Principles of the Agreement

6.1 The key principles that will inform the way cross borough temporary accommodation and other homelessness related placements will be undertaken and managed in GM are:

Principle 1: Commitment to Inform

6.2 All boroughs who place a household in relation to homelessness circumstances into accommodation in another borough will inform the host borough of the placement in all circumstances. This includes all placements made to discharge a duty under The Housing Act, including all temporary and discharge of homelessness functions.

6.3 The information to be shared with the host borough, as a minimum, will include each of the following;

- The placing borough
- The full name, date of birth and contact details for the applicant
- The number of people & ages of adults & children in the household
- The address and postcode of the temporary accommodation used
- The date on which the accommodation was made available
- Which function the housing authority is discharging in securing accommodation
- The tenure of the accommodation, e.g, lease, assured shorthold tenancy
- The name, contact telephone number and email address of the officer making the temporary accommodation placement
- The name, contact telephone number and email address of the accommodation officer or landlord at the temporary accommodation
- Details (including name and contact details of officers) for any other agencies (e.g. social services / probation / support agencies) who are working with the household
- Whether the household includes a child on the child protection register or a child in need
- Whether the household includes any vulnerable adults

- 6.4 There maybe a range of information a placing authority wishes to share, either through the S208 notice (appendix 2) or through another form to support the placement. (A more complete list suggested by the LGA can be found in appendix 1)
- 6.5 Where there is a placement of a vulnerable household, e.g someone subject to adult social care and/or families with children, subject to high level child concern/child protection, and others who may present with issues associated with risk, the placing authority must advise as to these vulnerabilities and detail of relevant agency involvement, including contact details. They should also inform those relevant agencies of the placement and request they undertake any appropriate disclosures to the receiving authority as necessary.
- 6.6 For an out of area placement made in a property for the first time, the placing authority will notify the host authority when a HHSRS inspection has been undertaken.
- 6.7 This information will be entered into a pro-forma (see appendix 2) and emailed to the host borough within 5 working days of the placement being made.
- 6.8 The placing borough will also notify the host borough, within 5 working days, the date that any placement ends and a household is no longer placed within that borough.
- 6.9 Each of the local authorities in GM will supply contact details (email address and telephone number) of the officer or team who will receive the notification of placement. (see appendix 3)
- 6.10 Generic team email addresses (eg:homelessdutyofficer@authorityname.gov.uk) and contact telephone numbers should also be used, to ensure that staff absence or change in personnel does not result in a notification not being picked up (see appendix 3).
- 6.11 The completed pro-forma will always be shared via a secure email address or other secure notification methods in order to ensure the safety of the personal data it contains.

- 6.12 Placing boroughs notify the host boroughs, within 5 working days, not only when a household is placed but also when they are returned to their own borough or if there are any changes in address.

Principle 2: Own Borough First

- 6.13 Each local authority in GM will aim to use accommodation within their own borough in the first instance, wherever reasonably practical.
- 6.14 Where suitable temporary accommodation cannot be found within their own borough, the cross-borough placement must be made as close to their own borough as reasonably possible. This does not mean an LA has to exhaustively consider all potential temporary accommodation options in LA areas that are closer to the placing LA.
- 6.15 The cross borough placement should be made with the intention of returning the household to their own borough as soon as reasonably practicable. The placing borough should notify the host borough when they place a household within accommodation and then notify again when they move them back to their own borough or there is another change of address.
- 6.16 Where possible local authorities using the same temporary accommodation providers should seek to work with them to facilitate the 'swapping' of provision to enable households to return back in borough at the earliest possible convenience and reduce the use of OOB placements.
- 6.17 Intent for Return – temporary accommodation placements made outside the borough should be with the explicit intention of returning the household to their own borough as soon as practicably possible and safe to do so.
- 6.18 All Local Authorities should aim to minimise the term of an out of area placement but the protocol does not express any maximum time-limit on an out of area temporary accommodation placement.

Principle 3: Safeguarding

- 6.19 Local authorities should avoid placing the particular vulnerable households in temporary or accommodation arrangements outside of their own borough

(where appropriate). When prioritising applicants for in area placements: work, education and support needs take priority.

- 6.20 If a vulnerable household is placed outside of an authority's own borough, the intention should be that this placement is made for the shortest time possible and that adequate support is provided and/or facilitated by the placing authority.
- 6.21 If a vulnerable household is placed outside of an authority's own borough, the intention should be that this placement is made for the shortest time possible/appropriate and that adequate support is provided and/or facilitated by the placing authority.
- 6.22 All support agencies and organisations who are working with the household shall be notified, to ensure continuity of support for the household and that all safeguarding and risk management requirements are met.
- 6.23 The safety and protection of vulnerable households remains paramount and all existing local safeguarding protocols and procedures will continue to be followed.
- 6.24 The named officer and team within the placing borough and/or host borough may also be required to pass on information about the accommodation placement to other agencies in certain circumstances, for example for the prevention and detection of crime and/or to manage potential risks to local community. The decision when to share such information, and who to share this with, shall be made at a local level within each individual borough.
- 6.25 Any placement and in particular longer term private rented / discharge of homeless functions placements should be avoided where there may be ongoing Children or Adult Safeguarding concerns (whether subject to current protection interventions or not) and / or where there are significant mental health or addiction treatment service implications. However, if such a placement is required where there are significant potential for safeguarding, mental health or treatment concerns, the primacy of Children Act or Care Act as well as mental health/treatment implications should prompt the placing authority to raise each case with the social care teams / services both within

their own authority and those of the receiving authority area in advance of any placement where ever possible or as soon as practicable thereafter where this is not possible in advance.

- 6.26 Service users' rights, preferences, and needs shall be respected and taken into consideration in placement decisions.
- 6.27 Fairness: All individuals and families in need of accommodation shall be treated equitably and without discrimination.
- 6.28 Where an authority places a household out of area and subsequently discharges functions, the placing authority, where necessary, will commit to making any social care referrals (be that Children Services or Adult Social Care) to the relevant team within their own authority.
- 6.29 It is noted that the Children Act and Care Act have differing approaches to local connection and residence. This protocol recognises that once a function has been discharged and the temporary accommodation has been withdrawn, that household will cease to be resident. The protocol suggests further work to be undertaken by Greater Manchester Directors of Children and Adult Services to agree processes for any Children Act or Care Act assistance that may be necessary after the discharge of functions for an OOB placement.

Principle 4: Information to Tenants

- 6.30 To support the transition to a new area, all local authorities should support households before, during and after their move. This should include providing the household with key information on their new area.
- 6.31 Households being placed out of area should be provided as a minimum with the following information:
- Provision of a clear occupancy agreement, be it that a licence or tenancy agreement
 - Details of the accommodation that they are being offered, including how to report any repairs and who to contact if they have any difficulties

- Details of the support to be provided and who to contact if they have any difficulties
- Information about their new local area e.g. details regarding local authority services, health services or access to places of worship
- Information on local travel and transport, especially back to their home area

Principle 5: Collaboration

- 6.32 GM Local Authorities will collaborate to address any issues or challenges that arise from OOB Placements, ensuring that the needs and welfare of the households are prioritised.
- 6.33 Regular meetings or communications will be established between placing and host boroughs to discuss ongoing cases, share best practices and coordinate efforts to return households to their home boroughs where feasible.
- 6.34 Host boroughs will provide feedback within 5 working days to placing boroughs regarding any concerns or issues with the placements to facilitate prompt resolution and support for the households involved.
- 6.35 Boroughs will work collaboratively to develop and implement approaches/strategies to minimise the need for OOB Placements to enhance the availability of suitable accommodation within each borough.

Principle 6: Fair market practices

- 6.36 The placing borough should, as far as is practical, ensure that the rent paid on accommodation takes reasonable account of what the host borough could pay and is not at a level that is likely to encourage unduly the inflation of local rent levels and other associated charges. Nor should any disproportionate inducements be paid to landlords to secure accommodation in another borough. The amount of rent and other housing costs proposed to be charged, to the household who will be placed within the property, will be recorded on the form attached at appendix 4.

- 6.37 Where there is evidence that the rent and/or incentives being paid or proposed in respect of the placement(s) are higher than levels the host borough would pay or are able to pay and/or is in excess of amounts normally paid by the receiving borough for comparable accommodation, the placing borough commits to engaging with the receiving borough in order to reduce such rent and incentive levels in line with those normally paid locally.
- 6.38 Where there are existing arrangements on similarly higher rent / incentives than normally provided locally, the placing borough commits to reduce rent/ incentives through any periodic review between the placing borough and the provider landlord.
- 6.39 The placing borough also commits to avoid any concerns that current residents are being or may be displaced so that the landlords can achieve an increased payment for the accommodation.
- 6.40 Any discharge of functions placements are to be into accommodation that is affordable beyond any initial incentive, short-fall top up period and must not rely upon any assumed access to local Discretionary Housing Payments within the receiving area.
- 6.41 The points set out in paragraphs 6.36 to 6.40 do not represent a prohibition on any Local Authority from negotiating a financial package with an accommodation provider for a letting made in another area.
- 6.42 The intention of paragraphs 6.36 to 6.40 is to ensure that each Local Authority become more mindful of the impact on other Local Authorities of financial arrangements negotiated with accommodation providers and are committed to minimising disproportionate use of inducements and negative impacts upon receiving authority area.
- 6.43 Where an authority have ongoing placement arrangements with a provider / landlord for sequential placements into a property or portfolio of properties, the placing authority will undertake to inform the receiving area the levels of rents and other financial incentives paid for those properties.
- 6.44 GM Local Authorities commit to the development and agreement of pricing matrix which will set out agreed rent levels and incentives for all types of

provisions used for homelessness placements, including Private Rented Sector properties, Hostels, Bed & Breakfast and nightly paid provisions. The pricing matrix aims to promote consistency, fairness and transparency across all GM Local Authorities, preventing the inflation of rent levels and ensuring cost-effective use of public funds.

- 6.45 Temporary Accommodation is a national issue and Local Authorities from outside Greater Manchester also make placements within the region. The pricing matrix will be developed in consultation and collaboration with the Local Government Association and/or the Ministry of Housing Communities and Local Government, in order to secure a wider national approach to pricing for OOB Placements.
- 6.46 The aim of the pricing matrix is to promote consistency, fairness and transparency across all GM Local Authorities, preventing the inflation of rent levels and ensuring cost-effective use of public funds.

The pricing matrix will be reviewed and updated as appropriate to reflect changes in the housing market and ensure it remains fair and effective. Feedback from all GM Local Authorities will be considered in these reviews to ensure the pricing matrix meets the collective needs of the Greater Manchester area.

Principle 7: Properties meet a good standard, aiming for alignment with GMCA's Good Landlord Charter

- 6.47 The Housing Act 2004 (section 4) requires that local authorities inspect residential properties for hazards in situations where it either believes hazards may exist or it is otherwise reasonable to do so. Properties which are being used to accommodate households will be free of category 1 hazards as defined by the Housing, Health and Safety Rating System (HHSRS) at the time of the offer.
- 6.48 When an out of area placement is made in a property for the first time, the placing authority must make arrangements to ensure that the property is inspected by a competent council officer or an HHSRS qualified inspector independent of any managing agent involved in the booking of the property.

This should be within five working days of the placement being made. If agreed by both placing and receiving authorities, inspections could be carried out by the receiving authority. Where article 3 of the 2012 suitability order applies, the authority should have information in relation to the property before the placement is approved and, in such cases, it may be necessary for an inspection to be carried out before the placement. The requirement for an independent inspection does not apply where the household has found their own accommodation or has expressed a preference to move to a distant area and agreed in writing that they are happy to move to accommodation which has not been independently inspected.

- 6.49 Where properties are used for anything other than a short-term emergency basis, all authorities commit to ensuring the adequacy of that accommodation. Where an accommodation is used for an on-going basis, beyond anything other than a one-off short term individual placement, authorities will commit to ensuring standards are sufficient by undertaking a HHSRS inspection.
- 6.50 Where a short-term placement is extended to a period beyond 28 days the authority will commit to undertaking an HHSRS inspections, or utilise other mechanisms to ensure the property is of an adequate standard.
- 6.51 The placing borough should ensure that landlords of multi-occupied residential buildings have in place appropriate management and maintenance systems to ensure any fire safety equipment or equipment which may represent a fire hazard, is maintained in good working order, and in accordance with the manufacturers instructions. Landlords are also required to ensure that furniture and furnishings supplied must comply with the Furniture and Furnishings (Fire) (Safety) Regulations 1988 (as amended).
- 6.52 All properties will be visited by an officer, from the placing borough who is appropriately qualified in assessing a property under the HHSRS to ensure that it is in a reasonable condition (does not have a CAT 1 Hazard and CAT 2 hazards are being adequately addressed) before any household is placed there and ensure through an annual inspection or other mechanisms to ensure that the property remains at a suitable standard. This should include

that the property is a 'safe and healthy environment' for any household placed there.

- 6.53 All properties must meet the required standard in relation to Gas Safety (Installation and Use) Regulations 1998. Households will be given a copy of the current Gas Safety Certificate before they move in.
- 6.54 A copy of the energy performance certificate must also be provided to the household. All properties to have a minimum rating of E for all new tenancies from April 2018.
- 6.55 All properties will have a working smoke detector on each floor. This will be tested before a household moves into the property and the main applicant will be given instructions on testing these regularly. Carbon monoxide detectors will also be in place in properties where there is any gas appliance.
- 6.56 The placing borough will ensure that the landlords of any properties being proposed for use are 'fit and proper persons to act as landlords'. This will include:
- Enquiries being made to determine if any local authority housing enforcement action has been taken against the landlord
 - Enquiries being made to determine if the landlord has any criminal convictions which would deem them not to be a fit & proper person
- 6.57 While immediate needs are a priority, there is a long-term commitment by all GM Local Authorities to improving the quality of temporary accommodation, with a future aspiration to have all accommodation used for Homelessness Services in alignment with Greater Manchester's Good Landlord Charter ensuring a good standard of living for all households.

7. Property Use

- 7.1 In the case of *Nzolameso v Westminster City Council* 2015 the Supreme Court reiterated the council's statutory duties under sections 206 and 208 Housing Act 1996, which state that local authorities must provide homeless applicants with suitable accommodation, which as far as reasonably practicable must be within their area. Failing this, authorities must try to place the household as close as possible to where they were previously living and to avoid serious disruption during the process. However it was clear that this doesn't preclude out of area placements where they are unavoidable. The Court also emphasised that authorities have a duty to safeguard and promote children's welfare under s11(2) of the Children Act 2004, when making decisions regarding temporary accommodation placements. The judgment made it clear that this duty requires a proactive approach in determining suitability and made particular reference to access to school places and health services.
- 7.2 The case of *Adam v Westminster* (2018) further informs the position on out of area placements. The judgement made the following key points:
- A housing authority is entitled to take account of its own resources, the difficulty of procuring sufficient temporary accommodation and the practicalities of securing that it is local.
 - If there is in-borough accommodation, it does not follow that the authority must offer it to a particular applicant
 - The decision in an individual case may depend of the temporary accommodation policy adopted by a local housing authority which should set factors which will be considered in allocating accommodation, including that which in in-district and that which is out of area.
 - if a local housing authority has a lawful temporary accommodation policy, which it implements correctly, then its decision making on an individual case will be lawful

The judgment highlights the importance of accommodation suitability taking precedence over in-borough availability.

- 7.3 Where local authorities are seeking to procure private rented accommodation outside of their own borough with the intention that a property will be used on an ongoing basis as temporary accommodation they should have a discussion with the host borough and share all relevant information (see appendix 4) prior to procuring the property. This should include any accommodation secured under a leasing arrangement.
- 7.4 This information will be entered into a pro-forma (see appendix 4) and emailed to the host borough in advance of any property being procured. A telephone discussion between relevant service managers would also be useful where there are genuine concerns over:
- the quality of accommodation
 - the concentration of short term accommodation within a neighbourhood
 - the capacity of local health, education or other support services
 - risks to social cohesion/levels of ASB/crime within a neighbourhood
 - level of rent charged or inducements paid
- 7.5 These issues should form a significant part of the placing boroughs decision whether to proceed with the procurement of the property in question.
- 7.6 The host borough will respond within 14 working days as to whether or not a property is suitable for procurement. Where the host borough does not respond within this time period the placing borough may assume that there are no issues and proceed with procurement of the property. The host borough will maintain records of the addresses of properties being requested and will raise concerns regarding any impacts in relation to capacity issues due to large numbers of properties being requested within particular areas.
- 7.7 The need to source temporary accommodation in a timely way, and often on an emergency basis, means that the placing LA has the right to use the property offered pending the host LA responding in the 14 day period. The placing LA should have regard for the views of the host LA but ultimately the

legal duties associated with the securing of temporary accommodation under Part VII 1996 Housing Act are the responsibility of the placing LA'.

- 7.8 Further guidance is available on the Homelessness Code of Guidance & LGA's 2023 guidance.
- 7.9 Where accommodation has been sourced and placements made, where this subsequently gives rise to concerns as to the appropriateness of particular placements within any given locality, including for example, neighbour complaints and political objection the placing authority commits to proactively work with the receiving authority to mitigate concerns.

8. Support for Households placed outside of the Borough

- 8.1 Local authorities must have regard to the Equality Act 2010 and Public Sector Equality Duty & where appropriate/required undertake an EIA assessment with particular regards to suitability and location of the accommodation.
- 8.2 Likewise, all households with particular needs should be taken into account as per statutory guidance.
- 8.3 Households who are in receipt of statutory services should be prioritised for being accommodated within their own local authority. Where this is not possible, they should be prioritised for a move back to their own borough as soon as a suitable property becomes available. Where households are in receipt of a statutory service the responsibility for providing that service will be retained by the placing local authority unless specific arrangements are made with the host borough.
- 8.4 The placing borough should ensure that ongoing support is provided to all households placed outside of their area. This should include regular home visits to ensure that the property in which they are placed is still suitable for the households needs and that any repairs have been identified and reported promptly. All households placed outside of their own local authority should be contacted on a minimum weekly basis, with property visits conducted on at least a monthly basis for the initial period of two months and subject to a further needs assessment frequency may be increased or reduced depending on needs. However, a minimum contact and property visit should be no less than three months.
- 8.5 The placing borough should ensure that any households, whose support needs escalate following the allocation of a property, or where their vulnerability or behaviour is having an impact on the neighbourhood, are prioritised for a move back into their home borough and in the interim period additional support is provided. The placing borough will notify the host

borough on a weekly basis of action taken to progress the move back into the home borough and confirm the additional support in place.

- 8.6 Where a placement breaks down – for example through loss or abandonment of the interim / temporary accommodation – the placing borough should ensure it continues to fulfil any ongoing legal duties in terms of rehousing and support.
- 8.7 The Secretary of State considers that applicants whose household has a need for social services support or a need to maintain links with other essential services within the borough, for example families with children who are subject to safeguarding arrangements, should be given particular attention when temporary accommodation is allocated, to try and ensure it is located in or close to the housing authorities own district. Careful consideration should be given to applicants with a mental illness or learning disability who may have a particular need to remain in a specific area, for example to maintain links with health service professionals and/or a reliance on existing informal support networks and community links. Such applicants may be less able than others to adapt to any disruption caused by being placed in accommodation in another district.

9. Monitoring movement throughout Greater Manchester

- 9.1 Monitoring of the cross-border placements in Greater Manchester shall be conducted on a case by case basis between the placing borough and the host borough as minimum & outlined in the statutory guidance.
- 9.2 All GM Boroughs commit to supporting the work on monitoring of out of OOB placements and discharge duties.
- 9.3 All GM Boroughs commit to providing the host borough with an updated property list of addresses that are being used on an on-going basis, including detail of rent and other charges paid for the accommodation (quarterly basis).
- 9.4 Any concerns regarding any aspects of the operation of this protocol including policy, process and individual placements will be dealt with between named Officers and escalated as appropriate to more Senior Officer within each local authority.
- 9.5 Any amendments, updates or issues with this overarching agreement shall be discussed and implemented through the GM Housing Needs Group.

Greater Manchester Combined Authority

Date: 27 September 2024

Subject: Greater Manchester Brownfield Housing Fund Reallocations

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

Purpose of Report

This report seeks the GMCA's approval to the reallocation of £21.3m of funding from the GMCA Brownfield Housing Fund.

Recommendations:

The GMCA is requested to:

1. Approve the £11.1m allocations to projects identified in the "2024/25 Reallocations" schedule at Appendix 1.
2. Approve the £10.2m allocations to projects identified in the "2024/25 In-Principle Reallocations" schedule at Appendix 1, subject to successful due diligence being completed.
3. Approve the variations to projects detailed in Appendix 2.

Contact Officers

Key contact officer:

Andrew McIntosh Andrew.Mcintosh@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

It is recommended that the proposal is supported, as set out in the paper. The Decision Support Tool has identified the proposal will positively impact Housing and the Economy. The impact on the Carbon Assessment is currently unknown at this stage of the programme and will be monitored during and at the end of the programme.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation			
Equality and Inclusion					
Health					
Resilience and Adaptation					
Housing	G	The proposal will positively contribute to the number of affordable homes in GM. The proposal supports brownfield land being brought back into use where market failure has otherwise made this unviable. It may also support surplus to use buildings being demolished or retained and refurbished for new homes.			
Economy	G	The deployment of £115m grant funding will contribute to improving economic development in the residential construction sector and associated supply chains. The deployment of £115m grant funding will support the delivery of 7000 new homes which will in turn increase jobs in the construction sector. The deployment of £115m grant funding will support the delivery of 7000 new homes which will in turn create jobs in the construction sector. The proposal will attract wider investment into GM. Wider investment will include private sector and other public sector funds. The proposal will increase opportunities for training and skills development in the construction sector and wider, e.g. apprenticeships.			
Mobility and Connectivity					
Carbon, Nature and Environment					
Consumption and Production					
Contribution to achieving the GM Carbon Neutral 2038 target		Schemes that are to be considered as part of this grant award from DLUHC will have due regard to sustainability credentials in line with the Carbon Neutral 2038 target and applied through an agreed set of criteria.			
Overall	G Positive impacts overall, whether long or short term.	<table border="0"> <tr> <td>A Mix of positive and negative impacts. Trade-offs to consider.</td> <td>R Mostly negative, with at least one positive aspect. Trade-offs to consider.</td> <td>RR Negative impacts overall.</td> </tr> </table>	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.
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	TBC				
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					
La	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 grants will be conditional upon a satisfactory outcome of detailed due diligence and ongoing monitoring confirmation that the schemes are being delivered satisfactorily.

In view of the nature of the Ministry of Housing Communities and Local Government grant funding agreements for the Brownfield Housing Fund, any conditions will be mirrored in agreements between the GMCA and scheme promoters, mitigating any risk retained by the GMCA.

Legal Considerations

The GMCA have entered into agreement with MHCLG in order to receive the grant. The terms and obligations within the MHCLG grant agreement will continue to be flowed through to the ultimate grant recipients within the onward grant agreements to ensure that potential risks to the GMCA are passed on to those grant recipients.

An onward grant agreement and other associated legal documentation will be completed for each scheme ahead of the first grant payment.

As this is a grant the subsidy control position has been considered. The grant agreement from MHCLG to the GMCA is not deemed to be a subsidy as the GMCA will be acting as an intermediary for the funding and flowing through all of the grant money, other than its reasonable administrative costs, to grant recipients to deliver the various Brownfield programme funded schemes. The GMCA is therefore acting in the capacity of an

intermediary of the grant funding which is in line with the Government's Subsidy Control Statutory Guidance. Subsidy Control requirements will be considered further for each individual scheme allocation as part of the detailed due diligence, with any allocation being compliant with the Subsidy Control legislation.

Financial Consequences – Revenue

In a previous report £500k was approved to be used from Housing Investment Loans Fund surpluses towards legal costs. Some budget remains from this approval and it is proposed that any further costs will be funded from the overage payments received to date from historic Brownfield grants.

Financial Consequences – Capital

Capital expenditure is formed of £21.3m from the Brownfield Housing Fund devolved to GMCA. These reallocations are to maintain an overprogrammed position in 2024/25 to ensure the required spend of £74.9m is met this year.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

1. GMCA Trailblazer Devolution Deal (GMCA approval on 24th March 2023)
2. GMCA Brownfield programme (Devolution Trailblazer deal) - Methodology and Year 1 Allocations (GMCA approval on 30th June 2023)
3. Greater Manchester Brownfield Programme - Year 2 and 3 Methodology and Allocations (GMCA approval 26 January 2024)
4. GM Brownfield Programme (GMCA approval 14th May 2024)

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 GMCA manages a Brownfield Housing Fund (BHF) with monies from several sources: £135m capital allocations from the 2020 – 2025 MHCLG programme, and the £150m capital allocation as part of the 2023 Devolution Trailblazer. These are subject to rules set out in the associated grant agreements, including requirements to spend certain amounts of the allocations in certain financial years without the possibility of moving funding between years.
- 1.2 Allocations of the Trailblazer BHF funding for 2024/25 and 2025/26 financial years were approved by GMCA in January 2024. Since then, several projects have been withdrawn by applicants. The withdrawal of projects supports the need to maintain an overprogrammed position in order to ensure that the in year spend target is achieved. In order to do this, it is proposed a further £21m of projects be brought forward for approval. If approved this would take the overall programme to a position of being 23% overcommitted, which is an appropriate level of overcommitment based on previous years' experience.
- 1.3 To date, GMCA has successfully spent all tranches of brownfield funding awarded by government in line with targets set and continues to meet the outputs required.

2. Funding Withdrawals

- 2.1 The allocations approved by GMCA in January 2024 were made on the basis that projects would draw down funding in the year(s) originally forecast and where this was no longer possible, the allocation would be withdrawn.
- 2.2 Projects which received an allocation in January 2024 that experience significant slippage will be added to the 'reserve list' of projects. This is the list of projects that applied for funding in late 2023 but were not selected as part of the initial allocations round approved in January 2024. This means they could, should they later demonstrate the ability to draw down funding in this financial year and further programme headroom be identified, have their allocations reinstated. This would be subject to further approval from GMCA.

3. Funding Reallocation Process

- 3.1 As noted in paragraph 2.2 above, projects that applied for funding in late 2023 but were not selected as part of the initial allocations round approved in January 2024 were held as a reserve list.
- 3.2 Local authorities were asked to review their respective parts of the reserve list and indicate which of the projects they considered would likely be able to draw down funding by the end of March 2025.
- 3.3 In addition, proposals were invited for new projects which were also considered likely be able to draw down funding by the end of March 2025.
- 3.4 Finally, proposals to increase the level of grant funding for projects with existing allocations were requested. These were principally to:
- a) Reflect positive changes in the projects (e.g. an increased number of units);
 - b) Address a wider strategic objective (transition from affordable rented to social rented units); or
 - c) To secure Homes England funding which otherwise could be allocated outside of Greater Manchester.
- 3.5 All schemes must meet the eligibility criteria required by government:
- Benefit Cost Ratio of 1 (plus non-monetised benefits);
 - Green Book appraisal;
 - Evidence of market failure; and
 - Housing delivery starts on site by March 2026.
- 3.6 The recommended allocations set out in this paper are based on the deliverability of the projects and their capability to draw down funding in the 2024/25 financial year. All are understood to meet the criteria set out in paragraph
- 3.7 Given the short amount of time to carry out the reallocation process and associated due diligence, it has not been possible to reach a conclusive view on the deliverability of all projects. As such, it is proposed that, for those projects for which the deliverability requires further scrutiny, allocations are made on an 'in-principle' basis. These projects will be subject to further investigations to be undertaken

within a month of this approval to confirm compliance with the requirements set out in paragraphs 3.5 and 3.6; allocations are contingent on projects meeting these.

- 3.8 A full list of the projects to be awarded reallocated funding and in-principle project allocations can be found at Appendix 1.
- 3.9 Together, these allocations will deliver the following:
- 25 projects supported;
 - £21,163,863 funding allocated on firm and in-principle bases;
 - 1,702 homes will be unlocked and supported, of which 563 are expected to be affordable homes and 102 social rented homes;
 - 40% of schemes will be built to Future Homes Standard or above; and
 - £12,435 average grant rate per unit (exclusive of existing allocations for projects in receipt of additional funding).
- 3.10 GMCA recognises the aspiration to deliver a higher proportion of social rented homes in line with wider GM priorities. The scope to do so is limited in that the maximum intervention rate of £30,000 per unit is generally less than the additional cost to change the tenure to social rented from other tenures. This is before the financial challenges of delivering on brownfield sites is considered. In addition, the inability to move funding into future years is a condition of the funding set by MHCLG, resulting in an approach focussed solely on supporting schemes that are capable of spending the funding in this financial year.
- 3.11 Across the GMCA Brownfield programme, the target is to unlock brownfield land with capacity for at least 16,230 homes by 2025/26. With these reallocations GM expect to comfortably exceed this target.

4. Other Variations

- 4.1 There are several projects that were allocated funding through previous approvals, however due to changes in project circumstances it is recommended that the Grant Recipient is amended. Details of these variations can be found in Appendix 2.

5. Next Steps

- 5.1 Projects in receipt of reallocated funding will be subject to the same monitoring and performance framework as projects with existing allocations to ensure continued compliance with GMCA's requirements.
- 5.2 All projects will also be subject to a further rigorous due diligence process prior to entering into a Grant Funding Agreement which will safeguard GMCA's interests and ensure that recipients deliver the homes supported by the grant, including the agreed proportion of affordable homes. This will include, where appropriate, overage provisions to limit excess profit arising from the projects.
- 5.3 Reallocation of funding as set out in this report, in conjunction with existing allocations, are expected to allow expenditure of funding in 2024/25 in accordance with targets agreed with government. Should there be further slippage, it may be necessary to make further reallocations in which case additional approvals will be sought from GMCA to ensure compliance with the agreed spending profile.

6. Recommendations

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

Appendix 1

2024/25 Reallocations

Page 2/2

Authority	Scheme Name	Recipient	Number of Homes	Brownfield funding required (£)
Manchester	Grey Mare Lane Plot A (Great Places) *	Great Places Housing Association	3	+£45,000
Manchester	Kenyon Lane Moston	Jigsaw Homes North	9	£180,000
Manchester	Lathbury Road	Jigsaw Homes North	6	£150,000
Manchester	Princedom Street *	Mosscaire St Vincent's Housing Group	22	+£91,534
Manchester	Talbot Mill	Capital&Centric (Adored) Limited	190	£2,850,000
Oldham	Brookdale Mews	Galleria Homes	13	£234,000
Rochdale	Corner Plot, Rochdale *	Rochdale Development Agency	33	+£121,579
Rochdale	Hornby Street †	Rochdale Council	12	+£120,000
Rochdale	Pilsworth Road †	Rochdale Council	8	-£120,000
Salford	Manchester Road West (Cutacre) - Phase 1	Great Places	71	£1,420,000
Salford	One Heritage Tower	One Heritage Tower	542	£2,800,000
Stockport	Stockport Probation Centre	Britannia Stockport Limited	45	£650,000
Tameside	Stamford Street Central, Ashton	Jigsaw Homes Tameside (JHT)	35	£700,000
Trafford	Bridgeworks	GDS1 Limited	32	£1,000,000
Trafford	Royal Canal Works	RCW Stretford Limited	11	£165,000
Trafford	Sale West Phase 3 *	Irwell Valley Homes	66	+£330,000
Wigan	Pit Pony, Ashton-in-Makerfield	Watson Construction (Holdings) Limited	22	£330,000

* Allocation is additional to existing funding approved by GMCA in January 2024.

† Allocation reflects equal and opposite movement of funding between two projects due to changing number of units.

2024/25 In-Principle Reallocations

Authority	Scheme Name	Recipient	Number of Homes	Brownfield funding required (£)
Bolton	Globe Works	Zorin Finance	134	£2,100,000
Manchester	One Chorlton	P J Livesey Group	235	£4,900,000
Oldham	Thornham Mill	Santhouse Pensioneer Trustee Company Limited (The)	60	£365,000
Oldham	Holt Street (former Mill and abattoir site)	MCI	53	£848,000
Stockport	Stockport 32-36 Lower Hillgate	Heaton Group	22	£440,000
Tameside	Britannia New Mill	Millson Group Ltd	45	£900,000
Tameside	Stockport Rd, Mossley	KMM Homes Ltd	25	£343,750
Wigan	Heysham Road/ City Road, Pemberton	Wigan Council	8	£200,000

Appendix 2

2024/25 Funding Variations

Authority	Scheme Name	Recipient	Brownfield funding required (£)	Reason for Variation
Manchester	Peelers Yard	CERT	£640,000	Previous approval was for £1.068m to Mulbury, who fell into administration. New Grant Recipient is CERT and grant amount £0.64m number of units increasing from 73 to 81.
Rochdale	The Junction, Middleton	First Choice Homes Oldham	£480,000	Grant Recipient was previously J Walker Homes Limited, however, following sale of land, the new Grant Recipient is First Choice Homes Oldham.
Tameside	228 Stamford Street Central	228 Stamford Street Central Ltd	£255,000	Grant recipient was previously Bricks & Soul Trading Ltd but is now B&S Ashton Ltd.

Greater Manchester Combined Authority

Date: 27 September 2024

Subject: Atom Valley Mayoral Development Zone (MDZ) Business Plan 2024 - 2025

Report of: Andy Burnham, Mayor of Greater Manchester

Purpose of Report

To seek approval from GMCA for the Atom Valley MDZ Business Plan 2024 – 2025.

Recommendations:

The GMCA is requested to:

Approve the draft Atom Valley MDZ Business Plan 2024 - 2025 (Appendix A).

Contact Officers

[Andrew McIntosh](#) – GMCA Place Director

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

Approve the Atom Valley MDZ Business Plan 2024 - 2025.

Atom Valley MDZ is an important vehicle to drive the delivery of high-profile development in GM. This business plan sets out activities for the forthcoming year to support the projects within Atom Valley.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	The Business Plan will drive forward long-term transport improvements across the Atom Valley MDZ
Health		
Resilience and Adaptation	G	Integrating environmental sustainability into all projects being brought forward is a key tenet of the Atom Valley MDZ Ensuring sustainable design of new green and blue infrastructure, as well as improvements to the existing will be promoted for all projects within the Atom Valley MDZ
Housing	G	Development of 7,000 homes across Atom Valley MDZ will boost supply and help ease the housing crisis Via the creation of homes with an affordable tenure, and also affordable to run (via low-carbon / NZIO) Via the creation of 7,000 new-build, low-carbon / NZIO homes
Economy	G	The Business Plan will drive forward the long-term development of 1.6m sqm of employment space and the creation of 20,000 new good quality jobs Proposals will ensure that existing local residents have the skills to benefit from the new jobs available via an Atom Valley-specific innovation strategy that will encompass the support and promotion of R&D Key target is to attract local and international inward investment Business Plan will drive forward engagement with education and skills providers and also influence the curriculum's to ensure the right skills are available in the local work force for employers
Mobility and Connectivity	G	Business Plan will drive forward proposals to ensure the correct digital infrastructure is delivered across Atom Valley Significant transport infrastructure improvements across a wide-range of modes is a key tenet of the Business Plan Business Plan will drive forward these proposals Significant SRN improvements are required, outcome of this is not yet known with regards to congestion Improvements will be brought forward across a range of transport modes Active travel and public transport improvements are a key tenet of the Atom Valley MDZ SRN and local highway improvements will be undertaken across the MDZ
Carbon, Nature and Environment	G	Any impacts have not yet been quantified, however the ambition is to improve sustainability and the environment Business Plan will ensure that all schemes improve biodiversity Changes will occur but can not yet be quantified Business Plan strives to deliver low-carbon employment space and housing as well as improvements to public transport accessibility
Consumption and Production	G	Cannot yet be quantified, however Business Plan seeks innovation to reduce waste and improve recycling across all activities within the MDZ
Contribution to achieving the GM Carbon Neutral 2038 target		n/a

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	TBC			
Residential building(s) renovation/maintenance	N/A			
New build non-residential (including public) buildings		<p>Range of buildings and final EPCs not yet known as designs are still being developed</p> <p>Number of projects are seeking energy efficiency improvements and operational carbon reduction through refurbishment works</p> <p>Range of buildings being brought forward with individual energy and heating systems in each. Final proposals are not yet known as designs are still being developed</p> <p>Not known as each building will have its own individual costs and target improvement works once designs are complete.</p> <p>Some projects are targeting high BREEAM ratings</p> <p>No biodiversity assessments undertaken</p> <p>Projects targeting improvement to active travel access</p> <p>As the projects are still in the design stage the number that will include on-site renewables and the number of EV charging points is not yet known</p>		
Transport				
Active travel and public transport		Business Plan will drive forward proposals to ensure appropriate transport infrastructure is delivered across Atom Valley, incorporating active travel and public transport modes.		
Roads, Parking and Vehicle Access		Design details are in large part to be determined but the standards to be applied will ensure that the developments within Atom Valley minimise impact on existing communities and vehicle access is appropriate and encourages other transport modes.		
Access to amenities		Business Plan will drive forward proposals ensuring transport infrastructure that provides accessibility to local services and amenities.		
Vehicle procurement	N/A			
Land Use				
Land use				
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

See paragraphs 2.2 to 2.3

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

- Establishment of the Atom Valley MDZ – Paper to GMCA on 29 July 2022
- Atom Valley Mayoral Development Zone (MDZ) Business Plan 2023 – 2024 – Paper to GMCA 28 July 2023
- Updated Greater Manchester Strategy

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?

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction / Background

1.1 In July 2022 the GMCA agreed to the establishment of a Mayoral Development Zone within the Atom Valley Growth Location (at the time called the North East Growth Location). It was agreed to call the new entity the Atom Valley Mayoral Development Zone.

1.2 The Atom Valley MDZ is focused on three principal growth sites; Northern Gateway, Kingsway Business Park / SMMC and Stakehill. These three projects have the potential to provide 20,000 new jobs, 7,000 new homes and 1.6 million square metres of employment space through public-private partnership. The Atom Valley MDZ has a focus on creating an “Advanced Materials City” and establishing a national leading Advanced Materials “mega cluster” for Greater Manchester,

building on the existing manufacturing supply chains and skills base. Atom Valley will create and retain jobs, offer better job opportunities and enable training and skills development to increase the number of residents in employment.

- 1.3 The designation of an MDZ was to ensure there is a clear mechanism to align public and private sector investment and ensure that there is commitment to the principle to delivering inclusive and sustainable growth across the three sites and the adjoining towns.
- 1.4 Under the terms of its establishment the Atom Valley MDZ was to form a Board (set out in Section 2) that would oversee the development of a Business Case (currently in progress) and an annual Business Plan as well as drive forward the vision set out in 1.2 and 1.3 above.
- 1.5 It is proposed GMCA approves this draft in the first instance, prior to formal adoption by the Atom Valley MDZ.

2. Governance and Accountability of the MDC

- 2.1 The MDZ is governed by its Board, which is chaired by Paul Ormerod, an economist and visiting professor in the Computer Science department at University College London. The other Board members are:
 - Andy Burnham – Mayor of Greater Manchester
 - Cllr Eamonn O'Brien – Leader of Bury Council
 - Lynn Ridsdale – Chief Executive of Bury Council
 - Cllr Arooj Shah – Leader of Oldham Council
 - Harry Catherall - Chief Executive of Oldham Council
 - Cllr Neil Emmott – Leader of Rochdale Council
 - Steve Rumbelow – Chief Executive of Rochdale Council
 - Lynda Shillaw - Chief Executive of the Harworth Group PLC
 - Dr Peter Thompson – Chief Executive of the National Physical Laboratory
 - Gareth Russell – Joint Managing Director of Russells
 - Andrew Russell – Joint Managing Director of Russells

- Richard Jones – Vice-President for Regional Innovation and Civic Engagement at the University of Manchester

2.2 The MDZ Board has formed the following Sub-Groups that are tasked with the delivery of their specified area of focus:

- Northern Gateway
- Kingsway Park (incorporating SMMC)
- Stakehill
- Engagement, Communications and Promotion
- Skills
- Innovation

2.3 The MDZ Board meets quarterly and provides an oversight role of all activity as well as providing expertise, managing risk and addressing issues as appropriate.

2.4 The preparation of an annual Business Plan by the MDZ Board enables the GMCA and the three District Councils to exercise oversight and control of the MDZ and be assured that the MDZ is acting in a manner which is consistent with their priorities.

3. Business Plan 2024 - 2025

3.1 The draft Atom Valley Business Plan 2024 – 2025 is attached at Appendix A and details the key strategic projects which have been prioritised over the plan period to deliver the long-term ambitions and vision of Atom Valley. The Business Plan also includes further detail on the individual Sub-Group workstreams and target outputs.

4. Recommendations

4.1 Recommendations are found at the beginning of this report.

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Atom Valley Business Plan 2024 / 2025

1. INTRODUCTION

Atom Valley is a Mayoral Development Zone (MDZ), established in August 2022 with the focus being three key sites:

- Northern Gateway;
- Stakehill; and
- Kingsway Park (incorporating the Sustainable Manufacturing & Materials Centre - SMMC)

These three projects have the potential to provide 20,000 new jobs, 7,000 new homes and 1.6 million square metres of employment space through public-private partnership. This scale creates an opportunity to leverage the benefits of clustering, creating a network of innovation between companies and the research departments of local universities and the institutes which translate this work into practical, applied innovations.

ID Manchester, an area immediately next to the University of Manchester, has been designated as the Investment Zone for GM alongside Atom Valley. The proximity of these means a national leading mega-cluster of advanced materials and machinery companies can be developed, generating positive feedback to create high levels of productivity which are more than the sum of the parts of the individual companies within the cluster.

The envisioned “Advanced Materials City”, led by public sector intervention, will operate at the forefront of new technology and engineering, building on the existing manufacturing supply chains and skills base in Atom Valley.

Places for Everyone (PfE) 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 and supported by new infrastructure. PfE 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 North East Growth Corridor (NEGC) is the Growth Location which includes Bury, Oldham and Rochdale local authority areas. NEGC is the single largest employment opportunity for the city-region, delivering thousands of quality jobs and thousands of new, quality, low carbon homes linked to sustainable transport. Atom Valley sits within the NEGC Growth Location.

Since the MDZ was established, six Sub-Groups (outlined in more detail in Section 4) have been formed to drive forward development, growth, and skills across the MDZ area. Their individual targets and workstreams are set out in detail in this document. The MDZ Board

coordinates these Sub-Groups to ensure that their activities contribute to the wider objectives of the MDZ and Atom Valley.

Overall, Atom Valley presents the biggest opportunity in Greater Manchester to attract inward investment and long-term economic growth, focusing on advanced materials and the manufacturing sector. 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.

DRAFT

2. VISION

The MDZ will utilise its expertise and influence to unite local stakeholders to unlock funding, drive forward progress and deliver the vision. The over-arching Atom Valley vision can be summarised across the following nine points¹.

- 1. Atom Valley's vision is to create a dynamic, interconnected manufacturing mega-cluster, blending innovative world-class industry with ground-breaking research and development.*
- 2. Unmatched in its size and scale in Greater Manchester, it will create 1.6 million square metres of employment land for industrial uses and 7,000 zero carbon homes across three development sites in Bury, Oldham, and Rochdale, creating 20,000 new good quality jobs.*
- 3. Led by a partnership of developers, industrialists, universities, and local government, Atom Valley will develop market-facing strategies to secure the public and private sector investment needed to realise the transformational opportunity.*
- 4. Taking inspiration from successful examples such as the London Docklands and Salford Quays, Atom Valley will take a long-term approach to deliver large-scale regeneration and build a nationally significant industry cluster in one of the most deprived parts of the UK, enhancing national prosperity and delivering levelling up.*
- 5. Atom Valley will attract UK and international firms who want to build new manufacturing plants, SMEs who want to scale-up into modern premises, spinouts and start-ups who are ready to move from the lab to the factory, as well as businesses and individuals who simply want to benefit from international standard R&D skills and facilities.*
- 6. Atom Valley will capitalise on existing frontier sector strengths in advanced manufacturing, materials, and machinery in the local area. It will be integrated with Greater Manchester's internationally significant concentration of R&D and innovation assets in sustainable advanced materials and industrial digitalisation which are predominantly, but not exclusively, located on the Oxford Road Corridor.*
- 7. To catalyse the Atom Valley cluster, specialist premises and facilities to deliver large-scale R&D, pilot new applications of cutting-edge manufacturing technologies, and deliver skills training will be created. These open access facilities will also accelerate the diffusion of innovative technologies and approaches to manufacturing firms across Greater Manchester and beyond.*
- 8. Strategically located on the M62 corridor, and already just twenty minutes from central Manchester and 30 minutes from Manchester Airport, major new investments into road, rail, tram-train, and bus infrastructure will enable residents from across Greater Manchester to access jobs on the sites, Atom Valley firms to recruit from one of the UK's largest labour pools, and businesses to access suppliers and markets more effectively.*
- 9. Based in a city region with industry, innovation and partnership in its DNA, Atom Valley will be a model for a new form of greener, inclusive development that drives shared prosperity for Greater Manchester, the North of England and the UK as whole.*

¹ The full Vision and more information about Atom Valley is available at www.atom-valley.co.uk.

3. BUSINESS PLAN KEY OBJECTIVES

This Business Plan sets out the activity that the Atom Valley Mayoral Development Zone (MDZ) Board will oversee during 2024 / 2025 to deliver the long-term ambitions and vision for Atom Valley. The following items are priority workstreams that will accelerate delivery and enable tangible progress to be realised:

1. Endorsement of the Atom Valley SOBC;
2. Start on Site for the SMMC Project;
3. For Northern Gateway:
 - a. Implementation of a detailed Business Plan for Northern Gateway complementary to this MDZ Business Plan;
 - b. Agree and implement an appropriate delivery strategy;
 - c. Agree the Development Framework, including transport, phasing, and infrastructure, and adopt SPDs reflecting the same; and
 - d. Develop and implement a strategy for government engagement, including creation of business cases for increased strategic infrastructure investment.
4. For Stakehill:
 - a. Completion of the Stakehill Outline Business Case; and
 - b. Progress and adopt an Infrastructure-Led Spatial Masterplan

The preparation of the items 3 to 7 above will also play a key role in understanding how to best prioritise funding allocations to ensure maximum delivery of outcomes.

4. ATOM VALLEY MDZ BOARD GOVERNANCE

The Atom Valley MDZ Board oversees the alignment and agreement of long-term aspirations and strategy for the sites within the MDZ, 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 that have been escalated from the Project Boards.

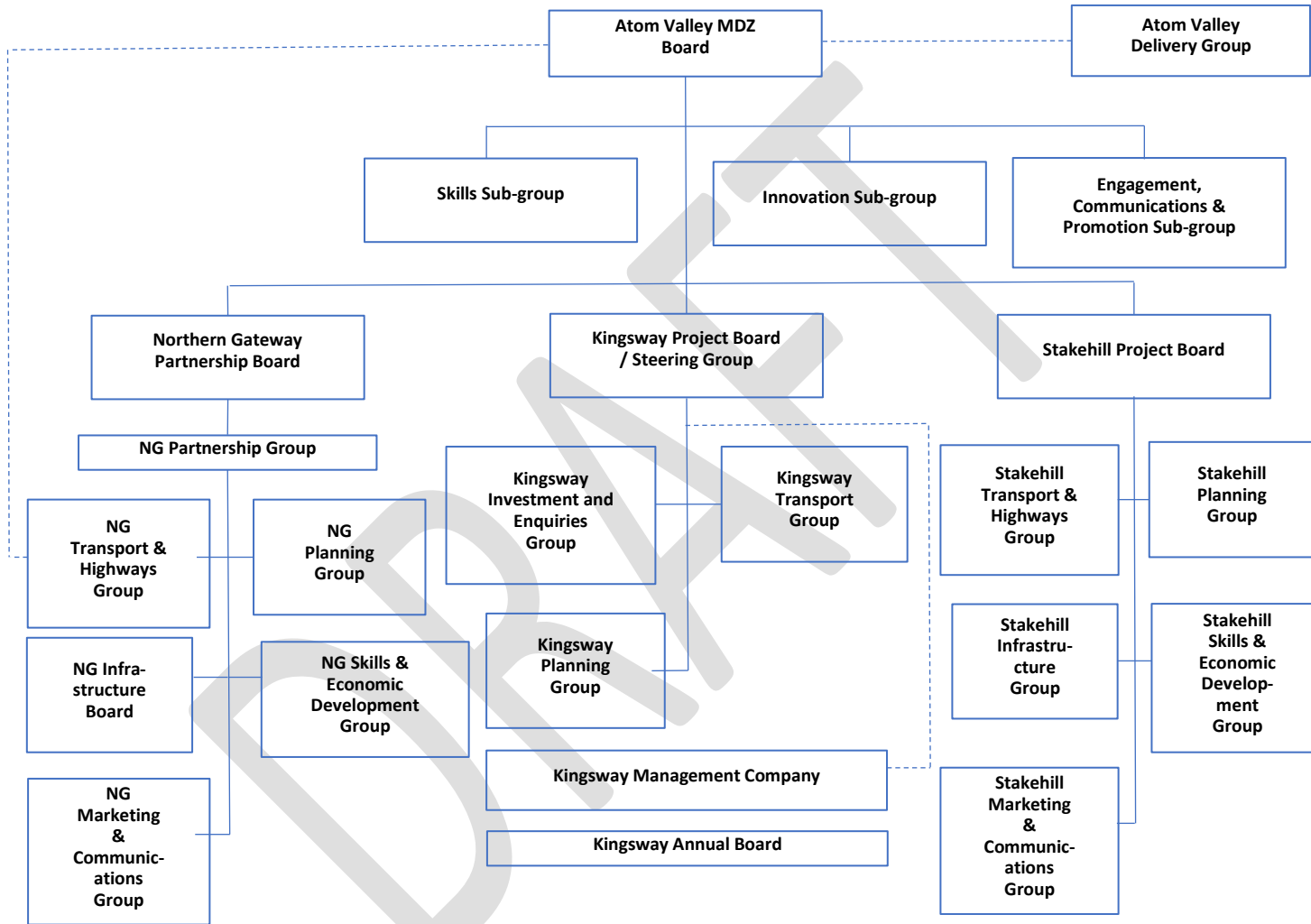
The main purpose of the MDZ Board is to:

- Set in place a time-limited but long-term structure and business plan that would sit outside other organisational contexts and pressures. This will ensure that there are committed and certain resources in place to underpin its investment strategy
- Assist in strategically focussing 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.
- Deliver the single institutional mechanism for 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.
- Have the profile and ability to create a diverse mix of investment propositions to take to the market.
- Have the profile to procure development partners, where this is required, underpinned by land sale agreements or joint ventures between public and private sector partner.
- Be able to bring together appropriate experience and capacity in development and place-making from across the public sector, and at Board-level to create the momentum to support delivery of a long-term and complex change programme.
- 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 project.
- Clarify and set programme requirements and direction.
- Remain focused on key principles deferring detailed analysis to sub groups.
- Monitor high level risks and issues.

The MDZ Board has formed the following Sub-Groups that are tasked with the delivery of Atom Valley:

- Northern Gateway
- Kingsway Park (incorporating SMMC)
- Stakehill
- Engagement, Communications and Promotion
- Skills
- Innovation

An organogram of the Atom Valley groups structure is set out below:



5. NORTHERN GATEWAY DELIVERY SUB-GROUP OBJECTIVES FOR 2024 / 2025

5.1 Overview

The Northern Gateway development comprises two land parcels allocated in PfE; JPA 1.1 at Heywood/Pilsworth, a nationally significant proposal for employment-led development, and JPA 1.2 at Bowlee/Simister, a large residential development. The site straddles the border of Bury and Rochdale and occupies a strategic location adjacent to the M60, M62, and M66. Market analysis considers that this, together with the scale of the opportunity, will attract high quality businesses and employment opportunities.

The Northern Gateway site is now firmly engrained within several Greater Manchester strategies and plans, with support from the Combined Authority. It has the potential to be genuinely transformational and to be a key driver in rebalancing the Greater Manchester economy by boosting the competitiveness of the northern districts. The extent of the site presents a complex delivery challenge on a huge scale.

5.2 Governance

The Northern Gateway Partnership Board will provide strategic support and direction to the project, with a particular focus on the interface between public and private sector interests including the Local Authorities, Combined Authority, the Northern Gateway Delivery Vehicle (NGDV). The Partnership Board will provide a centralised and consistent forum for the resolution of high-level issues where public and private sectors intersect in the delivery of Northern Gateway.

The main purpose of the Partnership Board is to:

- Provide a regular forum for considering and resolving key strategic and delivery critical issues collaboratively across the public and private sectors;
- Provide clear direction to Northern Gateway activities with a public/private interface, recognising the needs and priorities of relevant stakeholders;
- Monitor high level risks and mitigating actions in response to the same; and
- Report into the Atom Valley MDZ Board.

Membership comprises:

Lynne Ridsdale - Chief Executive, Bury Council (Chair)
Steve Rumbelow - Chief Executive, Rochdale Council
Simon Noakes - Executive Director, GMCA
Linda Shillaw - Chief Executive, Harworth Group
Andrew Russell - Chief Executive, Russell LDP
Hollie Good (Minutes / Administration) - Bury / Rochdale Council

Representatives of other key stakeholders will attend as appropriate, based on requirements for additional support and knowledge. It is likely that private sector membership of the Partnership Board will be expanded to include representatives of other major land interests as the project matures.

5.3 Workstreams and Objectives

Focus will be directed towards:

- a. Implementation of a detailed Business Plan for Northern Gateway complementary to this MDZ Business Plan;

- a. Agreeing and implementing an appropriate delivery strategy;
- b. Agreeing the Development Framework, including phasing, infrastructure, and funding models, and adopt SPDs reflecting the same;
- c. Identifying the transport interventions, including public and active travel options, required to support project delivery and creating strategies for the delivery of the same, including the preparation of business cases for early investment in transport infrastructure; and
- d. Developing and implementing a strategy for promotion of the project, with a focus on government engagement, including creation of business cases for increased strategic infrastructure investment.

There needs to be a refocusing of the existing operational arrangements for Northern Gateway to better drive delivery of the project. A range of options are under consideration, including a Mayoral Development Corporation (MDC). Subject to the outcomes of the appraisal of the available options, and securing the appropriate approvals, it is envisioned the preferred approach will be implemented in the forthcoming 12 months.

PfE requires development at Northern Gateway to be in accordance with a comprehensive masterplan, design code and infrastructure phasing and delivery strategy that has been agreed with the local planning authorities (LPAs) to manage the phasing and type of delivery. A Development Framework will be developed for Northern Gateway by Bury and Rochdale Councils, working in partnership with the Northern Gateway JV and other relevant stakeholders as the basis of Supplementary Planning Documents (SPDs) to be adopted by the Councils. SPDs are a material consideration in decision-making for planning applications so the Development Framework is an essential enabler for the timely determination of applications for Northern Gateway. The first planning application is expected to be submitted within the next 12 months.

Transport is a significant enabler for the successful delivery of Northern Gateway. The following transport-focused work will be undertaken to underpin a robust case for the overall scope, cost and importance of transport interventions at Northern Gateway:

- **Transport and Highways Delivery Plan:** Coordination of all Transport and Highways work streams (SRN, Public Transport, Active Travel, Tram-Train and Local Highways) to provide a fully integrated plan to assess priorities and assist in the allocation of both revenue and capital funding;
- **Strategic Road Network (SRN) Improvements:** Preparation of options and business cases to support required improvements to provide augmented SRN access into Northern Gateway. This includes engagement with National Highways and their Project Control Framework (PCF) process; and
- **Local Highways Mitigation:** Continuation of modelling, design and project management to ensure the Local Highways Network can adequately support the Northern Gateway ambitions, including finalisation of Western Access designs and commencement of works, supported by Investment Zone funding.

Northern Gateway is a transformational, nationally significant, project, with dependencies on substantial infrastructure enhancements with associated sizeable costs which will exceed the current capacity of the public sector in Greater Manchester to support. As such it is necessary to advocate to national government, making the case for the required investment ahead of end users being identified to enable attraction of major private investors. This will form part of the GM input to the Autumn 2024 Spending Review and process that follows.

6. KINGSWAY BUSINESS PARK / SMMC DELIVERY SUB-GROUP OBJECTIVES FOR 2024 / 2025

6.1 Overview

Kingsway Business Park is managed by the Kingsway Partnership, which comprises Rochdale Council, Rochdale Development Agency, Homes England and Wilson Bowden Developments (development partner).

Located next to J21 of the M62 and with its own Metrolink stop, it covers an area of 420 acres (169 hectares), of which 275 acres (117 hectares) are development land, with the remainder being primarily environmental green space. Some 75% of employment land has already been developed out, supplying just under 4m sq ft of employment space and in the region of 5,000 jobs.

The SMMC proposals form a key element of the Kingsway Park and wider Atom Valley vision. SMMC is being brought forward by Rochdale Council and the Rochdale Development Agency (RDA) in partnership with the National Physical Laboratory (NPL) and is seen as a catalyst for the creation of an innovation district within Rochdale. SMMC's main activities will include the development of new innovations in advanced machinery and manufacturing processes.

SMMC will also have a significant educational component which hopes to “level up” the local area with skills and training in the advanced machinery industry, and foster deeper links between higher education facilities and industry leading businesses.

6.2 Governance

The Kingsway Project Board (known as Kingsway Steering Group) will oversee the alignment of long-term aspirations and strategy for Kingsway Business Park whilst developing and maintain strategic relationships with key external stakeholders. The Project Board will provide a forum for the resolution of high-level issues encountered during the delivery of the Kingsway programme and projects. The main purpose of the project board is 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 groups
- Monitor high level risks and issues
- Report in to the Atom Valley MDZ Board.

Membership comprises:

- Steve Rumbelow, CEO Rochdale Council (Chair)
- Mark Robinson, Director of Economy and Place, Rochdale Council & Chief Executive of Rochdale Development Agency
- Levi Rickell, Managing Director, Rochdale Development Agency

- Richard Duddell, Senior Project Manager, Rochdale Development Agency
- Christine Buckley, Kingsway Team Administrator, Rochdale Development Agency
- Nick Richardson, Managing Director, Wilson Bowden Developments
- Henry Henson, Development Director, Wilson Bowden Developments
- Dave Ellis, Construction Director, Wilson Bowden Developments
- Ian Smith, Planning Manager, Wilson Bowden Developments
- Simon Herring, Homes England.
- Ross Nicolson, Homes England

The Kingsway Project Board meets every 3 months.

Three groups sit below the project board:

- The Transport Group – meets every three months. Purpose: to discuss Transport and Travel matters relating to Kingsway Business Park
- The Investment and Enquiries Group - meets every month. Purpose: to discuss current position with regard to properties at Kingsway and to seek to link them to known investment enquiries.
- The Planning Group – meets every month or as required. Purpose: to discuss current and future planning matters

The Kingsway Management Company is a separately constructed legal entity which manages the communal areas of the business park, by way of applying service charges to all owners and occupiers. It meets every three months.

6.3 Workstreams and Objectives:

The on-going design and delivery of SMMC is the main priority of the Sub-Group. A planning application is anticipated to be submitted in Summer 2024 and a start on site within the 2024 – 2025 financial year.

Discussions around Subsidy Control, gap funding options and operational management structures will also be worked on in parallel with the property development elements. The operational management structure will include the integration of NPL's new metrology function which will see ten staff members based at SMMC.

The success of SMMC is closely linked to the upskilling and reskilling of local communities across Atom Valley to ensure they have the skills required from future businesses associated with SMMC and its industry clusters. As well as working with Hopwood Hall College to increase the chances of local residents to access current employment opportunities across the Estate, work will continue alongside the Skills and Innovation Sub-Groups to develop a programme of requisite activities and interventions. This will be closely linked to the Greater Manchester Integrated Technical Education system being brought forward across the sub-region. More detail on the Skills Sub-Group proposals for SMMC and Atom Valley is outlined in Section 9 below.

Aside from SMMC, ongoing development and asset management of the Kingsway Estate will continue.

7. STAKEHILL DELIVERY SUB-GROUP OBJECTIVES FOR 2024 / 2025

7.1 Overview

Stakehill Industrial Estate was developed in the 1970s and is located at the end of the A627M Spur, with access from the M62 at Junction 20. The Estate is currently around 90% occupied. Stakehill provides c. 2.9m sq ft of floorspace, spread across some 65 units with a total employment of approximately 3,000 people.

The existing Stakehill is a cross-boundary allocation in PfE (JPA2) which falls within Oldham and Rochdale. Part of the allocation is designated Green Belt and will be allocated for:

- 150,000 sqm of high quality, adaptable, employment floorspace within a 'green' employment park setting, with a focus on suitable provision for advanced manufacturing and other key growth sectors.
- 1,680 high quality homes, including larger, higher value properties, to support the new jobs created within the Atom Valley Growth Location and create a sustainable and high-quality extension to the urban area.

7.2 Governance

The Stakehill Project Board will oversee the alignment and agreement of long-term objectives and strategy for the Stakehill zone, whilst developing and maintaining relationships with key external stakeholders.

The Stakehill Project Board will provide a centralised and consistent forum for the resolution of high-level issues encountered during the delivery of the Stakehill programmes and projects.

The purpose of the Stakehill Project Board is to:

- Direct the development of project briefs and business cases linked to the objectives described above.
- 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-groups.
- Monitor high level risks and issues.
- Nominate leads on each of the 5 sub-groups who would co-ordinate and report to the Stakehill Project Board.
Report into the Atom Valley MDZ Board.

The Stakehill Project Board Objectives are:

- Support, assist and deliver strategy, programmes and projects which are aligned and consistent with the remit of the Atom Valley MDZ.
- Deliver development and create employment opportunities at Stakehill for residents.
- Identify priorities for investment to support new development.
- Improved and sustainable transport links.
- Create and retain employment.

- Offer better jobs with access to higher skilled employment opportunities.
- Improve training and skills development for residents.
- Create and facilitate new residential communities.

Membership Comprises:

- Emma Barton - Deputy Chief Executive, Oldham Council (Chair)
- Steve Rumbelow – Chief Executive, Rochdale Council
- Paul Clifford - Director of Economy Oldham Council
- Mark Robinson - Director of Economy and Place, Rochdale Council
- Representatives from Oldham Council, Rochdale Council's Planning, Investment, Employment, Regeneration and communications teams (i.e. the 5 sub-groups of transport, planning, infrastructure, skills, and communications) and Rochdale Development Agency
- Membership of the Stakehill Project Board to be extended when appropriate to include or have consultation roles for representatives from TfGM, DfT, National Highways, Transport for the North, DLUC Regional Director of Levelling Up and Representative Education and skills and the Stakehill Industrial Estate Business Improvement District

The Stakehill Project Board meets every 6 weeks.

7.3 Workstreams and Objectives:

The main focus will be the continuation of the on-going Business Case process for the Stakehill proposals and infrastructure-led masterplanning. The Strategic Outline Business Case has been completed. The Project Team are now undertaking a review with the intention of moving on to commissioning a full site-wide infrastructure Masterplan and Outline Business Case over the next 12 months. The Masterplan work will include an assessment of options to accommodate advanced manufacturing options (in line with Places for Everyone aspirations).

One of the main priorities is to improve transport links to Stakehill to ensure local residents have the ability to gain access to new employment opportunities. A firm base has been established to date in respect of Active Travel and Bus Connectivity options modelling with wider transport connectivity modelling to be undertaken.

Over the next 12 months, the Stakehill Project Board will strive to build on the Strategic Outline business case to further enhance the deliverability of the site. This will include a further assessment of enabling infrastructure requirements, site access and establishing the appropriate delivery framework.

The Stakehill Project Board will develop an infrastructure-led spatial masterplan for the site. This will inform planning applications to be considered by Oldham and Rochdale Councils for the site and be an enabler for development delivery.

To ensure consistency of approach and maximise opportunities across a wide range of activity, the Stakehill Sub-Group will liaise and co-ordinate with the Engagement, Communications and Promotion, Skills, and Innovation Sub-Groups.

8. ENGAGEMENT, COMMUNICATIONS AND PROMOTION SUB-GROUP OBJECTIVES FOR 2024 / 2025

8.1 Overview

The role of this group is to support the Atom Valley Mayoral Development Zone, advising on the development and delivery of effective engagement, communications, and promotion of Atom Valley.

To enable this, the Sub-group will:

- Develop marketable value proposition(s) tailored to different audiences, for example: government/funding bodies, potential inward investors into the UK, and existing / near businesses.
- Develop an understanding of critical supply and demand inputs including development time, constraints and opportunities, infrastructure requirements, occupiers (including large) and sector clustering and specialisation opportunities.
- Utilise existing and commissioned relevant local and global economic research, analysis etc. and identify any gaps in knowledge that will need to be filled to facilitate a robust approach.
- Participate in shaping the distinct market focuses for Atom Valley
- Ensure alignment with the other Atom Valley Sub-groups. The local authority and developer representatives will ensure links with the three site-based sub-groups. Sarah Porru will ensure linkages with the Skills Sub-group and Neil Eccles with the Innovation Sub-group

8.2 Governance

Membership comprises:

- Mark Hughes (Chair), Group CEO, the Growth Company
- Neil Eccles, Head of Innovation, Rochdale Development Agency
- Alison Salas, Marketing Manager, Rochdale Development Agency
- Emma Barton, Executive Director for Place & Economic Growth, Oldham Council
- Sarah Porru, Assistant Director – Regeneration Delivery, Bury Council
- Karen Johnston, Head of Communications, Engagement & Marketing, Bury Council
- Iain Griffin, Development Director, JV – Russell LDP
- Dan Needham, Development Director, JV – Harworth Group
- Dawn Sexton, Atom Valley PM
- Justin Bentham, Strategic Lead, Growth Company
- Sheona Southern / Victoria Braddock, MD / International Marketing Director, Marketing Manchester
- David Hilton, Business Development Director, MIDAS
- Eleri Roberts, Senior Account Manager, Growth Company Business Growth Hub.

The Engagement, Communications and Promotion Sub-group meetings are held monthly.

Three task groups have been established for agreed priority areas to progress actions in between the monthly Engagement, Communications and Promotions Sub-group meetings. They are:

- Marketing & promotion
- Inward investment
- Business engagement.

8.3 Workstreams and Objectives

- **Web Development:** Key vehicle to engage, communicate and promote the vision to key audiences and investors. There is scope to further develop web presence and related social media throughout the year.
- **Production and Agreement of Sub-Group Delivery Plan:** This will include market analysis and focus to ensure successful engagement as well as identifying key priorities for the Sub-Group. Furthermore the Development and promotion of the Atom Valley proposition will occur in relation to target markets & Contestable and Viable Market Segments

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9. SKILLS SUB-GROUP OBJECTIVES FOR 2024 / 2025

9.1 Overview

The Skills Sub-group is central to the delivery of the Atom Valley Vision, which includes attracting new firms and investment and encouraging innovation by existing firms – both of which will require a strong supply of technical skills at a range of levels.

It is essential to the inward investment and innovation aspects of the Atom Valley project:

- Skills will be an essential component in ensuring that the new opportunities brought to Atom Valley are accessible to, and do benefit, existing residents.
- Having a strong skills supply, and a flexible support system for responding to skills demand, will be an attraction to potential investors.
- The engagement of further and higher education, working together to engage business into an innovation infrastructure, will be central to ensuring the alignment of skills strategies with the emerging needs of businesses located in Atom Valley.

The Skills Strategy in Atom Valley will present an opportunity to test, on a local scale, linked to a strategic gateway project, the concept of an integrated technical skills system. This is more complex than just a matching of supply and demand.

On the supply side, the creation of clear occupational pathways through to Level 4 and above opportunities will involve:

- Engaging with current curriculum reforms, in both work based and classroom routes, therefore including T levels and higher technical qualifications, alongside apprenticeships – to make sure these are aligned with demand and are clear in terms of progression for learners.
- Strong direct engagement between employers and providers to design, adapt and deliver curriculum in flexible and relevant ways.
- Recognition of the obstacles presented for learners seeking to progress into technical occupations, by the low levels of achievement in the area, and the need for significant improvements to literacy and numeracy to ensure opportunities are open to all.
- Supporting a culture of technical expertise among partner colleges and training providers, to support the recruitment, development and retention of outstanding staff, and securing their dual expertise as subject specialists and expert teachers.

On the demand side, this will involve:

- Building strong and direct relationships between providers and employers, to undertake training needs analyses, linked to strategies for business growth, and to support a growth in demand for skills in this context.
- The provision of strong careers, advice and information for young and adult learners, so that they understand the current and emerging opportunities in Atom Valley, and the pathways to taking advantage of them.

9.2 Governance

There is a wide range of expertise within the Skills Sub-group, and there is a commitment to updating and extending this, by bringing in additional stakeholders and partners as the project progresses.

However, the core of the expertise will be provided by the three local further education colleges and the University partners.

The group is chaired by Julia Heap, Principal and Chief Executive of Hopwood Hall College.

Meetings will initially be quarterly, but this may change, and there may be the addition of further working groups, on a task and finish basis, as the project develops.

9.3 Workstreams and Objectives

- **Roadmap Skills Strategy:** Working with Greater Manchester Chamber of Commerce as they develop the Learning and Skills Improvement Plan for Greater Manchester, the existing College skills analysis processes, and linking across the other Atom Valley sub-groups, as they develop their proposals, to establish a coherent strategy for skills for Atom Valley. This would potentially serve as a pilot for the Greater Manchester Integrated Technical Education system, operating below the City Region, but above the level of the three individual local authorities.
- **A Study of Skills Needs/Gaps:** with the aim of preparing a route plan that would cover all key stages of education through to CPD.
- **Employer Support Programme:** To be developed in conjunction with the Innovation Sub-group, a programme to support employers to engage with Innovation and understand their current and future skills needs.
- **Promoting Technical Learning:** A campaign to raise the profile and importance of technical skills, including new areas of curriculum development, to ensure that all stakeholders in the relevant areas are aware of the opportunities presented by technical learning and the emerging opportunities in Atom Valley.

10. INNOVATION SUB-GROUP OBJECTIVES FOR 2024 / 2025

10.1 Overview

Innovation is a central part of the vision for Atom Valley, as articulated at the first meeting of its board: “*Atom Valley must aim to become a location of international significance doing innovative, high level, high value added, high wage work*”. The support and promotion of innovation and R&D will be a key mechanism by which the vision of Atom Valley will be realised. This will involve developing a network of innovation through extensive links with the city-region’s universities, translational research institutes such as the Royce and the GEIC and the creation of new research centres in Atom Valley, focusing, not on pure research, but on industry engagement, process innovation, the wider diffusion of existing innovations, and, in partnership with existing institutions such as the region’s FE colleges and universities, on skills development.

10.2 Governance

The Innovation Sub-group will:

- Devise, own and drive an innovation strategy for Atom Valley to boost the economy so successful businesses can create products using sustainable methods.
- Identify, understand and support the existing business base, including the barriers that prevent further growth, to help businesses to take advantage of new opportunities.
- Describe the environment required to attract new companies.
- Develop ways to connect with start-ups that want to scale up.
- Embed the Innovation Accelerator programme for the Sustainable Materials Translational Research Centre (SMTRC) into Atom Valley
- Support the development of the GAMMA Centre concept.

The Innovation Sub-group reports to the main Atom Valley MDZ board. The members of the sub-group are:

- Richard Jones (Chair) Vice-President for Regional Innovation and Civic Engagement & Professor of Materials Physics and Innovation Policy, The University of Manchester
- Peter Thompson, Chief Executive Officer, NPL
- Bill Sampson, Chief Scientific Officer, Graphene Engineering Innovation Centre (GEIC) & Professor of Materials Modelling, Department of Materials, The University of Manchester
- Neil Eccles, Head of Innovation, Rochdale Development Agency
- Paul Clifford, Director of Economy, Oldham Council
- John Wrathmell, Director - Strategy, Research & Economy, Greater Manchester Combined Authority
- Mike Murray, Chief Technical Officer, the Vita Group
- Luke Vardy, Chief Executive Officer, Cygnet Texkimp
- Yvonne Grady, Head of Innovation, The Growth Company
- Dawn Sexton, Atom Valley Project Manager

Where necessary, further businesses may be invited to join the group, particularly from within the Atom Valley boroughs.

The sub-group meets monthly.

10.3 Workstreams and Objectives

The first workstream to be delivered in 2024/25 will be the further development of the Atom Valley Innovation Roadmap.

The Roadmap will draw on national strategy documents and the GM Innovation Plan. The document will be tailored to the existing industry bases of Rochdale, Oldham and Bury, together to realise the strategic goals of GAMMA within Atom Valley and associated programmes such as the Advanced Machinery and Productivity Institute, the ambitions of the region to host a Sustainable Materials Translational Research Centre (building on the pilot programme funded through the GM Innovation Accelerator), Made Smarter and the wider Net Zero goals of the city region.

The Atom Valley Innovation Roadmap should be regarded as a living document that will continue to evolve in-line with the wider strategy of Atom Valley MDZ.

The following deliverables are proposed:

1. Appointment of delivery resource / consultancy
2. Review of existing plans and roadmaps to design and facilitate a full day workshop, with key stakeholders to create a roadmap for up to four themes that are linked to the vision for Atom Valley (this could include machinery, materials, modular construction etc.);
3. Design and delivery of further theme development to refine and prioritise actions and outline the scale of opportunity and feasibility for each;
4. PowerPoint report of programme findings with associated Excel Appendices
5. Preparation of a formal document for publication that can be used by the wider Atom Valley Sub-Groups.

Funding has been allocated to various programmes within Atom Valley such as SMMC and SMTRC and each will have associated road mapping exercises that can contribute towards this work.

The Atom Valley Innovation group will support the development and delivery of a number of key innovation programmes that can have an impact on the local area, maximising their impact for the Boroughs of Bury, Oldham and Rochdale.

NPL have instructed the University of Huddersfield to lead on Industrial Engagement on SMMC Strength in Places programme. RDA has a member of staff to work on this aspect of the programme and the objective of the Innovation Group will be to increase levels of participation in the programme from companies located across Atom Valley.

The Strength in Places programme will in late 2023, launch a competition for the remaining funding within the programme. The Atom Valley Innovation Group will identify ways to support businesses within the area to access this funding, alongside accessing expertise that is available through programmes like Innovation for Machinery (I4M).

Similarly, working with partners on the Pilots for Sustainable Materials Translational Research Centre, the Atom Valley Innovation Group will support to link businesses within the Atom Valley area to access the resources that are available through the

Innovation Accelerator programme, support the development of a further revision of the business case for the SMTRC, ensuring businesses within Atom Valley and institutions in the region are able to contribute towards the plans production. This will support the plans to develop a permanent facility in Atom Valley.

Finally, the Atom Valley Innovation Group will monitor and inform the work to build the advanced materials cluster within the North of England, which is being carried out through the p-SMTRC Innovation Accelerator programme, working alongside STFC.

Collectively, work on this programme and joining up activities with GAMMA, will support the development of the business case for the GM Advanced Manufacturing Centre at Kingsway Business Park. The GM Advanced Manufacturing Centre will focus on the “GAMMA triangle” of activities which are the key to GAMMA’s strategy: Sustainable Materials in Manufacturing; Industrial Digitalisation; Advanced Machinery; all underpinned by AI/Machine Learning.

The main focus of the work of the Centre will be the diffusion of innovation which aligns with activities of the Innovation Group.

Collectively, this work to diffuse innovative technology into companies in Atom Valley which will have the most immediate and direct impact on enabling businesses to compete more effectively and create well-paid jobs. And it is this which will play a key role in increasing productivity not just in the Atom Valley boroughs, but throughout Greater Manchester.

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Greater Manchester Combined Authority

Date: Friday 27th September 2024

Subject: Rail Integration and Reform Programme: Emerging Rail Reform Policy
Position & Next Steps

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport
and Caroline Simpson, Group Chief Executive, GMCA, GMFRS & TfGM

Purpose of Report

To advise GMCA on the progress of the emerging Rail Integration And Reform proposition and to seek approval to progress the work further.

Recommendations

The GMCA is requested to:

1. Note the importance of the rail network for Greater Manchester and unlocking future economic growth.
2. Note the Government's plans for rail reform and ongoing GM engagement with Shadow Great British Railways.
3. Approve further engagement with HMG, rail partners and others to explore and influence legislative and structural options that would achieve GM ambitions.

Contact Officers

Simon Elliott, Head of Rail: simon.elliott@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

Not applicable at this stage.

Risk Management

The GMCA is not being asked to commit to accepting further rail devolution powers at this stage, so both financial and reputational risks are currently low, however, both risks will be considered as detailed proposals and plans are further developed and considered. The main current risk is missing the opportunity to make provision for greater devolution with the new Government looking to swiftly progress rail legislation and reform.

Legal Considerations

Not applicable at this stage but a legal workstream will be set up to support the programme.

Financial Consequences – Revenue

GM's emerging Rail Reform proposition does not, at this stage, ask the GMCA to commit to promoting or accepting devolution powers, including revenue income and expenditure accountabilities. Current year financial consequences are limited to proposal development costs. Revenue considerations will be detailed in future submissions to GMCA.

Resources to support this programme in this financial year are included in 2024/25 budgets. Funding to support the further development and delivery of the work beyond this financial year will be developed as part of the development of the 2025/26 budget and an updated medium Term Financial Plan.

Financial Consequences – Capital

GM's emerging Rail Reform proposition does not, at this stage, ask the GMCA to commit to promoting or accepting rail devolution powers, including any capital expenditure accountabilities. There is no current year reform programme capital requirement. Future year capital considerations will be detailed as proposals and plans are developed.

Number of attachments to the report: N/A

Background Papers

N/A

Tracking/ Process

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

Yes

Exemption from call in

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

No

Bee Network Committee

26/09/2024 – Any feedback will be shared verbally at the GMCA meeting.

Overview and Scrutiny Committee

25/09/2024 – Any feedback will be shared verbally at the GMCA meeting.

1. Introduction

- 1.1 Greater Manchester is set to play a key role in delivering the UK Government's ambitions for economic growth. In recent years, the city region has had the highest rate of productivity growth of any part of the UK whilst generating an estimated c. £79b GVA per annum for the country. Despite this success, there is potential to deliver more.
- 1.2 The rail network plays a key role in supporting growth, helping people in and around GM to access the economic opportunities of the city region. Rail is the most efficient way of moving large numbers of people to and between the city and regional centres, supporting over 20.8m rail trips to Manchester Central Stations in 2022/23 and facilitating GM's large travel to work area.
- 1.3 Having a modern, fit-for-purpose rail network is crucial to delivering economic growth, prosperity and opportunities. Rail also plays a key part in reducing road congestion and supporting GM's 2038 net zero ambition.
- 1.4 Whilst rail cannot achieve these outcomes alone, it can contribute even more value when integrated with other transport modes. By integrating and embedding rail into the Bee Network, we can make the GM public transport system more than the sum of its parts, delivering a step change in overall urban mobility, helping transform Greater Manchester into a fairer, greener and more prosperous city region.
- 1.5 Over recent years, Transport for Greater Manchester (TfGM) has been developing, and implementing the Bee Network - an integrated public transport system across Greater Manchester – to achieve Greater Manchester's "Right Mix" target of 50% of all trips to be made by active travel or public transport by 2040. Delivering the Right Mix will require the number of trips made by rapid transit (including rail) to more than double by 2040.
- 1.6 Whilst significant progress has been made in integrating bus, tram and active travel into the Bee Network, rail remains to be integrated.

1.7 Integrating rail into the Bee Network, will support the new Government’s mission to “Kickstart regional and national economic growth”¹ and deliver the GMCA’s transport vision of:

- Supporting sustainable economic growth
- Protecting our environment
- Improving the quality of life for all
- Developing an innovative city region.

1.8 With the new Government’s election manifesto proposing both stronger devolution to city regions and rail reform legislation, now is the time to fundamentally re-think how rail serves and integrates with local transport networks. The current legislative and reform agenda is a once-in-a-generation opportunity for GM to establish real local accountability for rail.

1.9 The pace of Government intention to progress with rail reform legislation means that TfGM/GMCA must engage now to ensure that the emerging legislative framework addresses our needs. We must actively and productively influence the scope and intent of new arrangements so that appropriate provision is made for the level of rail devolution (including powers and funding) the GMCA decides to take.

2. Rail Reform Background

2.1 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 between Greater Manchester and 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 you go’ ticketing;
- better integration of local stations;
- identification of opportunities for regeneration and development,
- greater access to local rail data; and

¹ Kickstart economic growth to secure the highest sustained growth in the G7 – with good jobs and productivity growth in every part of the country making everyone, not just a few, better off.
Source: Change, Labour Party Manifesto 2024.

- giving GMCA the opportunity to sponsor infrastructure and service enhancement schemes.

2.2 Delivery of this commitment will greatly facilitate integration of rail services into the Bee Network and help deliver fully integrated multi-modal transport services for the people, communities and businesses of Greater Manchester.

2.3 In line with the Trailblazer Devolution Deal, TfGM has been working with railway partners to achieve preliminary integration of the '8-priority corridors' into the Bee Network by 2028. This will significantly enhance the current customer rail offering through greater modal integration, accessibility, enhancements in performance, with an ambition to increase annual patronage on eight core Bee Network rail lines by up to 1.2 million journeys within four years, leading to a £2.5 million increase in revenue and overall £1.7 million decrease in subsidy.

2.4 However, longer term plans for full local rail integration (train services, cross-mode integration and accessibility, customer services, fares and ticketing, development and regeneration) require a change in the relationship between the GMCA, government and the rail industry.

2.5 Prior to the 2024 General Election, TfGM worked with the Great British Railways Transition Team (GBRTT), now known as the Shadow Great British Railways (SGBR), to explore how rail partnerships could be progressed. Previous Government policy was broadly to simplify railway interfaces, while maintaining the prevailing contractual arrangements with Train Operators; and not to devolve any form of rail decision-making. Current Government policy is to fully amalgamate specification, infrastructure and train operations into a nationalised Great British Railways (GBR).

3. Current Government plans

3.1 The Government is progressing two key Railway Legislative Bills. The first (the Passenger Railway Services (Public Ownership) Bill) has already received its first reading in parliament and would amend the current legislation where Train Operations are tendered and awarded to private sector companies (Train Operating Companies) to effectively bring them into public ownership. The second piece of legislation (the Railways Bill) creates 'Great British Railways' (GBR) as an integrated transport entity, to comprise:

- existing Network Rail;

- the functional part of the DfT that currently lets and manages train operating contracts; and
- DfT OLR Holdings Limited (DOHL) – the Government owned company that currently ‘owns’ Train Operators not under private company ownership.

- 3.2 Additional components of other existing railway organisations (Rail Delivery Group, Rail Safety and Standards Board (RSSB), etc.) may also be absorbed by GBR. The functions of the Office of Rail and Road (ORR) are also likely to be revised with the establishment of a nationalised GBR – potentially offering opportunities to simplify an extremely complex regulatory regime.
- 3.3 The legislative plan provides the opportunity to reposition the railway from a complex and often misaligned combination of internal industry relationships between Government, TOCs, Network Rail, Office for Rail and Road and others, to a unified provider of rail services (both train and infrastructure).
- 3.4 The Government’s intention to progress at pace with legislation means that it is critical GMCA engages now to ensure that the emerging legislative framework addresses the needs of the people, businesses and communities of Greater Manchester. We must influence the scope and intent of new arrangements and ensure that sufficient provision for rail and transport devolution is made in legislation and associated funding settlements to allow the GMCA to fully deliver for its population.
- 3.5 The role given to MCAs (as signalled by Government) will be critical in ensuring that the whole industry works in the public interest and that rail decisions are made and resources allocated at a devolved level, so that the rail industry can be fully accountable to elected representatives at a local, as well as national level.
- 3.6 The framework to initiate this substantial change within the railway will be established not only by the legislation, but also by the instructions that Government gives to a new GBR. In the short and medium term these instructions will be the strongest signal to the industry about the expectation of how it must change to support the Government’s devolution agenda, giving responsibility and power to MCAs to make the right decisions for their communities across as many sectors of the economy as possible, including rail and wider transport. Thus, it is critical the GMCA influences, through the legislative process of the two railway bills and the

English Devolution Bill², the government's direction of travel for GBR and the wider industry.

4. Our Proposal to Government

- 4.1 With the new Government's manifesto proposing both stronger devolution and rail reform legislation, now is the time to fundamentally re-think how rail serves and integrates with local transport networks. The current legislative and reform agenda represents a once-in-a-generation opportunity for GM to build on the Trailblazer Devolution Deal to implement real local accountability for rail.
- 4.2 The new Government's rail reform agenda can provide the GMCA with a statutory role specifying and directing the City Region's rail outcome and outputs. An enhanced role for Greater Manchester and other MCAs will allow the railway to shift its focus from managing internal relationships to becoming a service provider for places and communities. TfGM has been working closely with the SGBR to explore ways in which local and regional rail devolution can work positively within a wider railway environment, so that a better integrated multi-modal network can be delivered.
- 4.3 The precise shape of Greater Manchester's statutory role remains to be defined and different options will bring different levels of control, flexibility and risk. TfGM is currently developing these options with the SGBR on the basis that statutory powers and, importantly, associated funding is required to specify, commission and deliver railway services.
- 4.4 For the GMCA, options could include:
- client or co-client status depending on the geographical alignment of rail services, capacity and infrastructure;
 - input into GBR's long term strategy;
 - responsibility for improvements to stations within GM, supported by devolved funding;
 - joint fare-setting and revenue responsibility;
 - management of customer experience; and

² The English Devolution Bill aims to devolve further powers to combined authorities and metro mayors in England. These powers cover areas such as skills, planning, energy, and transport, with the goal of supporting local growth plans and economic benefit to communities: [The King's Speech 2024 - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

- opportunities for regeneration of railway land, in partnership with GBR.

4.5 This work is ongoing and options for GM's long term statutory role will be brought to a future meeting of the GMCA for endorsement.

4.6 We recommend that engagement with SGBR is stepped up as the agenda develops over the coming months, and that the Government makes provision for, and strongly signals to the industry now, that MCAs become statutory clients of railway outcomes and outputs.

5. Next Steps

5.1 The outcomes of rail reform, devolution legislation and rail delivery are dependent on government policy and decision making, and outside of Greater Manchester's control. However, to maximise GM's influence on direction and progress of the reform agenda, we propose the following actions:

- During the next quarter of 2024, TfGM will build on the Trailblazer Deal in conjunction with GMCA colleagues and develop the emerging proposition to clearly articulate the 'ask' we have of Government to support its growth agenda. This will involve detailed work to understand the benefits, risk and what needs to be true to enable the outcomes to be achieved.
- TfGM will work closely with GM partners, government (Department for Transport and Ministry of Housing, Communities and Local Government) and rail industry bodies (SGBR) as legislative programmes develop to ensure we are aligned, or where that is not possible, any risks to delivering GMCA aspirations are identified and mitigated.
- TfGM will liaise and work with the Urban Transport Group, and our regional and local neighbours to present a strong, consistent, credible case for change – that has the support of our city region and local authority partners and stakeholders, and as much as possible meets their needs.

5.2 TfGM will continue to work with railway partners to deliver our Bee Network Rail Integration plans via the eight priority corridors.

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Greater Manchester Combined Authority

Date: Friday 27th September 2024

Subject: Golborne Station Land Acquisition Strategy

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport
and Caroline Simpson, Group Chief Executive, GMCA, GMFRS & TfGM

Purpose of Report

This report sets out the proposed strategy for acquiring land interests required to deliver the Golborne New Station Project and seeks approval to make offers for those interests and secure those land interests whilst also commencing the drafting of a Compulsory Purchase Order (CPO) and supporting documentation and progressing the planning consents.

Recommendations:

The GMCA is requested to:

1. Note the update from the DfT Outline Business Case review and associated risks highlighted.
2. Note the proposals for securing the land interests required to deliver the scheme as set out within this report.
3. Approve TfGM securing the required land interests in accordance with the agreed programme budgets.
4. Approve submission of a planning application for the scheme and the preparation of the CPO and supporting documentation including issuing Land Interest Questionnaires to affected landowners.
5. Approve the entering into of any ancillary agreements required to achieve the scheme objectives.

Contact Officers

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Head of Legal

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Simon Elliott

Head of Rail

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Equalities Impact, Carbon and Sustainability Assessment:

Risk Management

Failure to progress planning application and land negotiations at this time will lead to delay to delivery of the scheme within the committed timeframes and funding envelope.

Whilst negotiations with affected landowners are progressing well, a CPO and supporting documentation should be prepared in parallel to provide the back-up needed should we fail to acquire by agreement. If we can secure those land interests by way of Options, we can discontinue with the CPO process. Further engagement with landowners is planned for the end of August. The landowners will be informed that we are progressing a CPO but only as a last resort and we will then make the offers for the acquisition of the rights by agreement.

Legal Considerations

The use of CPO powers must be as a last resort. An acquiring authority must be able to demonstrate that they have done all they can to acquire the land by negotiation. It is therefore important for TfGM to now make offers to acquire the land interests required for the Scheme.

TfGM's CPO powers are contained within the general powers of Passenger Transport Executives within s10 of the Transport Act 1968 and if required will be relied upon to secure the creation of the station only. The powers cannot be utilised for the wider masterplan elements of the Project, specifically the public access to Wigan Centre over land owned by Wigan Council and the Public House.

Financial Consequences – Revenue

Financial Consequences – Capital

The costs of securing the land required is by way of grant funding as referred to in paragraph 1.5 of this report

Number of attachments to the report: 0

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?

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

- 1.1. The Trailblazer Devolution Deal highlights the shared understanding between Greater Manchester and the Government of the importance of good quality rail infrastructure and services for the future of our towns and cities. A new station for GM, in Golborne, presents an opportunity to create new local rail connectivity and give people an easier choice to catch a train rather than rely on the car; this is particularly important for the quarter of households in Greater Manchester without any access to a private vehicle.
- 1.2. The area around Golborne, Lowton and Leigh is one of the largest in Greater Manchester without a railway station and, at the moment, local residents face a long trip of over one-hour to get into Manchester city centre. This lack of connectivity hinders people's ability to get to work, school, college and university, or to enjoy Manchester's world-class cultural scene. Poor connectivity inhibits growth and productivity and makes it more difficult for places to thrive.
- 1.3. This new station will help Golborne and surrounding communities and make them even better places to live.
- 1.4. Nearly 3,000 people responded to the public consultation on the proposals for Golborne Station, over 93% of which support (84% strongly support) the plans. This powerful response from the community reflects the long-standing momentum behind a new rail station for this part of Greater Manchester.
- 1.5. In January 2021 GMCA approved Transforming Cities funding for development and delivery of a new rail station in Golborne. Subsequently, further funding from the City Region Sustainable Transport Settlement (CRSTS), has been allocated to this scheme, which now includes wider enhancements for the town centre (as part of the Golborne Masterplan). The scheme currently has an overall budget of £32 million.
- 1.6. Under the CRSTS allocation Golborne New Station has been categorised as a 'Retained' scheme (on the grounds of Network integration). Therefore, the DfT will need to approve the business case at the appropriate points.
- 1.7. The scheme has progressed to the end of Outline Design (ES4) and work is currently taking place to prepare for submission of the planning application, land negotiations and a tender for the detailed design and build.

- 1.8. The Outline Business Case was submitted to the DfT (under CRSTS retained scheme governance) in March 2024. The DfT's OBC review concluded in July's West Coast North Programme Board (WCNPB), where the scheme was endorsed to progress to Detailed Design, subject to Ministerial approval and a number of conditions, most notably;
- Project to provide passive provision for alternative operational arrangements;
 - Project maintains consideration of Trilink programme and future HS2 development;
 - Further work also looks at re-modelling of the timetable / running further sensitivity tests; and
 - Detailed power modelling to be conducted with Network Rail.
- 1.9. The DfT will now make a recommendation to Government ministers to progress and a formal decision is anticipated sometime in Autumn 2024.
- 1.10. An additional DfT/Rail industry review of the project is required in early 2025 to consider updated HS2 timetables.
- 1.11. Further development on the existing option, progressing the planning application and securing the land interests must be progressed in September 2024 to prevent delay to the scheme and delivery of the committed benefits of the new station at Golborne.
- 1.12. The provision of the new station at Golborne requires planning permission, acquisition of adjacent land (including residential) and temporary use of third party land to enable the delivery of the scheme. In order to maintain the planned schedule and meet public commitments for the station to be delivered in 2027, it is proposed to submit the planning application in September 2024 and commence the activities required to progress the 'formal' land negotiations and acquisition, including the preparation of a CPO and supporting documentation. At this stage it is likely that the land interests will be secured by way of an Option Agreement.

2. Background to Land Requirements

- 2.1. In February 2023, TfGM finalised the option selection for the Golborne station, concluding the best location for a new station at Golborne would be on the fast lines. The rationale for the decision to build the station on the fast lines of the West

Coast Main Line (WCML) is driven by both the outputs of the timetable performance modelling and industry feedback.

- 2.2. In the emerging design for delivering platforms on the fast line of the WCML it became apparent that this option requires an element of land acquisition from adjacent residential gardens. ES4 (Outline Design) as appended has been developed for this option.
- 2.3. A Public Consultation has been undertaken in conjunction with Wigan Council, this concluded in February 2024. The consultation received 3000 responses, over 93% of which supportive (84% strongly supportive) of plans for the new station. Pre-planning was carried out and a formal planning application is being developed to gain the necessary consents to deliver the scheme.
- 2.4. Public commitments, including the station being a priority in the Greater Manchester 2040 Transport Strategy and Five Year Delivery Plan, have been made for the new station to be delivered in 2027 and should planning and land negotiations not commence, as set out within this report, the scheme will not be delivered within these timescales, delaying the delivery of the benefits for this high profile scheme. By securing the land interests by way of Option at this stage, we can limit our exposure to the land acquisition costs as we would only exercise the Options and acquire the land once scheme delivery was certain.

3. Land Requirements

- 3.1. Four residential properties, 2 Primary schools and a commercial property are directly impacted by this scheme with permanent acquisition and temporary use of land required for the delivery of the new station and town centre enhancements. See Plan annexed.
- 3.2. Ahead of the Public Consultation, face to face engagement was undertaken with affected property owners in December 2023 and ongoing dialogue has continued to ensure the property owners remain engaged and informed about the project.
- 3.3. TfGM will endeavour to secure all land required for the Scheme by agreement with affected landowners in advance of compulsory purchase. This will most likely be by way of Option Agreements. However, in order to avoid the risk of non-delivery within the funding timescales the CPO and Statement of Case will be prepared.

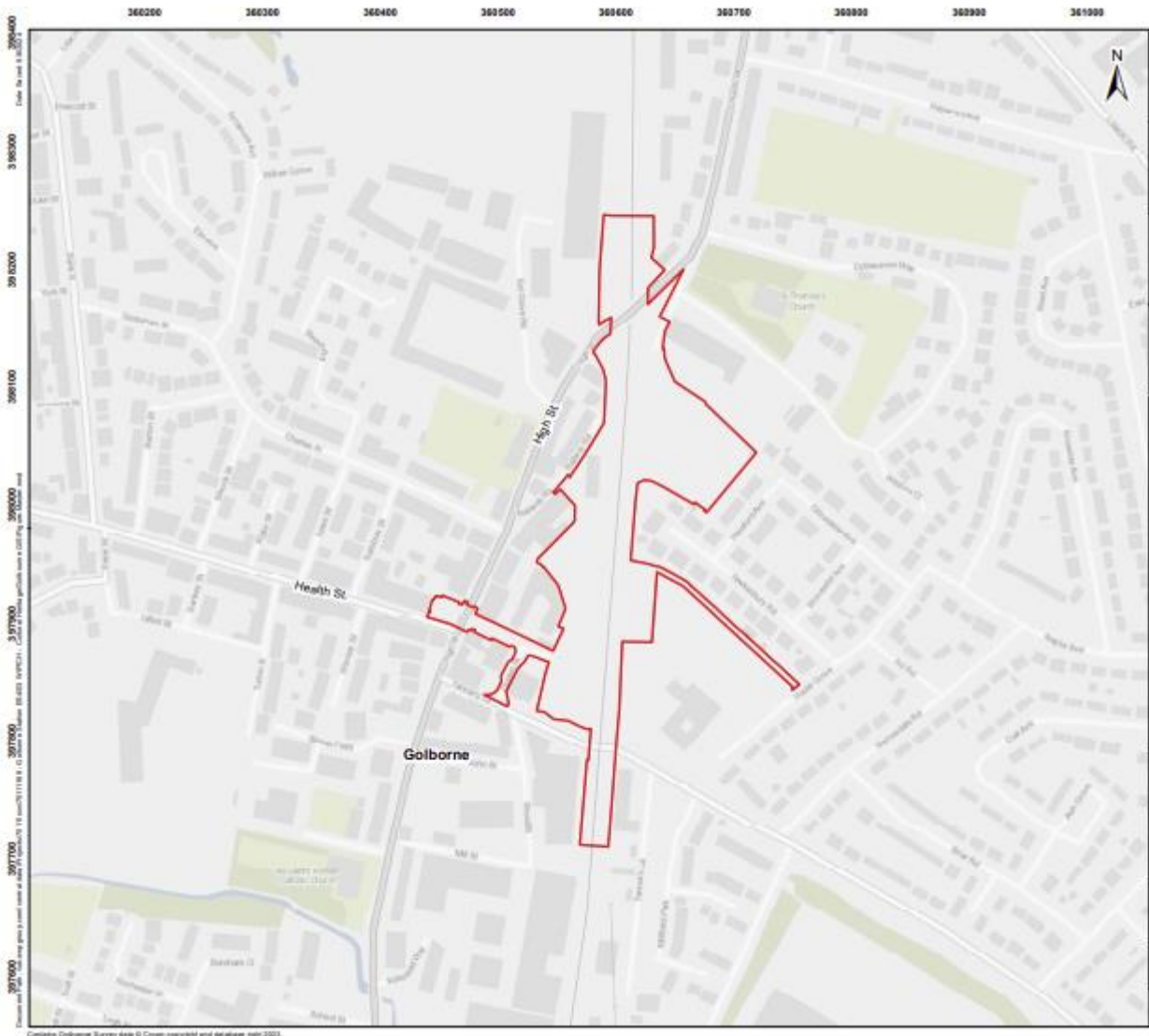
- 3.4. TfGM's Land Agents undertook a Land Cost Estimate in December 2023. These assessments were calculated in accordance with the Market Value principles set out in the statutory Compensation Code.
- 3.5. The Land Agents advise that in parallel to the planning application being submitted, that formal offers are made to enable TfGM to secure the necessary land interests to avoid the need for CPO. The Option Agreements, if achieved, will be preferable as they will not compel TfGM to acquire the land.

4. CPO Powers

- 4.1. As set out above, TfGM can only use its CPO powers as a last resort and must demonstrate that it has tried to acquire the land interests by way of negotiation. Discussions are progressing well with affected landowners, however the CPO paperwork will be prepared in parallel until the property interests are legally secured so that the Scheme programme is not jeopardised, should negotiations ultimately break down.
- 4.2. Consideration was given to the use of TfGM's, GMCA's and WMBC's available CPO powers to ensure that all elements of the project could be acquired as well as reducing the potential for legal challenge. Following discussions with all parties' legal teams it was concluded that the scheme would utilise TfGM's compulsory acquisition powers (section 10(3) of the Transport Act 1968 ("the TA Power")).
- 4.3. Whilst TfGM's CPO powers cover the station elements, they do not cover some of the land required for wider Masterplan improvements, specifically the Wigan Council owned car park, a strip of unregistered highway connecting the car park and High Street and a parcel of land belonging to a commercial land owner. The project team will continue to negotiate the acquisition of these elements of land to ensure the wider benefits of the scheme are realised.
- 4.4. Under the Transport Act, where a Transport Executive utilises its powers to compulsory acquire land, it is the Authority that must submit the draft Order to the Minister to authorise the Order. Accordingly, TfGM are seeking GMCA approval to commence drafting the CPO documents with the intention of bringing a report back to GMCA once the Order and supporting documents are ready for submission to the Minister and it is certain that we must progress the CPO.

Appendix

Scheme Boundary





Greater Manchester Combined Authority

Date: 27th September 2024

Subject: Contracts for Working Well: Work and Health Programme and Individual Placement and Support in Primary Care

Report of: Councillor Eamonn O'Brien Portfolio Lead for Education, Skills and Work and Sara Todd Portfolio Lead Chief Executive for Education, Skills and Work

Purpose of Report

To propose and seek delegated authority to direct award a contract for the Working Well: Work and Health Programme (WHP) under regulation 32 (2)(c) and to seek approval for a contract extension to Working Well: Individual Placement Support in Primary Care (IPSPC).

Recommendations:

The GMCA is requested to:

1. Approve the proposed award of the Working Well: Work and Health Programme contract on the basis set out in this Report.
2. Approve the proposed Working Well: Individual Placement and Support in Primary Care 12-month contract extension and increase in value on the basis set out in this Report.

Contact Officers

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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	The contract extensions have no direct positive or negative impact.	
Further Assessment(s):	Equalities Impact Assessment	
G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.
		RR Negative impacts overall.

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

Risk Management

- 1) **Working Well: Work and Health Programme:** as GM's earliest flagship Devolution Deal (with commitments dating back to 2014), GM is required to continue the delivery of the WHP alongside DWP. There would be a significant risk to GM devolution commitments in not awarding a contract to continue the existing WHP service. The request coincides with the planned end of referrals to the existing WHP offer (Sept 24) and a delayed start to the government's Universal Support plans (national issue). A direct award to allow the continuation of this service will mitigate the risk of having no employment support for vulnerable residents out of work due to poor health and disability.

- 2) **Working Well: Individual Placement and Support in Primary Care:** there are no foreseen risks to the extension of the IPSPC contract, as this was already allowed for in the original procurement process and contractual documentation. However, should the extension not be approved there would be a gap in provision between the wind down of IPSPC (and other health and disability employment provision i.e. WHP) and the go live of GM's Universal Support offer.

Legal Considerations

- 1) **Working Well: Work and Health Programme:** the existing Memorandum of Understanding between GMCA and DWP will be re-drafted to include the continuation of this provision. The existing contract has already been extended to the limits of its 50% increase and so the use of regulation 32 (2)(c) of the Public Contract Regulations 2015 to direct award a contract to the current provider by way of negotiated procedure without prior publication is recommended. This award can be made on the basis that the provision is strictly necessary because, for reasons of extreme urgency brought about by events unforeseeable by the GMCA, the time limits for the open or restricted procedures or competitive procedures with negotiation cannot be complied with. We are unable to procure a new contract for the continuation of this service due to the extremely tight timescales, a full procurement process would take 3-6 months and a mobilisation period of around 6 months would also apply.

2) Working Well: IPSPC: The initial period of this contract is due to come to an end on the 31st of March 2025, with the participant start (onboarding) period ending in November 2024. This extension of 12 months was allowed for in the original process and governance (with the option to extend for another 12-month period if necessary), this will give the contract a new end date of the 31st of March 2026, with the participant start (onboarding) period ending in April 2025.

There is also a recommendation to approve increasing the contract value, the initial value of this contract was £2.82m, the value of the allowed for 12-month extension is £1.69m giving a total allowed for value of £4.51m. The recommendation is to increase the contract value by a further £810,000 which is allowed for under regulation 72(1)(b) of the Public Contract Regulations.

Financial Consequences – Revenue

1) Working Well: Work and Health Programme: the contract will be funded by a DWP grant to the sum of £7,500,000. In addition to this there is an agreed £230,000 in Programme Office Administration costs. Both indicative at this stage and to be finalised following ministerial sign off.

Total Starts	3538
Additional grant funding to January 2027	£7,500,000
Management fee to January 2027	£230,000
Total	£7,730,000

2) Working Well: Individual Placement & Support in Primary Care: the contract extension will be funded by a DWP grant to the sum estimated to be around £2.5m (yet to be determined). In addition to this there is a provisional c£400k in Programme Office Administration costs. Both indicative at this stage and to be finalised following ministerial sign off.

Total extension starts	c600
Extension grant funding to March 2026	c£2.5m
Management Fee to July 2026	c£400k
Total	c£2.9m

Financial Consequences – Capital

N/A

Number of attachments to the report:

Note background papers below

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

Work and Health:

[Microsoft Word - Item 09 Work Programme Co Commissioning 080915
\(greatermanchester-ca.gov.uk\)](#)

[Economic Development \(greatermanchester-ca.gov.uk\)](#)

[GMCA Part A Report Template \(greatermanchester-ca.gov.uk\)](#)

[Microsoft Word - Update on Work and Skills \(greatermanchester-ca.gov.uk\)](#)

Individual Placement & Support in Primary Care:

[Economic Development \(greatermanchester-ca.gov.uk\)](#)

[GMCA Part A Report Template \(greatermanchester-ca.gov.uk\)](#)

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?

- a. **Working Well: Work and Health Programme:** GM is required to continue the delivery of the WHP alongside DWP from the 30th of September (as per legally binding requirement of the shared MoU between DWP and GMCA).

The contract award will need to progress to prevent a gap in provision for vulnerable residents out of work as a result of health conditions and disabilities.

- b. **Working Well: IPSPC:** the programme is due to cease referrals from 30th November 2024. The extension will need to progress to prevent a gap in provision for vulnerable residents out of work (or at risk) as a result of health conditions and disabilities.

Bee Network Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

Employment support for GM's long-term unemployed and economically inactive residents – particularly those with health conditions and disabilities – has been provided in recent years under the GM Working Well suite of programmes. That suite encompasses a number of commissioned programmes and services, supported by national and local funding streams of varying durations.

As the previous Parliament and Spending Review periods drew to a close, no decisions could be taken by UKG about successor funding/programmes, despite recognition that both the national contracted employment support offer and those programmes that have been delegated to Greater Manchester faced a funding cliff-edge.

That cliff-edge affects much of the current commissioned employment support offer, meaning new referrals for support would cease over the coming months; **in the absence of additional funding, Greater Manchester's capacity to deliver employment support to help vulnerable residents move towards/ into work would halve by March 2025.**

With the Government's longer term spending plans currently under development, and recognising the need to take urgent steps in the meantime, the Department for Work & Pensions (DWP) has now offered funding extensions for some of the core programmes. If approved as set out in this paper, these funding extensions will mitigate the immediate risk of programme closure. The background of each programme and proposed extension is offered below.

With continuity of the offer secured in the short term, GMCA will continue its transformational journey toward a GM 'Live Well' system (as per mayoral commitments). With that, GMCA will submit propositions to UKG ahead of forthcoming fiscal events and will contribute to the thinking that will shape the English Devolution White Paper (expected in the Autumn). Those propositions will set out the place-based functions and levers needed to deliver GM's whole-system approach to education, skills, work and health that will deliver inclusive growth to which all of our residents can contribute – and from which they can all benefit. Those propositions will reflect the established direction of travel in Greater Manchester and the Mayoral manifesto, including the Live Well agenda, and will seek to maximise the opportunities of GM's Integrated Settlement as agreed in the devolution Trailblazer.

2. Working Well Work and Health Programme

2.1. The Programme Background

Greater Manchester launched its Working Well: Work and Health Programme (WHP) in January 2018. The programme continues to support long term unemployed and disabled people into sustainable employment across the city-region.

First announced as part of the 2014 Devolution agreement, Greater Manchester successfully negotiated for the opportunity to co-design, procure and deliver a localised version of the new Work and Health Programme. As a result, the programme (originally valued at £52m) has supported more than 29,000 individuals across Greater Manchester between 2018 and 2024.

InWorkGM delivers the programme across Greater Manchester; it is an alliance partnership between Ingeus and The Growth Company, and also includes specialist health, wellbeing and disability support organisations. The programme offers over 200 different health interventions through a keyworker-based delivery model.

Similar to the Working Well programmes that preceded it, the programme brings together expertise and local knowledge to include integrated health, skills and employment support, and offers all participants individually tailored and personalised support from their own dedicated key worker to support them on their journey back to work.

Integration with local services is at the heart of the WHP. An Integration Coordinator in each of the ten boroughs across the region works closely with Local Authority leads and key partners to understand the needs of participants and maintains and creates new partnerships with local providers or specialist organisations to ensure the right support is available at the right time.

In 2020 the programme was extended (alongside DWP contract package areas) to include the WW WHP Job Entry Targeted Support Service. It was a covid response service that delivered support to those who found themselves recently (13 weeks) out of work as a result of the pandemic and its impacts on labour market sectors until March 23. It supported 19,666 residents across its life span.

In 2022 the WHP was extended again for 23 months which included 5,866 additional service starts (to be achieved by September 24). This extension has performed well

with both start and outcome rates amongst the best in the country. It was entirely funded by DWP to a total of £12.43m inclusive of a post ESF agreement to cover GMCA management administration costs.

In 2023, adaptations were made to the delivery of WHP to include 'Pioneer' – a £3.3m Universal Support test and learn pilot which using a 'place, train and maintain model' delivers an additional c1500 starts through the original contact but operates a moderately adjusted operating/delivery model. Pioneer's aims to move individuals quickly into work with wraparound in-work support once they start a job (work first approach). Unlike the core offer the programme predominantly uses 'outreach methods' to engage with residents through a range of different signposting organisations across communities - a new approach to referrals in Working Well.

2.2. The 2024 Contract Award Proposal

Over recent weeks the GMCA has worked closely with the DWP to agree (in principle) a 7-month extension to the WHP participant start (onboarding) period which would also include the extension of the Pioneer provision (part of the WHP contract). Due to the exhaustion of the available current value of the existing contract under procurement regulations, a new contract needs to be directly awarded to cover this start period.

The original MoU states that "if DWP extends the WHP then the LGP (Local Government Partner) shall extend its WHP provision to be coterminous with the national programme subject to DWP providing the LGP with appropriate grant funding for the period of the extension" (para 43 of the original MoU between DWP and the GMCA, dated February 2017).

The contract is intended to continue the referral window from the anticipated end date of 30/09/24 of the current contract for a further 7-months to 31/04/25; this will enable a minimum of 3,538 additional service starts (with the programme totalling at least 32,000 starts). The contract end date will be the 30th of June 2027 and will include the 15 months of out of work support and should the participant achieve work, 6 months of in work support (as per original contract).

Provisionally (and subject to DWP's internal governance) the contract will be funded by a DWP grant to the sum of £7,500,000 and will remain consistent with the existing contractual terms and conditions. In addition, to this there is an agreed £230,000 in

Programme Office Administration costs. Both indicative at this stage and to be finalised following DWP ministerial sign off.

Total starts	3538
Grant funding to January 2027	£7,500,000
Management fee to 2027/28	£230,000
Total	£7,730,000

DWP have now agreed (in principle) a management fee of £230,000 to be paid to GMCA to cover administration costs.

The contract will also seek to adjust the existing social value commitments of the current contract. This will support a refresh of commitments, beyond those already achieved over the last 7 years of WHP delivery to date and will include the continuation of provider contribution and management of the Community Investment Fund (1% of provider revenue). This being a framework to purchase additional necessities/support for WHP participants in order to alleviate cost of living challenges and their journey into work (this was offered in the provider's original bid and enhanced for the extension).

Finally, alongside the new contract we will consider an extension to the existing evaluation of WHP to support the ongoing evidence base and the programme's continuous improvement agenda (a separate contract valued at £8K).

3. Working Well: Individual Placement Support in Primary Care

3.1. The Programme Background

Working Well: Individual Placement and Support in Primary Care (IPSPC) is designed to support residents with physical or mental health disabilities to access or retain paid employment. The programme will support up to 1,500 residents between September 2023 and March 2025. The Individual Placement and Support (IPS) model that underpins the programme has traditionally focused on supporting individuals with severe mental illness accessing treatment through Secondary Mental Health services. Working Well: IPS in Primary Care will expand on the IPS model by taking referrals from primary care (e.g. Living Well, GP Practices, Primary Care Networks, Mental

Health Practitioners, Social Prescribing Networks), including a wider cohort of participants (anyone with a physical or mental health disability) and introducing a job retention element for those struggling in work or off sick.

As an interim Universal Support pilot offer, IPSPC was procured in 2023 and the service went live on 18th September 2023. At the outset, the providers were commissioned to deliver up to 1500 starts. IPSPC is achieving programme service start and job start targets. This extension provides the opportunity to continue support beyond existing contracted timelines, taking advantage of a '1+1 year contract extension option' built into the original contract.

3.2. The IPSPC Extension Proposal

In light of delays to the go-live of Universal Support (nationally), DWP and the GMCA have been engaging with regards a proposed extension to the current IPSPC provision. This would be the first contract variation for the IPSPC Contract and would be delivered under an existing provision (within the contract) to extend on a 1+1 year basis.

The GMCA team are currently working with DWP to finalise start numbers however these are anticipated to be an additional c600 starts within a period from December 2024 to April 2025 (5 months).

Financial Summary

Individual Placement & Support in Primary Care: the contract extension will be funded by a DWP grant to the sum estimate to be around £2.5m (yet to be determined). In addition to this there is a provisional c£400k in Programme Office Administration costs.

Both indicative at this stage and to be finalised following ministerial sign off.

Total extension starts	c600
Extension grant funding to April 2026	c£2.5m

Management Fee to July 2026	c£400k
Total	c£2.9m

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Date: 27 September 2024

Subject: GMCA 2024/25 Capital Update – Quarter 1

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

Purpose of Report

To present an update in relation to the Greater Manchester Combined Authority's 2024/25 capital expenditure programme.

Recommendations:

The GMCA is requested to:

1. Note the current 2024/25 forecast of £636.3m compared to the 2024/25 budget of £685.2m and approve changes to the capital programme as set out in the report;
2. Approve the addition of £3.8m to the 2024/25 GMCA Capital Programme from an extension to the fourth round of the Active Travel Fund (ATF4) award as outlined in section 2.6.1.
3. Approve the addition to the capital programme of £16.2m of Local Electric Vehicle Infrastructure (LEVI) funding to deliver local, on-street charging infrastructure across Greater Manchester and to accelerate the commercialisation of, and investment in, the local charging infrastructure sector.
4. Approve the addition to the capital programme of £4.8m of Investment Zone grant funding to support the development of high-potential clusters identified as Investment Zones with a focus on developing Advanced Manufacturing & Materials.

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 sets out the forecast capital expenditure for 2024/25.

Number of attachments to the report: None

Background Papers

GMCA Capital Programme 2023/24 – 2026/2027– 9 February 2024

Transport Capital Programme Report – 21 March 2024 (BNC)

GMCA CRSTS Annual Monitoring Narrative Report 23-24 – 25 July 2024 (BNC)

Transport Infrastructure Pipeline Update Report – 27 June 2024 (BNC)

Transport Infrastructure Pipeline Update Report - 25 July 2024 (BNC)

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 approved the 2024/25 capital programme at its meeting on 9 February 2024. This report provides the first in a series of updates throughout 2024/25.
- 1.2 The Authority's capital programme includes Greater Manchester Fire and Rescue Services (GMFRS), Economic Development & Regeneration programmes, Waste & Resources Service and the continuation of the programme of activity currently being delivered by the Authority, Transport for Greater Manchester (TfGM) and GM Local Authorities (LA) including the following elements:
- a) The Greater Manchester Transport Fund (GMTF);
 - b) Metrolink Trafford Park Line Extension;
 - c) Clean Air funded schemes;
 - d) City Region 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, Public Switched Telephone Network (PSTN), 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); and
 - h) Capital Highways Maintenance, Traffic Signals and Full Fibre.
- 1.3 The 2024/25 Capital Programme is summarised in Appendix A and the major variances are described 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.

Metrolink Programme

- 2.1.4 The Metrolink GMTF Programme includes operational improvement works to the network and close out of the expansion programme.
- 2.1.5 The current forecast expenditure on these works in 2024/25 is £9.8m, compared to a budget of £9.3m. The variance is predominantly driven by the phasing of risk allowances.

Metrolink Renewals and Enhancements

- 2.1.6 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 has been 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 CRSTS.
- 2.1.7 The current forecast expenditure in 2024/25 is £18.3m, in line with budget.

Bus Priority Programme

- 2.1.8 The current forecast expenditure in 2024/25, on the historic Bus Priority Programme, is £0.1m, compared to budget of £0.04m due to undertaking monitoring and evaluation activity ahead of schedule.

Interchanges and Park & Ride

- 2.1.9 The current forecast expenditure in 2024/25 is £0.2m, in line with budget.

2.2 A6 to Manchester Airport Relief Road (A6MARR)

- 2.2.1 Stockport Council is responsible for the delivery of the A6MARR, resulting in the expenditure largely comprising of grant payments to Stockport MBC.

2.2.2 The current forecast expenditure in 2024/25 is £6.4m, compared to a budget of £3.0m, due to land acquisition settlements being rephased from the prior year.

2.3 Metrolink Trafford Park Extension

2.3.1 The current forecast expenditure in 2024/25 is £0.3m, compared to a budget of £0.2m. The variance is due to the earlier than forecast expenditure on land related transactions.

2.4 Metrolink Capacity Improvement Programme (MCIP)

2.4.1 The Metrolink Capacity Improvement Programme includes the purchase and delivery of 27 additional trams and additional supporting infrastructure. The current forecast expenditure for 2024/25 is £2.1m, compared to a budget of £3.1m. The variance is predominantly due to the power infrastructure works now rephased into future years, following an updated contractor's programme.

2.5 Mayor's Cycling and Walking Challenge Fund (MCF)

2.5.1 The overall programme management of the Mayor's Cycling and Walking Challenge Fund (MCF), including design assurance, is undertaken by TfGM, with the majority of schemes being delivered by the 10 GM Local Authorities. The Programme is jointly funded through Transforming Cities Fund 1 (TCF1) and CRSTS 1 funding. The current forecast expenditure for 2024/25 is £19.6m, compared to a budget of £22.6m. The variance is due to the rephasing of some works into future years.

2.6 Active Travel Fund (ATF 2, 3 and 4) including Cycle Safety Grant

2.6.1 On 1 March 2024, Active Travel England announced that additional funding of £3.8m has been awarded to the GMCA. This funding is an extension to the Active Travel Fund fourth tranche (£22.6m). This allocation will deliver walking and wheeling and crossings improvements across the region drawn from the active travel scheme pipeline.

2.6.2 The Active Travel Fund programme (ATF 2, 3 and 4) including Cycle Safety Grant comprises 37 cycling and walking infrastructure schemes. The ATF capital programme is being delivered predominantly by the GM Local Authorities. The total current forecast expenditure for 2024/25 is £12.9m compared to a budget of £13.3m. The variance is predominantly due to re-phasing of certain works into future years to align the ATF programme of works with other schemes being funded within CRSTS.

2.7 Clean Air Programme

- 2.7.1 This is a range of Clean Air schemes which are funded entirely through grant funding from central government.
- 2.7.2 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. GM's evidence shows that the investment-led, non-charging plan can achieve compliance in 2025. However, it is for government to determine what measures GM is to implement – only the Investment-led Plan complies with the requirement placed on the 10 GM LAs to deliver compliance in the shortest possible time and by 2026 at the latest.
- 2.7.3 The current forecast expenditure in 2024/25 is £0.5m compared to a budget of £nil. This is predominantly due to the completion of the final installation of chargers in relation to the Office for Zero Emissions Vehicles Electric Vehicle (OZEV EV) Taxi scheme in 2024/25.

2.8 Other Capital Schemes and Programmes

- 2.8.1 The other capital schemes and programmes include
- a) Rail – Access for All;
 - b) Facilities Management Renewals; and
 - c) Public Switched Telephone Network (PSTN)
- 2.8.2 The current forecast expenditure in 2024/25 for the Access for All Programme is £6.3m, compared to a budget of £4.7m. The variance is predominantly due to construction at Daisy Hill and Irlam stations being brought forward from future financial years.

2.8.3 The current forecast for Facilities Management Renewals is £0.1m, compared to a budget of £nil. The expenditure, funded from borrowings, relates to certain time critical asset renewals and replacement works.

2.8.4 The March 2024 BNC noted £1.0m of funding for the replacement of the Public Switched Telephone Network (PSTN) that communicates between 448 traffic signals and the Urban Traffic Control fault reporting system with a digital solution. The current forecast expenditure in 2024/25 is £0.9m compared to a budget of £nil, the variance is due to scheme being approved for inclusion in the Capital Programme.

2.9 Bus Franchising

2.9.1 The current 2024/25 forecast expenditure is £61.3m, compared to the original budget of £32.2m. The variance is predominantly due to the phasing of the acquisition of bus depots; and the costs of a number of IS and ticketing systems and equipment assets required for the implementation of bus franchising. These works were initially proposed to be funded from the Bus Franchising Transition revenue budget but these funds are now being used to directly support Bee Network services as part of the TfGM revenue budget. As such it is proposed that these assets are now funded from CRSTS. This switching of funding was previously outlined in the 2024/25 GMCA Transport Revenue Budget¹.

2.10 City Region Sustainable Transport Settlement (CRSTS)

2.10.1 In recognition of national and global inflationary pressures on construction and manufacturing supply chains, in early 2023 Government provided all Mayoral Combined Authorities with the opportunity to re-baseline their CRSTS1 Delivery Plans. In developing the re-baselining proposals, a number of local challenges were taken into account, for example in terms of addressing the substantial post-covid financial pressures associated with the safe operation of Greater Manchester's existing Metrolink network, whilst also looking to maximise opportunities where possible, such as those associated with being the first of the Combined Authorities to successfully launch Bus Franchising.

¹ [B. GMCA Transport Revenue Budget 2024-25.pdf \(greatermanchester-ca.gov.uk\)](#)

2.11 Zero Emission Buses Regional Areas (ZEBRA)

2.11.1 The ZEBRA project has received £35.7m of DfT Zero Emission Buses Regional Areas funding and £12.5m funded from prudential borrowing.

The current 2024/25 forecast expenditure is £35.8m, compared to a budget of £39.8m. The variance is now forecast to be expended by Q1 2025/26.

2.12 Transport Local Growth Deal 1 Majors Schemes

2.12.1 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 GM LAs. The total 2024/25 forecast expenditure is £8.3m, compared to a budget of £12.5m. The variance is driven by the Stockport Interchange construction works for the main programme completing earlier than forecast in the prior financial year, and a rephasing of ancillary Section 278 works into 2024/25.

2.12.2 The 2024/25 forecast expenditure includes elements of costs funded from the CRSTS grant.

2.13 Local Growth Deal Minor Works

2.13.1 The Minor Works and additional priorities schemes are being delivered by TfGM and the GM LAs.

2.13.2 The total 2024/25 forecast expenditure on these schemes is £0.7m, compared to a budget of £1.4m. The variance is driven by a combination of works completing ahead of schedule, in the prior financial year.

2.14 Traffic Signals

2.14.1 General traffic signals are externally funded and spend will fluctuate dependent on the level on new installations requested.

2.14.2 The Authority has received Traffic Signal Obsolescence and Green Light Funding from central government to upgrade traffic signal systems by replacing obsolete equipment and tune up traffic signals to better reflect current traffic conditions and get traffic flowing.

2.14.3 The total 2024/25 forecast expenditure has increased to £4.2m to include these schemes.

2.15 GM One Network

2.15.1 The GM One Network scheme is for Wide Area Network services across several GM councils and GMCA and fulfils the Department for Culture, Media and Sport (DCMS) grant conditions for activating the Local Full Fibre Network (LFFN) dark fibre infrastructure.

2.15.2 The total 2024/25 forecast expenditure has increased to £3m due to slippage in 2023/24.

3. Economic Development and Regeneration

3.1. Regional Growth Fund (RGF)

3.1.1 The RGF 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 forecast 2024/25 expenditure on these schemes has increased to £9.3m due to the amount of pipeline schemes that have progressed or are expecting to be progressed.

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 forecast 2024/285 expenditure on these schemes has increased to £2.6m due to pipeline schemes being slightly higher than expected at budget setting.

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 The total forecast 2024/25 expenditure on these schemes has decreased to £96.8m due to some schemes being reprofiled to 2025/26 and some pipeline schemes no longer progressing.

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 forecast 2024/25 expenditure has increased to £2.3m due to slippage of drawdowns in 2023/24.

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 total forecast 2024/25 expenditure has increased to £0.8m due to slippage in expenditure in 2023/24.

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 The total forecast 2024/25 expenditure on these schemes has increased to £14.6m due to the reprofiling of drawdowns.

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 current forecast of £74.9m is in line with budget.

3.8. UK Shared Prosperity Fund

3.8.1 The Fund from central government is designed to build pride in place and increase life chances by investing in community and place, supporting local businesses and people and skills.

3.8.2 The total forecast 2024/25 expenditure has increased to £14.2m due to reprofiling of expenditure between capital and revenue.

3.9. Social Housing Quality Fund

3.9.1 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.

3.9.2 The total forecast 2024/25 expenditure has increased to £0.1m to cover evaluation works following completion of scheme.

3.10. Public Sector Decarbonisation Schemes

3.10.1 The Public Sector Decarbonisation Scheme is grant funding received from central government for public building retrofit projects.

3.10.2 The current forecast of £1.5m is in line with budget.

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 final year of the three-year delivery period.
- 3.11.2 The total forecast 2024/25 expenditure has increased to £36.8m due to slippage of spend in 2023/24 due to partner underspending which has led to some of the grant being returned to the provider.

3.12. Rough Sleeper Accommodation Programme

- 3.12.1 The scheme is to support those rough sleeping or with a history of rough sleeping into longer-term accommodation with support.
- 3.12.2 The total forecast 2024/25 expenditure has increased to £1.4m due to slippage during 2023/24. The expenditure is dependent on suitable properties becoming available.

3.13. Project Skyline

- 3.13.1 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
- 3.13.2 The total forecast 2024/25 expenditure has increased to £5m and approval to include this scheme was sought at the 12 July 2024 GMCA meeting.

3.14. 5G Innovation

- 3.14.1 The programme aims to champion the use of innovative applications powered by 5G from proof of concept to widespread adoption.
- 3.14.2 The total forecast 2024/25 expenditure has increased to £3m due to the details of the grant being received post budget. Approval to include this scheme was sought at the 12 July 2024 GMCA meeting.

3.15. Trailblazer

- 3.15.1 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.

3.15.2 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.

3.15.3 The current forecast of £5m is in line with budget.

3.16. Investment Zones

3.16.1 The investment zone grant funding from central government will be used to support the development of high-potential clusters identified as Investment Zones with a focus on developing Advanced Manufacturing & Materials.

3.16.2 The total forecast 2024/25 expenditure has increased to £4.8m due to details of the grant being received post budget.

4. 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 the current financial year.

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.

4.2.2 An initial batch of vehicles in relation to the Flexible Duty System (FDS) car scheme was purchased and received in 2023/24. The delivery profiles for FDS cars as at quarter 1 includes an additional £1.2m towards the purchase of further vehicles in line with the contract.

4.3. ICT

4.3.1 The forecast is broadly in line with the budget with the exception of the reprofiling of the Full Fibre Network which rolled forward from 2023/24.

4.4. Equipment

4.4.1 The variance of £0.6m is in relation to the revised expected delivery of foam equipment, hose replacement and compressors within the programme.

4.5. Sustainability

4.5.1 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.

4.6. Waking Watch Relief Fund

4.6.1 Waking Watch previously had 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 additional grant funding in respect of the Relief Fund, in relation to identified high rise properties which meet the criteria. The forecast at quarter one reflects the awards and spend profile in 2024/25.

5. Waste and Resources

5.1. Operational Assets

5.1.1 This budget line covers all spend associated with the operation of the waste disposal assets used by the operator of the waste management contracts.

5.1.2 The forecast expenditure has increased to £10.4m with the works at Raikes Lane, Bolton now being priced and slightly offset with the slippage of works at Reliance Street, Newton Heath being reprofiled into 2025/26.

5.2. Non-Operational Assets

5.2.1 This budget line covers all spend associated with the closed landfill sites inherited from Greater Manchester Waste Disposal Authority and any other land not being used for waste management.

5.2.2 The current forecast of £0.2m is in line with budget.

Appendix A – Q1 24/25 forecast

Appendix A	Budget 2024/25 £000s	Q1 2024/25 Forecast £000s	(Increase)/ Decrease £000s
Metrolink Programme	9,269	9,765	(496)
Metrolink Renewals and Enhancements	18,322	18,261	61
Bus Priority Programme	37	120	(83)
Interchange and Park & Ride	183	209	(26)
Greater Manchester Transport Fund	27,811	28,355	(544)
Road Schemes (Stockport)			
A6 MARR / SEMMMS	3,000	6,437	(4,016)
Stockport Council Schemes total	3,000	6,437	(4,016)
Other Metrolink Schemes			
Trafford Extension	208	286	(78)
Other Metrolink Schemes total	208	286	(78)
Other Capital Schemes			
Metrolink Capacity Improvement Programme	3,058	2,050	1,008
TCF - Mayors Challenge Fund	8,803	8,430	373
Active Travel Fund and Cycle Safety Grant	13,256	12,940	316
Clean Air Schemes	-	463	(463)
Access For All	4,668	6,294	(1,626)
Facilities Management	-	99	(99)
Public Switched Telephone Network (PSTN) Traffic Signal	-	937	(937)
Bus Franchising (incl CRSTS Funding)	32,238	61,305	(29,067)
ZEBRA	39,773	35,769	4,004
Other Capital Schemes total	101,796	128,287	(26,491)
CRSTS			
Bus CRSTS	71,397	66,561	4,836
Active Travel CRSTS	13,805	11,135	2,670
Interchanges CRSTS	3,173	3,759	(586)
Rail CRSTS	4,482	3,807	675
Other CRSTS	800	1,286	(486)
Metrolink CRSTS	1,514	943	571
Local Authority CRSTS	57,608	57,673	(65)
Total CRSTS	152,779	145,164	7,615
Growth Deal			
TfGM Majors	11,669	7,505	4,164

Appendix A	Budget 2024/25 £000s	Q1 2024/25 Forecast £000s	(Increase)/ Decrease £000s
Local Authorities Majors	834	834	-
Growth Deal total	12,503	8,339	4,164
Minor Works			
ITB Local Authorities	733	145	588
Growth Deal 1 & 2 Local Authorities	500	516	(16)
Growth Deal 2 TfGM Schemes	-	2	(2)
Growth Deal 3 TfGM schemes	209	19	190
Minor Works total	1,442	682	760
Traffic Signals	2,500	4,198	(1,698)
GM One Network	1,074	2,993	(1,919)
Total Capital - Transport	303,113	324,741	(22,207)
Regional Growth Fund	5,900	9,300	(3,400)
Growing Places	2,000	2,600	(600)
Housing Investment Fund	209,573	96,783	112,790
Life Sciences Fund 1	1,850	2,337	(487)
Pankhurst Institute	-	793	(793)
City Deal	13,022	14,642	(1,620)
Investment Team total	232,345	126,455	105,890
Brownfield Land Fund	74,921	74,921	-
UK Shared Prosperity Fund	10,664	14,215	(3,551)
Social Housing Quality Fund	-	113	(113)
Place Team total	85,585	89,249	(3,664)
Public Sector Decarbonisation Scheme 3a multi year	1,550	1,550	-
Social Housing Decarbonisation	18,481	36,784	(18,303)
Environment Team total	20,031	38,334	(18,303)
Rough Sleeper Accommodation Programme	-	1,401	(1,401)
Project Skyline	-	5,000	(5,000)
Public Sector Reform Team total	-	6,401	(6,401)
5G Innovation	-	3,000	(3,000)
Digital Team total	-	3,000	(3,000)
Trailblazer	5,000	5,000	-
Investment Zones	-	4,800	(4,800)

Appendix A	Budget 2024/25 £000s	Q1 2024/25 Forecast £000s	(Increase)/ Decrease £000s
Strategy, Economy & Research Team total	5,000	9,800	(4,800)
Total Capital - Economic Development & Regeneration	342,961	273,239	69,722
Estates	21,660	13,938	7,722
Transport	2,964	5,195	(2,231)
ICT	465	756	(291)
Equipment	3,465	4,086	(621)
Sustainability	838	954	(116)
Health & Safety	-	371	(371)
Waking Watch Relief	429	2,429	(2,000)
Total Capital - Fire & Rescue Service	29,821	27,729	2,092
Operational Sites	9,070	10,390	(1,320)
Non-Operational Sites	200	200	-
Total Capital - Waste & Resources	9,270	10,590	(1,320)
Total Capital	685,165	636,299	48,287

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Date: 27th September 2024

Subject: GMCA Revenue Update Quarter 1 2024/25

Report of: Councillor David Molyneux, Portfolio Leader for Resources and Steve Wilson, GMCA Treasurer

PURPOSE OF REPORT

This report is to inform members of the Greater Manchester Combined Authority financial position at the end of June 2024 (Quarter 1) and forecast revenue outturn position for the 2024/25 financial year.

RECOMMENDATIONS:

The GMCA is requested to:

1. Note the forecast position at 30th June 2024.
2. Approve an increase to the Mayoral budget of £357k funded from Mayoral reserves towards spend on mayoral priorities (para 3.2).
3. Approve an increase to the revenue grant to Transport for Greater Manchester of £3m funded from DfT devolved BSOG grant for tendered services (para. 6.5).

CONTACT OFFICERS:

Name: Steve Wilson, GMCA Treasurer

E-Mail: steve.wilson@greatermanchester-ca.gov.uk

<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>

Name: Steve Warrener, Finance and Corporate Services Director, Transport for Greater Manchester
E-mail: steve.warrener@fgm.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 2024/25 budget update.

Financial Consequences – Revenue – The report sets out the provisional outturn position for 2024/25.

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 – 9th 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 2024/25 forecast 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 The table below shows the summary of the financial position at Quarter 1. Further details on the variances are provided in each section of the report.

Summary 2024/25 Quarter 1	Approved Budget			Forecast Outturn Q1			Variance from Budget		
	Exp	Income	Total	Exp	Income	Total	Exp	Income	Total
	£000	£000	£000	£000	£000	£000	£000	£000	£000
GMCA General	275,185	-275,185	0	328,884	-328,884	0	51,698	-51,698	0
Mayoral	140,105	-140,105	0	140,462	-140,462	0	357	-357	0
GMFRS	139,264	-139,264	0	145,054	-145,054	0	5,790	-5,790	0
Waste	178,274	-178,274	0	173,752	-173,752	0	-4,522	-4,522	0
Transport inc:	408,952	-408,952	0	404,165	-404,165	0	-4,787	4,787	0
TfGM	330,599	-330,599	0	325,812	-325,812	0	-4,787	-4,787	0

2. GMCA GENERAL BUDGET

- 2.2 The original budget for 2024/25 for the GMCA Revenue General budget approved in February 2024 was £275,185m and the forecast outturn expenditure at the end of June 2024 (Quarter 1) is £328.884m, an increase of £51.698m. The increase in expenditure relates to additional funding for various projects as noted within the report. There is a forecast breakeven position for the GMCA General budget by year end.
- 2.1 The table below shows the original expenditure and income budgets approved in February 2024, the forecast outturn at Quarter 1 and the variance compared to the original budget.

GMCA Revenue General Budget 2024/25 Quarter 1	Original Budget	Forecast Outturn Quarter 1	Variance
	£000	£000	£000
Expenditure:			
GMCA Corporate	31,226	32,675	1,448
Election	4,055	4,055	0
Core Investment Team	2,553	5,491	2,938
Digital	2,873	6,667	3,794
Economy	4,960	25,847	20,887
Environment	3,681	10,327	6,646
Place	54,901	57,751	2,849
Public Service Reform	39,691	50,815	11,124
Work and Skills	131,245	133,257	2,012
Total Expenditure	275,185	326,884	51,698
Funded by:			
Government Grants	-204,848	-217,362	-12,514
District Contributions	-8,503	-8,503	0
Internal Recharges	-30,841	-32,107	-1,266
Retained Business Rates	-10,531	-38,773	-28,242
Earmarked Reserves	-7,221	-12,997	-5,776
Other Income	-13,241	-17,142	-3,901
Funding	-275,185	-326,884	-51,698
Net Expenditure	0	0	0

Corporate Services

2.2 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.

2.3 The original approved budget for 2024/25 was £32.2m and the forecast is showing an increase in expenditure to £31.7m. The forecast expenditure increase of £1.4m is due to:

- Strategy expenditure increase of £0.4m is in relation to the expansion of the staff resources required, funded by earmarked reserves.
- Resilience of £0.3m supported partly external partners and reserve.
- Communication, Media & PR forecasts an increase of £0.4m for resources requested by other Directorates as well as creation of new role, for which, costs will be via recharges and reserves.

- The remainder of the overall variance is due to forecasts on staffing resources across a number of teams to meet demand, which will be funded from earmarked reserves.

Digital

2.4 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.

2.5 The 2024/25 original budget for Digital was £2.9m, which included the key programmes of GM Connect and Smart Residents Data Exchange Platform. The forecast position is expenditure of £6.7m, the additional expenditure and funding is in relation to the following schemes:

- GM Digital Strategy increase of £1.7m is to be funded via retained business rates against the allocation for GM Digital Inclusion, Growth and Places as well as GM Digital Prosperous and Connected Places.
- Smart Residents Data Exchange Platform increase of £1.1m also funded via retained business rates against the GM Digital Transformation allocation.
- Digital Social Care is a joint initiative with Manchester City Council. Expected expenditure is £0.9m which is fully funded from programme funding from NHS Integrated Care Board.

Economy

2.6 The Economy portfolio leads key groups including the Growth Board, Local Industrial Strategy Programme Delivery Executive, GM Economic Resilience Group, Made Smarter and GM Local Enterprise Partnership (LEP).

2.7 The 2024/25 approved budget for Economy was £4.9m. At quarter 1, the forecast outturn of £25.8m reflects the additional or confirmation of funding for the following schemes:

- Department for Levelling Up, Housing and Communities (DLUHC) Investment zone programme offers GM funding of £4.2m for 2024/25 to support growth and innovation in Advanced Materials and Manufacturing in the city region to increase national competitiveness in a national priority sector, and help to correct the economic imbalance between Greater Manchester and the South East.
- MIDAS and Marketing Manchester costs are forecast to increase by £2.8m and for 2024/25 funded via business rates retention reserve for GM Frontier sector attraction and promotion activities which was approved in March 2024 following budget setting.
- GM Productivity Programme expenditure of £9.5m and GM Local Industrial Strategy (LIS) expenditure of £2.0m both funded from retained business rates.

Environment

- 2.8 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.
- 2.9 The 2024/25 original approved budget for Environment was £3.7m with forecast expenditure at quarter 1 of £10.3m. The increase relates to new funding available for the following:
- Net zero accelerator pilot programme has an overall allocation of 6.2m over 2 years to 2025/26 of which £1.5m has been forecasted against expenditure in 2024/24 develop an aggregated bundle of projects across multiple net zero sectors, including projects that provide strong financial returns.
 - Five Year Environment Plan - expenditure of £2.4m 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 funded via retained business rates.
 - Environment and Low Carbon programme £1.0m.

- Green Spaces £0.8m to supports community-led projects that increase the amount and quality of accessible, nature-rich green space in the city region, particularly in the areas where people need it most.

Place

- 2.10 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.
- 2.11 The 2024/25 original approved budget for Place was £54.9m with forecast expenditure at Quarter 1 of £57.8m. The mainly relates to Growth Locations which represent opportunities for the whole city-region to bring forward development at a scale which can drive the transformational change ambition across the conurbation has an expenditure forecast of £2.4m in the current year, funded by retained business rates.

Public Service Reform

- 2.12 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.
- 2.13 The 2024/25 original approved budget for PSR was £39.7m with forecast expenditure of £50.8m. The majority of the increase relates to:

- GM Fostering Programme funded by Department for Education (DFE) has increased by £3.0m. This is a campaign with an ambition to inspire more people within the city region to become foster carers and turns the spotlight on the real life experiences of the community
- Changing Futures Programme, aimed at supporting individuals experiencing multiple disadvantage has an increase of £1.4m funded by retained business rates.
- The remainder of the increase across PSR is to be funded from a range of earmarked reserves, new grant funding and external income.

Education, Work and Skills

2.14 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.

2.15 The original 2024/25 budget was £131.2m with forecast expenditure of £133.3m, an increase of £2.0m. The increases are to be funded from earmarked reserves, business rates reserve or existing grant arrangements which are paid in arrears based on activity:

- The Adult Education Budget in respect of delivery costs are forecast to increase by £1.3m, fully funded from DFE grant.
- Work & Health Pioneers shows a reduction of £0.5m due to profiling. This grant is an extension to the Work and Health programme providing a universal support offer with a wider scope of referrals through to the Pioneers programme.
- Youth Employment & Opportunities, a programme to support youth employment & opportunities and other linked mayoral initiatives has forecasted an increase in expenditure of £0.9m funded through Business rates and earmarked reserves.
- The remainder of the increase will be funded via existing grants, whereby, claims are made in arrears within specified allocations or via earmarked reserves.

3. MAYORAL GENERAL BUDGET

- 3.1 The Mayoral General budget (excluding Fire & Rescue) funds the Mayor's Office and Mayoral functions, the majority of which relates to Transport functions. The budget approved in February 2024 was £140.1m funded from Precept income, Transport Statutory Charge, reserves, grants and external income.
- 3.2 Additional costs have been incurred through the provision of food vouchers during school holidays and the opportunity element of Our Pass which have been funded through mayoral reserves.
- 3.3 The table below shows the original budget and breakeven forecast outturn at Quarter 1:

Mayoral Budget 2024/25 Quarter 1	Original Budget	Forecast Outturn	Forecast Variance
	£000	£000	£000
Expenditure:			
Mayors Office	530	563	33
Corporate Recharge	851	851	-
Mayoral Priorities	3,050	3,374	324
Mayoral Transport	135,674	135,674	-
Gross Expenditure	140,105	140,462	357
Funded by:			
Mayoral Precept	(25,558)	(25,558)	-
Collection Fund Surplus /- Deficit	(463)	(463)	-
BSOG grant	(13,150)	(13,150)	-
Mayoral Capacity grant	(1,000)	(1,000)	-
Statutory charge	(86,700)	(86,700)	-
Earnback grant	(11,045)	(11,045)	-
Other grants and reserves	(1,339)	(1,696)	(357)
External Income	(850)	(850)	-
Total Funding	(140,105)	(140,462)	(357)
Net expenditure	-	-	-

4. GM FIRE AND RESCUE

4.1. The 2024/25 budget for GM Fire and Rescue Service (GMFRS) set in February 2024 was approved at £139.264m and, at Quarter 1, it is expected that the position will be breakeven. The table below summarises the position:

GMFRS Budget 2024/25 Quarter 1	Approved Budget	Forecast Outturn	Forecast Variance
	£000	£000	£000
Employees	105,326	109,943	4,616
Indirect Employees	2,011	2,339	327
Premises	6,887	7,082	195
Transport	2,461	2,563	102
Supplies & Services	12,697	14,548	1,850
Support Services	9,888	11,255	1,368
Government Grants	-1,187	-1,119	68
Other Grants & Contributions	-418	-1,839	-1,420
Customer & Client Receipts	-2,202	-2,466	-264
Capital Financing Costs	3,800	1,378	-2,422
Revenue Contribution to Capital Outlay	0	1,370	1,370
Tfr to Earmarked Reserve	0	0	0
Total Expenditure	139,264	145,054	5,790
Localised Business Rates	-11,347	-11,347	0
Baseline Funding	-51,281	-51,281	0
Funding Guarantee	0	-1,185	-1,185
SFA - Services Grant	-204	-224	-20
Section 31 - Business Rates	-10,017	-8,711	1,306
Section 31 - Pension Related	0	-4,769	-4,769
Precept Income	-65,555	-65,555	0
Collection Fund surplus/deficit	-444	-444	0
Trf from Earmarked Reserve	-416	-1,538	-1,122
Total Funding	-139,264	-145,054	-5,790
Net Expenditure	0	0	0

4.2. The estimated firefighter pay award for 2024/25 was based on 5%. Negotiations have concluded with a 4% pay award which releases budget to the value of £0.609m which will be reflected in the revised budget. The pay award for non-uniformed staff is still under negotiation.

4.3. The forecasted expenditure against employees includes an increase in pension contribution. A budget amendment is required to reflect this and the expected grant allocation. A change in firefighter employer pension rate has been announced which

is an increase from 28.8% to 37.6%. This is estimated at £5.612m increase in budget requirement within 2024/25, forecast indicates an overspend of £4.616m Notification of pension grant has been received from the Home Office which shows an allocation of £4.769m which would result in a budget pressure of £0.843m. Home Office have been informed of the GMFRS budget pressure which will be reviewed alongside all organisations following submission of the pension forecast data. We will be looking to revise the budget to assume that the full increase will be met by the Home Office.

- 4.4. The assumed S31 business rates grant budget was set at £10.017m based on £4.277m in relation to the 10 local authorities forecasts for the 2024/25 financial year and a further £5.740 in respect of compensation grant.
- 4.5. The compensation element of the grant was calculated on the basis of a multiplier for under indexation linked to CPI, for which the guidance stated would be based on 124/499. However, due to changes with the decoupling of multiplier rates for small and standard business rates, each organisation has its own unique indexation factors which were not published.
- 4.6. The S31 allocations were provided to each organisation 14th May 2024 which shows a lower allocation than expected by £1.306m. The allocation in total is £8.711m. This can be managed in year by offsetting against other growth areas and interest.
- 4.7. Due to capital expenditure incurred within 2023/24 compared to Q3 reporting, it is expected that the capital financing costs will be reduced.
- 4.8. The medium-term financial plan included a 3% increase as an estimate of the uplift for corporate recharges in line with the assumed pay award for CA staff, to the value of £0.247m. Since the original budget was set, the corporate recharge uplift was calculated at £2.007m.
- 4.9. Corporate recharges budget has been revised to include an additional £1.333m which we will be funding this mostly from prior year deposit interest in reserve and in year deposit interest.
- 4.10. The forecast position is break even after a proposed transfer of £1.370m revenue funding to be used towards the cost of capital projects.

5. WASTE AND RESOURCES

5.1 The levy for the Waste and Resources service was set in February 2024 for a total of £174.3m after a use of reserves of £4m. At the end of Quarter 1, the forecast underspend is £4.5m as detailed in the table below:

Waste and Resources Forecast Outturn 2024/25	Approved Budget	Forecast Outturn Quarter 1	Forecast Variance
	£000	£000	£000
Operational Costs	116,326	111,840	(4,486)
Operational Financing	55,104	55,070	(34)
Office Costs	6,245	6,243	(2)
Non-Operational Financing	599	599	-
Total Expenditure	178,274	173,752	(4,522)
Levy	(174,274)	(174,274)	-
Levy Adjustment	0	61	61
Return to GM LA's	0	20,000	20,000
Transfer (from)/to reserves	(4,000)	(19,539)	(15,539)
Total Resources	(178,274)	(173,752)	4,522

5.2 Operational costs element of the budget is forecast to underspend by £4.5m due to tonnages for the first two months being lower than budget and income from pulpables and commingled recyclates being higher than budget during the first quarter of the year. The position will be updated based on actual income as the year progresses. Tonnages, recyclate and gas/ electricity prices will be monitored monthly through the remainder of the year.

5.3 At the Authority meeting of 9 February 2024 approval was given to make a one-off payment of £20m funded from reserves which has now been paid.

6. TRANSPORT

6.1 The Transport original revenue budget was approved by GMCA in February 2024, which includes funding from the Transport Levy and Statutory Charge, Mayoral precept, grants and reserves. Since the budget was set additional grant funding has been received and further changes to TfGM's budget as described in paragraphs 6.3 onwards have lowered the forecast budget expenditure to £404.2m,

of which £325.8m is forecast to be paid to Transport for Greater Manchester (TfGM) for transport delivery as shown in the table below. The remaining £78.4m of the Transport revenue budget is retained by the Authority for capital financing costs for Metrolink and other programmes.

Transport Revenue Budget Quarter 1	Budget	Forecast Outturn	Forecast Variance
	£000	£000	£000
Resources:			
Mayoral Transport Budget	(135,674)	(135,674)	-
District Levy	(119,473)	(119,473)	-
Earnback Revenue Grant	(28,714)	(26,801)	1,913
Bus Services Improvement Grant	(48,600)	(44,309)	4,291
Government Recovery Funding	(6,500)	(6,500)	-
Use of Reserves	(64,135)	(62,779)	1,356
Other Grants	(5,856)	(8,629)	(2,773)
Total Resources	(408,952)	(404,165)	4,787
Expenditure:			
Funding to TfGM	330,599	325,812	(4,787)
GMCA Capital Financing Costs	78,353	78,353	-
Total Expenditure	408,952	404,165	(4,787)

Transport for Greater Manchester (TfGM)

- 6.2 As previously reported the budget includes the continuation of cost savings and additional income generation, both of which are being delivered as part of TfGM's Financial Sustainability Plan. As part of this Plan the funding includes the use of several 'non-recurring' sources of funding, including reserves. Further work is required on the continuing development of the long-term plan. In common with the other UK public transport bodies, this will include discussions with government about further funding as part of developing a long-term sustainable funding model.
- 6.3 The table below summarises the original approved budget for TfGM for 2024/25 and the forecast outturn as at the end of Quarter 1. A summary of the key variances is provided in the table and commentary below.

TfGM Revenue Budget 2024/25 Quarter 1	Budget	Forecast Outturn	Forecast Variance
	£000	£000	£000
Resources			
Funding from GMCA	(330,600)	(325,813)	4,787
Department for Transport (DfT) Rail grant	(1,900)	(1,900)	-
Total Resources	(332,500)	(327,713)	4,787
Expenditure			
Concessionary Support non-Franchised Services	31,784	33,780	1,996
Capped Fares Scheme non-Franchised Services	14,513	17,180	2,667
Non-Franchised Tendered Services	13,400	13,850	450
Payment of Devolved Bus Service Operators Grant (BSOG)	3,056	3,230	174
Bus Franchising implementation costs	24,500	24,300	(200)
Bus Franchising net cost	151,877	149,011	(2,866)
	239,130	241,351	2,221
Metrolink net cost	19,715	14,243	(5,472)
Operational Costs	42,688	42,508	(180)
Accessible Transport	3,700	3,700	-
Traffic signal Costs	3,822	3,822	-
Scheme pipeline development Costs	17,135	15,779	(1,356)
Financing	6,310	6,310	-
Total Expenditure	332,500	327,713	(4,787)
Net Expenditure	0	0	0

6.4 As included in the table above, funding from the Authority has been updated to reflect actual government grant funding secured alongside the required drawdown of funding from reserves. The forecast Metrolink forecast net loss has reduced and therefore there has been an equivalent reduction in the required use of reserves funding. There has also been a reduction in the forecast spend on scheme development pipeline projects and a reduction in the funding of these schemes.

6.5 In addition, there has been an increase in funding of £3.0m in relation to the DfT devolved BSOG grant for tendered services. Previously this was paid to TfGM and shown within net expenditure, however this has been paid directly to the Authority in 2024/25 and is therefore included in the grant funding claimed by TfGM from the Authority.

- 6.6 The costs of concessionary reimbursement are currently forecast to outturn above budget. In previous years TfGM has, in line with 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. This year the guidance is no longer in place and TfGM are reimbursing based on actual patronage and using the new reimbursement calculator. The increase in costs is partly due to a higher-than-expected rate from the new calculator and partly due to phasing of the scheme between franchised and non-franchised services.
- 6.7 Expenditure on non-Franchising Capped Fares is higher than budget due to the impact of further increases in the shadow fares and higher patronage, this is more than offset by lower net cost on bus franchising, again mainly due to higher than budgeted patronage.
- 6.8 The net operating loss on Metrolink is reduced from the initial budget due to a forecast increase in farebox revenues and further savings from operational efficiencies. The increase in farebox revenues is due to successful growth initiatives which have driven higher patronage increases; delivery of higher commercial revenues; and the impact of ongoing measures to tackle fare evasion.
- 6.9 The budget for 2024/25 included £17.1m of costs for the further development of GM's pipeline of future transport schemes. The current forecast outturn for these costs in 2024/25 is £15.8m, with the difference being due to timing differences.
- 6.10 All other costs are currently forecast to outturn in line with budget.

7. RECOMMENDATIONS

- 7.1 The recommendations appear at the front of this report

Date: 27 September 2024

Subject: Annual Treasury Management Review 2023/24

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

Purpose of Report

This Authority is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2023/24. This report meets the requirements of both the Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice on Treasury Management, (the Code), and the CIPFA Prudential Code for Capital Finance in Local Authorities, (the Prudential Code).

During 2023/24 the minimum reporting requirements were that the Full Authority should receive the following reports:

- an annual treasury strategy in advance of the year (Authority 24 March 2023)
- a mid-year, (minimum), treasury update report (Authority 24 November 2023)
- an annual review following the end of the year describing the activity compared to the strategy, (this report)

In addition, this Authority has received quarterly treasury management update reports on the following dates 20 September 2023 and 24 January 2024 which were received by the Audit Committee.

The regulatory environment places responsibility on Members for the review and scrutiny of treasury management policy and activities. This report is, therefore, important in that respect, as it provides details of the outturn position for treasury activities and highlights compliance with the Authority's policies previously approved by Members.

This Authority confirms that it has complied with the requirement under the Code to give prior scrutiny to all of the above treasury management reports by the Audit Committee before they were reported to the Full Authority. Member training on treasury management

issues was undertaken during the year on 17 January 2024 in order to support Members' scrutiny role.

Recommendations:

The GMCA is requested to:

Note the annual treasury management report for 2023/24.

Contact Officers

Name of key contact Officer and email address to be included

Steve Wilson

Treasurer

Steve.Wilson@greatermanchester-ca.gov.uk

Claire Postlethwaite

Director of Operational Finance

Claire.postlethwaite@greatermanchester-ca.gov.uk

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

Equalities Impact, Carbon and Sustainability Assessment:

N/A

Risk Management

There are considerable risks to the security of the Authority's resources if appropriate treasury management strategies and policies are not adopted and followed. The Authority has established good practice in relation to treasury management.

Legal Considerations

This report fulfils the statutory requirements to have necessary prudential indicators to be included in a Treasury Management Strategy.

Financial Consequences – Revenue

Financial consequences are contained in the body of the report.

Financial Consequences – Capital

Financial consequences are contained in the body of the report.

Number of attachments to the report

None

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

GMCA 24 March 2023 Meeting [Treasury Management Strategy Statement 2023/24](#)

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. Executive Summary

- 1.1 During 2023/24, the Authority complied with its legislative and regulatory requirements. The key actual prudential and treasury indicators detailing the impact of capital expenditure activities during the year, with comparators can be found in the main body of the report.
- 1.2 The Treasurer also confirms that borrowing was only undertaken for a capital purpose and the statutory borrowing limit, (the authorised limit), was not breached.

2. Introduction and Background

- 2.1 This report summarises the following:
- a) Capital activity during the year;
 - b) Impact of this activity on the Authority's underlying indebtedness, (the Capital Financing Requirement);
 - c) The actual prudential and treasury indicators;
 - d) Overall treasury position identifying how the Authority has borrowed in relation to this indebtedness, and the impact on investment balances;
 - e) Summary of interest rate movements in the year;
 - f) Detailed debt activity; and
 - g) Detailed investment activity.

3. The Authority's Capital Expenditure and Financing

- 3.1 The Authority undertakes capital expenditure on long-term assets. These activities may either be:
- a) Financed immediately through the application of capital or revenue resources (capital receipts, capital grants, revenue contributions etc.), which has no resultant impact on the Authority's borrowing need; or
 - b) If insufficient financing is available, or a decision is taken not to apply resources, the capital expenditure will give rise to a borrowing need.
- 3.2 The actual capital expenditure forms one of the required prudential indicators. The table below shows the actual capital expenditure and how this was financed.

	2022/23 Actual £m	2023/24 Budget £m	2023/24 Actual £m
Capital expenditure	433.390	629.334	566.318
Financed in year	(358.800)	(451.790)	(402.376)
Unfinanced capital expenditure	74.590	177.544	163.942

4. The Authority's Overall Borrowing Need

- 4.1 The Authority's underlying need to borrow for capital expenditure is termed the Capital Financing Requirement (CFR). This figure is a gauge of the Authority's indebtedness. The CFR results from the capital activity of the Authority and resources used to pay for the capital spend. It represents the 2023/24 unfinanced capital expenditure (see above table), and prior years' net or unfinanced capital expenditure which has not yet been paid for by revenue or other resources.
- 4.2 Part of the Authority's treasury activities is to address the funding requirements for this borrowing need. Depending on the capital expenditure programme, the treasury service organises the Authority's cash position to ensure that sufficient cash is available to meet the capital plans and cash flow requirements. This may be sourced through borrowing from external bodies, (such as the Government, through the Public Works Loan Board (PWLB), or the money markets), or utilising temporary cash resources within the Authority.
- 4.3 **Reducing the CFR** – the Authority's underlying borrowing need (CFR) is not allowed to rise indefinitely. Statutory controls are in place to ensure that capital assets are broadly charged to revenue over the life of the asset. The Authority is required to make an annual revenue charge, called the Minimum Revenue Provision (MRP), to reduce the CFR. This is effectively a repayment of the borrowing need. This differs from the treasury management arrangements which ensure that cash is available to meet capital commitments. External debt can also be borrowed or repaid at any time, but this does not change the CFR.
- 4.4 The total CFR can also be reduced by:
- a) the application of additional capital financing resources, (such as unapplied capital receipts); or

b) charging more than the statutory revenue charge (MRP) each year through a Voluntary Revenue Provision (VRP).

4.5 The Authority's 2023/24 MRP Policy, (as required by Department for Levelling Up, Housing and Communities (DLUHC) Guidance), was approved as part of the Treasury Management Strategy Report for 2023/24 on 24 March 2023.

4.6 The Authority's CFR for the year is shown below and represents a key prudential indicator. It includes Private Finance Initiative (PFI) and leasing schemes on the balance sheet, which increase the Authority's borrowing need. No borrowing is actually required against these schemes as a borrowing facility is included in the contract.

CFR	2022/23 Actual £m	2023/24 Budget £m	2023/24 Actual £m
Opening Balance	2,360.238	2,407.841	2,345.973
Add unfinanced capital expenditure (as above)	74.590	177.544	163.942
Less MRP/ VRP	(87.712)	(98.014)	(93.656)
Less PFI and finance lease repayments	(1.143)	(1.205)	(1.205)
Closing Balance	2,345.973	2,486.166	2,415.054

4.7 Borrowing activity is constrained by prudential indicators for gross borrowing and the CFR, and by the authorised limit.

4.8 Gross borrowing and the CFR - in order to ensure that borrowing levels are prudent over the medium term and only for a capital purpose, the Authority should ensure that its gross external borrowing does not, except in the short term, exceed the total of the capital financing requirement in the preceding year (2023/24) plus the estimates of any additional capital financing requirement for the current (2024/25) and next two financial years. This essentially means that the Authority is not borrowing to support revenue expenditure. This indicator allowed the Authority some flexibility to borrow in advance of its immediate capital needs in 2023/24. The table below highlights the Authority's gross borrowing position against the CFR. The Authority has complied with this prudential indicator.

	2022/23 Actual £m	2023/24 Budget £m	2023/24 Actual £m
Gross borrowing position	1,452.072	1,490.674	1,396.182
CFR	2,345.973	2,486.166	2,415.054
Under/ over funding of CFR	(893.901)	(995.492)	(1,018.872)

4.9 The authorised limit - the authorised limit is the ‘affordable borrowing limit’ required by s3 of the Local Government Act 2003. Once this has been set, the Authority does not have the power to borrow above this level. The table below demonstrates that during 2023/24 the Authority has maintained gross borrowing within its authorised limit.

4.10 The operational boundary – the operational boundary is the expected borrowing position of the Authority during the year. Periods where the actual position is either below or over the boundary are acceptable subject to the authorised limit not being breached.

4.11 Actual financing costs as a proportion of net revenue stream - this indicator identifies the trend in the cost of capital, (borrowing and other long term obligation costs net of investment income), against the net revenue stream.

	2023/24
Authorised limit	2,771.458
Maximum gross borrowing position during the year	1,431.438
Operational boundary	2,652.122
Average gross borrowing position	1,408.763
Financing costs as a proportion of net revenue stream	14.5%

5. Treasury Position as of 31 March 2024

5.1 The Authority’s treasury management debt and investment position is organised by the treasury management service in order to ensure adequate liquidity for revenue and capital activities, security for investments and to manage risks within

all treasury management activities. Procedures and controls to achieve these objectives are well established both through Member reporting detailed in the summary, and through officer activity detailed in the Authority's Treasury Management Practices. At the end of 2023/24 the Authority's treasury position, (excluding borrowing by PFI and finance leases) was as follows:

Debt Portfolio	31 March 2023 Principal £m	Rate/ Return %	Average Life Years	31 March 2024 Principal £m	Rate/ Return %	Average Life Years
PWLB	527.601	4.71	15	508.814	4.76	14
Market	847.526	2.85	19	849.233	2.83	16
Temporary	40.269	0.00	0	5.137	0.00	0
Total external borrowings	1,415.396	3.46	17	1,363.184	3.55	15
PFI Liability	36.676			32.998		
Total debt	1,452.072			1,396.182		
CFR	2,345.973			2,415.054		
Over/ (Under) borrowing	(893.901)			(1,018.872)		
Total cash and investments	246.710	4.10	0	264.365	5.79	0
Net Debt	(647.191)			(754.507)		

5.2 The maturity structure of the debt portfolio was as follows:

	2022/23 Actual £m	2023/24 Actual £m
Under 12 months	113.952	88.863
12 months and within 24 months	46.477	44.115
24 months and within 5 years	152.791	192.311
5 years and within 10 years	362.219	387.175

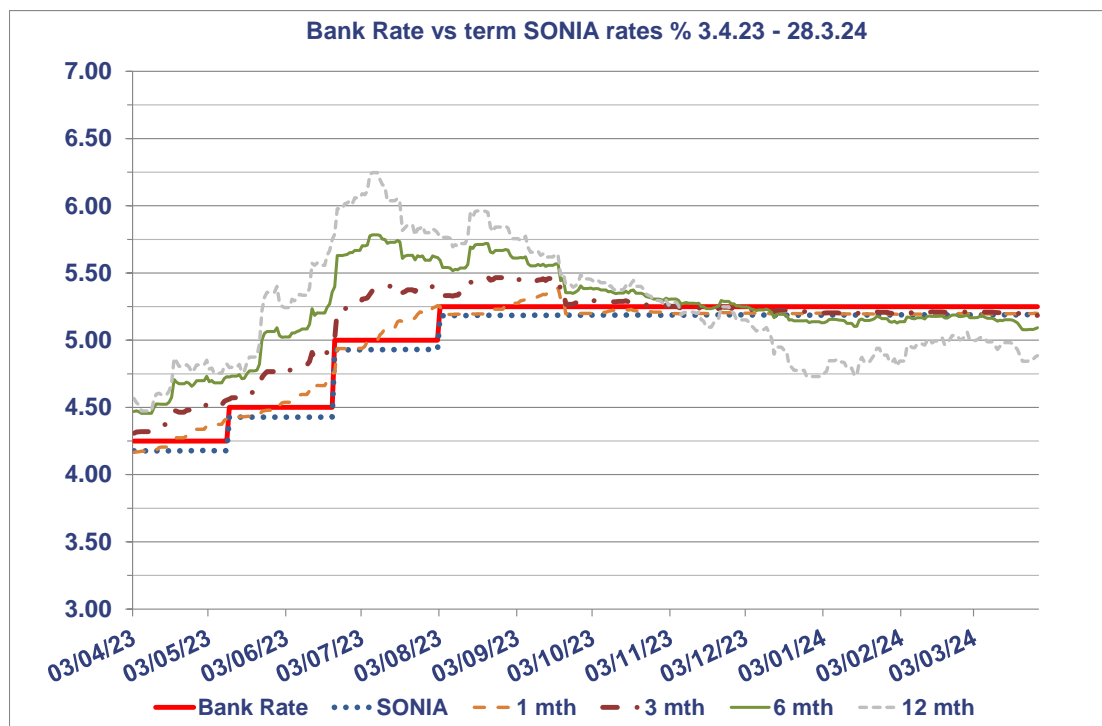
	2022/23 Actual £m	2023/24 Actual £m
10 years and within 20 years	480.302	482.812
20 years and within 30 years	102.979	63.731
30 years and within 40 years	66.676	49.176
40 years and within 50 years	90.000	55.000

Investment Portfolio	2022/23 Actual £m	2022/23 Actual %	2023/24 Actual £m	2023/24 Actual %
Treasury investments				
Banks	9.550	3.8	21.605	8.2
Local Authorities	85.000	33.7	140.000	53.0
DMO	157.740	62.5	102.760	38.8
Total treasury investments	252.290	100.0	264.365	100.0
Non-Treasury investments				
Loans	218.864	83.8	132.250	76.4
Equity	42.286	16.2	40.839	23.6
Total non-treasury investments	261.150	100.0	173.089	100.0
Treasury investments	252.290	49.1	264.365	60.4
Non-Treasury investments	261.150	50.9	173.089	39.6
Total investments	513.440	100.0	437.454	100.0

6. The Strategy for 2023/24

6.1 Investment strategy and control of interest rate risk

Investment Benchmarking Data – Sterling Overnight Index Averages (Term) 2023/24



	Bank Rate	SONIA	1 month	3 months	6 months	12 months
High	5.25	5.19	5.39	5.48	5.78	6.25
High Date	3 August 2023	28 March 2024	19 September 2023	30 August 2023	7 July 2023	7 July 2023
Low	4.25	4.18	4.17	4.31	4.46	4.47
Low Date	3 April 2023	4 April 2023	3 April 2023	3 April 2023	6 April 2023	6 April 2023
Average	5.03	4.96	5.02	5.13	5.23	5.25
Spread	1.00	1.01	1.22	1.17	1.33	1.77

6.1.1 Investment returns picked up throughout the course of 2023/24 as central banks, including the Bank of England, continued to respond to inflationary pressures that were not transitory, and realised that tighter monetary policy was called for.

- 6.1.2 Starting April 2023 at 4.25%, Bank Rate moved up in stepped increases of either 0.25% or 0.5%, reaching 5.25% by August 2024. By the end of the financial year, no further increases were anticipated. Indeed, the market is pricing in a first cut in Bank Rate in either June or August 2024.
- 6.1.3 The upward sloping yield curve that prevailed throughout 2023/24 meant that local authorities continued to be faced with the challenge of proactive investment of surplus cash, and this emphasised the need for a detailed working knowledge of cashflow projections so that the appropriate balance between maintaining cash for liquidity purposes, and ‘laddering’ deposits on a rolling basis to lock in the increase in investment rates as duration was extended, became an on-going feature of the investment landscape.
- 6.1.4 With bond markets selling off, United Kingdom (UK) equity market valuations struggled to make progress, as did property funds, although there have been some spirited, if temporary, market rallies from time to time – including in November 2023 and December 2023. However, the more traditional investment options, such as specified investments (simple to understand, and less than a year in duration), have continued to be at the forefront of most local authority investment strategies, particularly given Money Market Funds have also provided decent returns in close proximity to Bank Rate for liquidity purposes. In the latter part of 2023/24, the local authority to local authority market lacked any meaningful measure of depth, forcing short-term investment rates above 7% in the last week of March 2024.
- 6.1.5 While the Authority has taken a prudent approach to investing surplus monies, it is also fully appreciative of changes to regulatory requirements for financial institutions in terms of additional capital and liquidity that came about in the aftermath of the Global Financial Crisis of 2008/09. These requirements have provided a far stronger basis for financial institutions, with annual stress tests by regulators evidencing how institutions are now far more able to cope with extreme stressed market and economic conditions.

6.2 Borrowing strategy and control of interest rate risk

- 6.2.1 During 2023/24, the Authority maintained an under-borrowed position. This meant that the capital borrowing need, (the Capital Financing Requirement), was not fully funded with loan debt as cash supporting the Authority’s reserves, balances and cash flow was used as an interim measure. This strategy was prudent as although

near-term investment rates were equal to, and sometimes higher than, long-term borrowing costs, the latter are expected to fall back through 2024 and 2025 as inflation concerns are dampened. The Authority has sought to minimise the taking on of long-term borrowing at elevated levels (>4%) and has focused on a policy of internal and temporary borrowing.

6.2.2 Against this background and the risks within the economic forecast, caution was adopted with the treasury operations. The Treasurer therefore monitored interest rates in financial markets and adopted a pragmatic strategy based upon the following principles to manage interest rate risks:

- a) if it had been felt that there was a significant risk of a sharp FALL in long and short-term rates, (e.g., due to a marked increase of risks around a relapse into recession or of risks of deflation), then long term borrowings would have been postponed, and potential rescheduling from fixed rate funding into short term borrowing would have been considered.
- b) if it had been felt that there was a significant risk of a much sharper RISE in long and short-term rates than initially expected, perhaps arising from the stickiness of inflation in the major developed economies, then the portfolio position would have been re-appraised. Most likely, fixed rate funding would have been drawn whilst interest rates were lower than they were projected to be in the next few years.

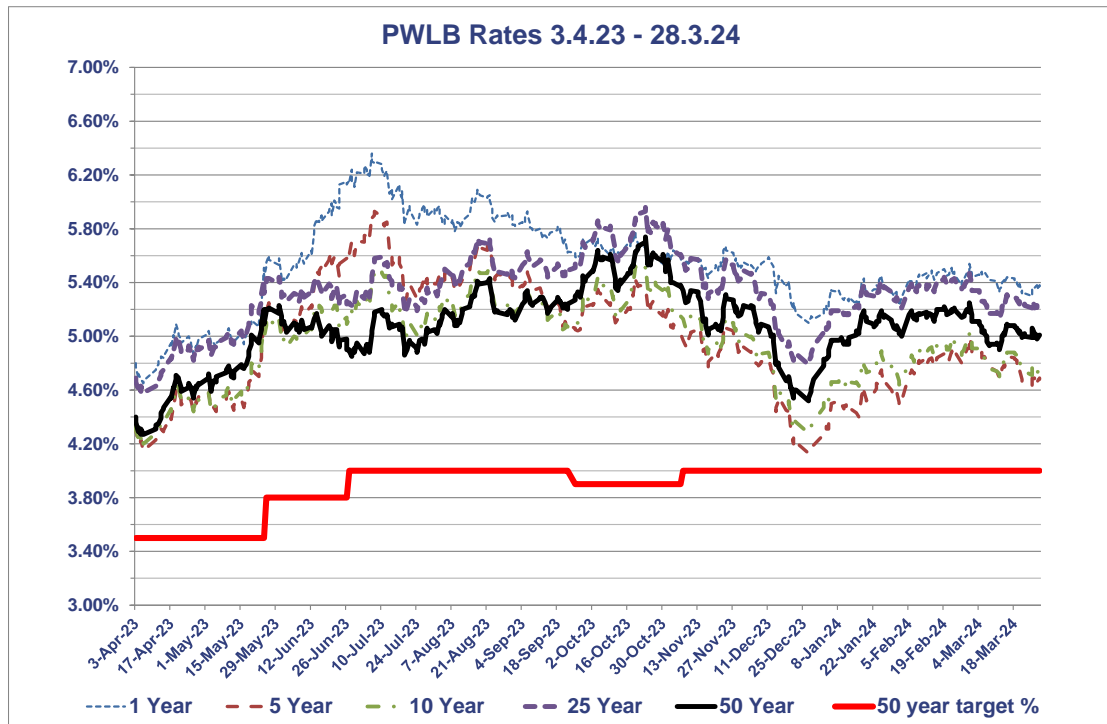
6.2.3 Interest rate forecasts initially suggested further gradual rises in short, medium and longer-term fixed borrowing rates during 2023/24. Bank Rate had initially been forecast to peak at 4.5% but it is now expected to have peaked at 5.25%.

6.2.4 By January 2024 it had become clear that inflation was moving down significantly from its 40-year double-digit highs, and the Bank of England signalled in March 2024 that the next move in Bank Rate would be down, so long as upcoming inflation and employment data underpinned that view. Currently the Consumer Prices Index (CPI) measure of inflation stands at 3.4% but is expected to fall materially below 2% over the summer months and to stay there in 2025 and 2026. Nonetheless, there remains significant risks to that central forecast, mainly in the form of a very tight labour market putting upward pressure on wages and continuing geo-political inflationary risks emanating from the prevailing Middle East crisis and the Russian invasion of Ukraine.

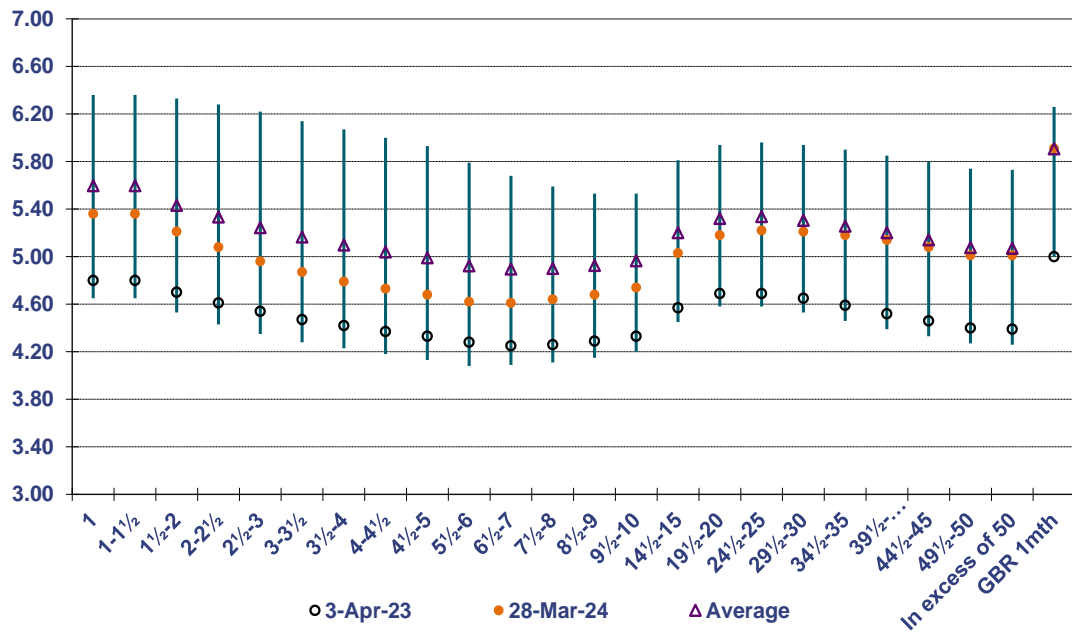
6.2.5 Forecasts at the time of approval of the treasury management strategy report for 2023/24 were as follows:

	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25	Mar-26
Bank Rate	4.25	4.50	4.50	4.25	4.00	3.75	3.25	3.00	2.75	2.75	2.50	2.50	2.50
3 month ave earning	4.30	4.50	4.50	4.30	4.00	3.80	3.30	3.00	2.80	2.80	2.50	2.50	2.50
6 month ave earning	4.40	4.50	4.40	4.20	3.90	3.70	3.20	2.90	2.80	2.80	2.60	2.60	2.60
12 month ave earning	4.50	4.50	4.40	4.20	3.80	3.60	3.10	2.70	2.70	2.70	2.70	2.70	2.70
5 yr PWLB	4.00	4.00	3.90	3.80	3.70	3.60	3.50	3.40	3.30	3.20	3.10	3.10	3.10
10 yr PWLB	4.20	4.20	4.10	4.00	3.90	3.80	3.60	3.50	3.50	3.40	3.30	3.30	3.20
25 yr PWLB	4.60	4.60	4.40	4.30	4.20	4.10	3.90	3.80	3.70	3.60	3.50	3.40	3.40
50 yr PWLB	4.30	4.30	4.20	4.10	3.90	3.80	3.60	3.60	3.40	3.30	3.20	3.20	3.10

6.2.6 PWLB Rates 2023/24



PWLB Certainty Rate Variations 3.4.23 to 28.3.24



6.2.7 High/ Low/ Average PWLB rates for 2023/24

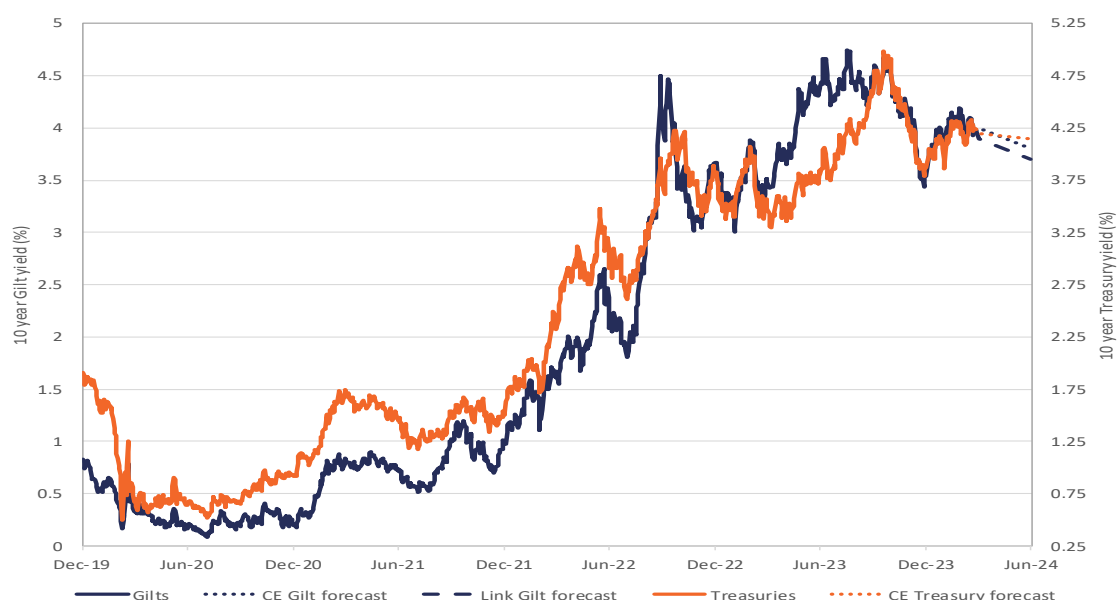
	1 Year	5 Year	10 year	25 year	50 Year
Low	4.65%	4.13%	4.20%	4.58%	4.27%
Date	6 April 2023	27 December 2023	6 April 2023	6 April 2023	5 April 2023
High	6.36%	5.93%	5.53%	5.96%	5.74%
Date	6 July 2023	7 July 2023	23 October 2023	23 October 2023	23 October 2023
Average	5.54%	4.99%	4.97%	5.34%	5.08%
Spread	1.71%	1.80%	1.33%	1.38%	1.47%

6.2.8 PWLB rates are based on gilt (UK Government bonds) yields through HM Treasury determining a specified margin to add to gilt yields. The main influences on gilt yields are Bank Rate, inflation expectations and movements in United States (US) treasury yields. Inflation targeting by the major central banks has been successful over the last 30 years in lowering inflation and the real equilibrium rate for central rates has fallen considerably due to the high level of borrowing by consumers: this means that central banks do not need to raise rates as much now to have a major impact on consumer spending, inflation, etc. This has pulled down

the overall level of interest rates and bond yields in financial markets over the last 30 years. Indeed, in recent years many bond yields up to 10 years in the Eurozone turned negative on expectations that the European Union (EU) would struggle to get growth rates and inflation up from low levels. In addition, there has, at times, been an inversion of bond yields in the US whereby 10-year yields have fallen below shorter-term yields. In the past, this has been a precursor of a recession.

6.2.9 However, since early 2022, yields have risen dramatically in all the major developed economies, first as economies opened post-Covid; then because of the inflationary impact of the war in Ukraine in respect of the supply side of many goods. In particular, rising cost pressures emanating from shortages of energy and some food categories have been central to inflation rising rapidly. Furthermore, at present the Federal Open Market Committee (FOMC), European Central Bank (ECB) and Bank of England are all being challenged by levels of persistent inflation that are exacerbated by very tight labour markets and high wage increases relative to what central banks believe to be sustainable.

6.2.10 Graph of 10-year UK gilt yields v. US treasury yields (inclusive of Link's and Capital Economics' forecasts)



6.2.11 Gilt yields have generally been on a continual rise since the start of 2021, peaking in the autumn of 2023. Currently, yields are broadly range bound between 3.5% and 4.25%.

- 6.2.12 At the close of the day on 28 March 2024, all gilt yields from 1 to 50 years were between 3.81% and 4.56%, with the 1 year being the highest and 6-7 years being the lowest yield.
- 6.2.13 Regarding PWLB borrowing rates, the various margins attributed to their pricing are as follows: -
- **PWLB Standard Rate** is gilt plus 100 basis points (G+100bps)
 - **PWLB Certainty Rate** is gilt plus 80 basis points (G+80bps)
 - **Local Infrastructure Rate** is gilt plus 60bps (G+60bps)
- 6.2.14 There is likely to be a fall in gilt yields and PWLB rates across the whole curve over the next one to two years as Bank Rate falls and inflation (on the Consumer Price Index measure) moves below the Bank of England's 2% target.
- 6.2.15 As a general rule, short-dated gilt yields will reflect expected movements in Bank Rate, whilst medium to long-dated yields are driven primarily by the inflation outlook.
- 6.2.16 The Bank of England is also embarking on a process of Quantitative Tightening. The Bank's original £895bn stock of gilt and corporate bonds will gradually be sold back into the market over several years. The impact this policy will have on the market pricing of gilts, while issuance is markedly increasing, and high in historic terms, is an unknown at the time of writing.

7. Borrowing Outturn

- 7.1 Due to the elevated cost of borrowing long-term, no borrowing was undertaken during the year.

7.2 Borrowing in advance of need

- 7.2.1 The Authority has not borrowed more than, or in advance of its needs, purely in order to profit from the investment of the extra sums borrowed.

7.3 Rescheduling

- 7.3.1 No rescheduling was done during the year as the approximate 1% differential between PWLB new borrowing rates and premature repayment rates made rescheduling unviable.

8. Investment Outturn

8.1 Investment Policy – the Authority’s investment policy is governed by DLUHC investment guidance, which has been implemented in the annual investment strategy approved by the Authority on 24 March 2023. This policy sets out the approach for choosing investment counterparties and is based on credit ratings provided by the three main credit rating agencies, supplemented by additional market data, (such as rating outlooks, credit default swaps, bank share prices etc.).

8.2 The investment activity during the year conformed to the approved strategy, and the Authority had no liquidity difficulties.

8.3 Resources – the Authority’s cash balances comprise revenue and capital resources and cash flow monies. The Authority’s core cash resources comprised as follows:

Balance Sheet Resources	2022/23	2023/24
	£m	£m
Balances	44.958	44.937
Earmarked reserves	579.972	570.641
Provisions	16.662	20.208
Usable capital receipts	76.193	169.007
Total	717.785	804.793

Investments held by the Authority

- The Authority maintained an average balance of £392.034m of internally managed funds.
- The internally managed funds earned an average rate of return of 5.06%.
- The comparable performance indicator is the average Overnight SONIA rate which was 4.96%.
- Total investment income was £18.893m compared to a budget of £2.257m.

9. The Economy and Interest Rates

9.1 UK Economy

- 9.1.1 Against a backdrop of stubborn inflationary pressures, the Russian invasion of Ukraine, and war in the Middle East, UK interest rates have continued to be volatile right across the curve, from Bank Rate through to 50-year gilt yields, for all of 2023/24.
- 9.1.2 Markets have sought an end to central banks' on-going phase of keeping restrictive monetary policy in place on at least one occasion during 2023/24 but to date only the Swiss National Bank has cut rates and that was at the end of March 2024.
- 9.1.3 UK, EZ and US 10-year yields have all stayed stubbornly high throughout 2023/24. The table below provides a snapshot of the conundrum facing central banks: inflation is easing, albeit gradually, but labour markets remain very tight by historical comparisons, making it an issue of fine judgment as to when rates can be cut.

	UK	Eurozone	US
Bank Rate	5.25%	4%	5.25%-5.5%
GDP	-0.3%q/q Q4 (-0.2%/y/y)	+0.0%q/q Q4 (0.1%/y/y)	2.0% Q1 Annualised
Inflation	3.4%/y/y (February 2024)	2.4%/y/y (March 2024)	3.2%/y/y (February 2024)
Unemployment Rate	3.9% (January 2024)	6.4% (February 2024)	3.9% (February 2024)

- 9.1.4 The Bank of England sprung no surprises in their March 2024 meeting, leaving interest rates at 5.25% for the fifth time in a row and, despite no Monetary Policy Committee (MPC) members no longer voting to raise interest rates, it retained its relatively hawkish guidance. The Bank's communications suggest the MPC is gaining confidence that inflation will fall sustainably back to the 2.0% target. However, although the MPC noted that 'the restrictive stance of monetary policy is weighing on activity in the real economy, is leading to a looser labour market and is bearing down on inflationary pressures', conversely it noted that key indicators

of inflation persistence remain elevated and policy will be 'restrictive for sufficiently long' and 'restrictive for an extended period'.

- 9.1.5 Of course, the UK economy has started to perform a little better in Q1 2024 but is still recovering from a shallow recession through the second half of 2023. Indeed, Q4 2023 saw negative Gross Domestic Product (GDP) growth of -0.3% while y/y growth was also negative at -0.2%.
- 9.1.6 But it was a strange recession. Unemployment is currently sub 4%, against a backdrop of still over 900k of job vacancies, and annual wage inflation is running at above 5%. With gas and electricity price caps falling in April 2024, the CPI measure of inflation - which peaked at 11.1% in October 2022 – is now due to slide below the 2% target rate in April 2024 and to remain below that Bank of England benchmark for the next couple of years, according to Capital Economics. The Bank of England still needs some convincing on that score, but upcoming inflation and employment releases will settle that argument shortly. It is noted that core CPI was still a heady 4.5% in February and, ideally, needs to fall further.
- 9.1.7 Shoppers largely shrugged off the unusually wet weather in February 2024, whilst rising real household incomes should support retail activity throughout 2024. Furthermore, the impact of higher interest rates on household interest payments is getting close to its peak, even though fixed rate mortgage rates on new loans have shifted up a little since falling close to 4.5% in early 2024.
- 9.1.8 From a fiscal perspective, the further cuts to national insurance tax (from April 2024) announced in the March 2024 Budget will boost real household disposable income by 0.5 - 1.0%. After real household disposable income rose by 1.9% in 2023, Capital Economics forecast it will rise by 1.7% in 2024 and by 2.4% in 2025. These rises in real household disposable income, combined with the earlier fading of the drag from previous rises in interest rates, means GDP growth of 0.5% is envisaged in 2024 and 1.5% in 2025. The Bank of England is less optimistic than that, seeing growth struggling to get near 1% over the next two to three years.
- 9.1.9 As for equity markets, the FTSE 100 has risen to nearly 8,000 and is now only 1% below the all-time high it reached in February 2023. The modest rise in UK equities in February was driven by strong performances in the cyclical industrials and consumer discretionary sectors, whilst communications and basic materials have fared poorly.

9.1.10 Despite its performance, the FTSE 100 is still lagging behind the S&P 500, which has been at an all-time high for several weeks.

9.2 United States of America (USA) Economy

9.2.1 Despite the markets willing the FOMC to cut rates as soon as June 2024, the continued resilience of the economy, married to sticky inflation, is providing a significant headwind to a change in monetary policy. Markets currently anticipate three rate cuts this calendar year, but two or less would not be out of the question. Currently, policy remains flexible but primarily data driven.

9.2.2 In addition, the Fed will want to shrink its swollen \$16 trillion balance sheet at some point. Just because the \$ is the world's foremost reserve currency (China owns over \$1 trillion) does not mean the US can continually run a budget deficit. The mix of stubborn inflation and significant treasury issuance is keeping treasury yields high. The 10 year stands at 4.4%.

9.2.3 As for inflation, it is currently a little above 3%. The market is not expecting a recession, but whether rates staying high for longer is conducive to a soft landing for the economy is uncertain, hence why the consensus is for rate cuts this year and into 2025...but how many and when?

9.3 EZ Economy

9.3.1 Although the Euro-zone inflation rate has fallen to 2.4%, the ECB will still be mindful that it has further work to do to dampen inflation expectations. However, with growth steadfastly in the slow lane (GDP flatlined in 2023), a June 2024 rate cut from the current 4% looks probable.

Appendix 1: Investment Portfolio

Investments held as of 31 March 2024:

Organisation Type	Institution	Instrument Type	Start	Maturity	Yield	Principal
AAA rated and Government backed securities	Debt Management Office	Fixed Term Deposit	28-Mar-24	02-Apr-24	5.19%	102,760,000
Banks	Barclays Bank PLC (NRFB)	Call (Instant Access)			4.65%	5,105,000
Banks	Lloyds Bank Plc (RFB)	Certificate of Deposit	06-Oct-23	05-Apr-24	5.57%	10,000,000
Banks	Lloyds Bank Plc (RFB)	Fixed Term Deposit	18-Oct-23	18-Apr-24	5.63%	6,500,000
Joint Fire and Civil Defence	South Yorkshire Fire & Rescue Service	Fixed Term Deposit	18-Mar-24	01-Aug-24	6.65%	5,000,000
Local Authority	Bolton Metropolitan Borough Council	Fixed Term Deposit	18-Mar-24	18-Jun-24	6.60%	5,000,000
Local Authority	Chelmsford City Council	Fixed Term Deposit	19-Feb-24	02-Apr-24	5.60%	5,000,000
Local Authority	Cheltenham Borough Council	Fixed Term Deposit	19-Feb-24	14-May-24	6.15%	5,000,000
Local Authority	Cheltenham Borough Council	Fixed Term Deposit	19-Feb-24	21-May-24	6.15%	5,000,000
Local Authority	Dundee City Council	Fixed Term Deposit	28-Feb-24	29-Apr-24	6.25%	10,000,000
Local Authority	Fife Council	Fixed Term Deposit	28-Mar-24	29-Apr-24	6.50%	5,000,000
Local Authority	Greater London Authority	Fixed Term Deposit	28-Mar-24	11-Apr-24	7.00%	10,000,000
Local Authority	Lancashire County Council	Fixed Term Deposit	20-Dec-23	22-Apr-24	5.90%	5,000,000
Local Authority	Liverpool City Council	Fixed Term Deposit	22-Mar-24	03-May-24	6.40%	5,000,000
Local Authority	Liverpool City Council	Fixed Term Deposit	27-Mar-24	28-May-24	6.60%	10,000,000
Local Authority	London Borough of Barking & Dagenham	Fixed Term Deposit	18-Mar-24	18-Jun-24	6.60%	5,000,000

Organisation Type	Institution	Instrument Type	Start	Maturity	Yield	Principal
Local Authority	Luton Borough Council	Fixed Term Deposit	19-Feb-24	02-Apr-24	5.60%	5,000,000
Local Authority	Moray Council	Fixed Term Deposit	19-Jan-24	19-Apr-24	5.60%	5,000,000
Local Authority	Oldham Metropolitan Borough Council	Fixed Term Deposit	07-Feb-24	07-May-24	5.80%	10,000,000
Local Authority	Oldham Metropolitan Borough Council	Fixed Term Deposit	14-Mar-24	14-Jun-24	6.60%	5,000,000
Local Authority	Oldham Metropolitan Borough Council	Fixed Term Deposit	20-Mar-24	20-Jun-24	6.60%	5,000,000
Local Authority	Peterborough City Council	Fixed Term Deposit	22-Jan-24	05-Apr-24	5.45%	10,000,000
Local Authority	Stockport Metropolitan Borough Council	Fixed Term Deposit	13-Mar-24	15-Apr-24	6.20%	5,000,000
Local Authority	Stockport Metropolitan Borough Council	Fixed Term Deposit	26-Mar-24	03-May-24	6.50%	10,000,000
Local Authority	Surrey County Council	Fixed Term Deposit	27-Mar-24	27-Jun-24	7.00%	10,000,000
Total						264,365,000

Appendix 2: Approved countries for investments as of 31 March 2024

This list is based on those countries which have sovereign ratings of AA- or higher, (we show the lowest rating from Fitch, Moody's and S&P) and also, (except - at the time of writing - for Hong Kong and Luxembourg), have banks operating in sterling markets which have credit ratings of green or above in the Link creditworthiness service.

Based on lowest available rating

AAA

- Australia
- Denmark
- Germany
- Netherlands
- Norway
- Singapore
- Sweden
- Switzerland

AA+

- Canada
- Finland
- USA

AA

- Abu Dhabi (United Arab Emirates)
- Qatar

AA-

- Belgium
- France
- **UK**