

GREATER MANCHESTER COMBINED AUTHORITY**DATE:** Friday, 29th November, 2024**TIME:** 10.30 am**VENUE:** Council Chamber, Bolton Town Hall, Victoria Square,
Bolton, BL1 1RU (Access via Albert's Hall entrance)**AGENDA**

1. **Apologies**
2. **Chairs Announcements and Urgent Business**
3. **Declarations of Interest** 1 - 8

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

4. **Minutes of the GMCA Meeting held on 25 October 2024** 9 - 22

To approve of the minutes of the GMCA meeting held on 25 October 2024.

5. **GMCA Resources Committee Minutes- 25 October 2024** 23 - 42

To approve the minutes of the GMCA Resources Committee meeting held on 25 October 2024 including:

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

- a) To approve the extension of delegations to the Group Chief Executive and associated changes to the terms of reference of the Resources Committee to be included within the GMCA Constitution regarding staffing matters to align with common practice in local government.
- b) To give delegated authority to the GMCA Monitoring Officer to update the GMCA Constitution to reflect the changes.

6. GMCA Overview & Scrutiny Committee Minutes - 23 October 2024 43 - 62

To note the minutes of the GMCA Overview & Scrutiny Committee meeting held on 23 October 2024.

7. GM Bee Network Committee Minutes - 24 October 2024 63 - 72

To note the minutes of the GMCA Bee Network Committee meeting held on 24 October 2024.

8. GMCA Audit Committee Minutes - 22 October 2024 73 - 86

To note the minutes of the GMCA Audit Committee meeting held on 22 October 2024.

9. GM Appointments

- 1. To appoint 1 GMCA member to the GMCA Standards Committee.
- 2. To appoint 1 GMCA member to the Growth Company Board.
- 3. To note the appointment of Councillor Yvonne Klieve to

replace Councillor Paula Wakefield (Wigan) to the Police, Fire & Crime Panel.

10. Bee Network Update - To Follow

Report of Andy Mayor of Greater Manchester and presentation on the Bee Network from Vernon Everitt, Transport Commissioner & Steve Warrener Managing Director, TfGM

11. Vision Zero for Greater Manchester 87 - 134

Report of Andy Burnham, Mayor of Greater Manchester.

12. Implementation of the GM VCFSE Accord 135 - 198

Report of Councillor Arooj Shah, Portfolio Lead for Communities & Equalities.

13. Five Year Environment Plan 2025 - 2030 199 - 402

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

14. GM Children & Young People Programme Update 403 - 418

Report of Councillor Mark Hunter, Portfolio Lead for Children & Young People.

15. GM Investment Zone 419 - 432

Report of Councillor Bev Craig, Portfolio Lead for Economy & Business.

16. Greater Manchester One Network Connectivity Partner Procurement 433 - 440

Report of Councillor Nicholas Peel, Portfolio Lead for Digital City Region.

17. GMCA Revenue Update Quarter 2 2024/25 441 - 454

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

18. GMCA 2024/25 Capital Update - Quarter 2 455 - 472

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

19. GM Investment Framework, Conditional Project Approval 473 - 484

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

20. 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

21. GM Investment Framework Recommendations 3 485 - 496

Report of Councillor David Molyneux, Portfolio Lead for
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 Eleanor Wills	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 21 November 2024 on behalf of Julie Connor, Secretary to the
Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street,
Manchester M1 6EU

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Declaration of Councillors' Interests in Items Appearing on the Agenda

Name and Date of Committee.....>

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

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 be 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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SHORT GUIDE

GMCA CODE OF CONDUCT FOR MEMBERS

1. WHO

Mandatory for

The Mayor

Members of GMCA

Substitute Members of GMCA

Voting Co-opted Members of GMCA's committees

Appointed Members of Joint Committees

Voluntary for

Non-voting Co-opted Members of GMCA's committees

Elected members from GM districts when they represent GMCA

2. WHEN

Acting in your official capacity, and

In meetings of:

- GMCA; or
- GMCA's Committees or Sub-Committees, Joint Committees or Joint Sub-Committees

3. CONDUCT

General Principles

Selflessness: the public interest not personal gain

Integrity: avoid undue influences

Objectivity: decisions made on merit

Accountability: scrutiny is the norm

Openness: transparent decisions with reasons

Honesty: declare interests and avoid conflicts

Leadership: lead by example.

DO NOT

- Unlawfully discriminate
- Bully or be abusive
- Intimidate a complainant, a witness, or an investigator under the Code of Conduct
- Compromise the impartiality of GMCA's officers
- Disclose confidential information without authority
- Deny lawful access to information
- Bring GMCA into disrepute
- Abuse your position
- Use GMCA's resources improperly

DO

- Pay due regard to the advice of the Treasurer and Monitoring Officer
- Register your interests
- Declare your interests

INTERESTS

A. Pecuniary interests (you, your spouse or your partner)

Register within 28 days

- Employment or other paid office
- Sponsorship – payment in respect of expenses as a Member of GMCA, or election expenses.
- Contracts – between you/your partner (or a body in which you or your partner has a beneficial interest) and GMCA:

- Land you have an interest in within Greater Manchester
- Corporate Tenancies – where GMCA is the landlord you/your partner (or a body in which you or your partner has a beneficial interest) is the tenant
- Securities – you have a beneficial interest in securities of a body which has a place of business or land in the area of the GMCA

Do not speak or vote at a meeting on a matter in which you have a disclosable pecuniary interest

Disclose the interest at the meeting

Withdraw from the meeting

It is a criminal offence to fail to register disclosable pecuniary interests and to participate in any discussion or vote on a matter in which you have a disclosable pecuniary interest.

B. Other Interests

Personal Interests

You have a personal interest -

- If your well-being or financial position would be affected (i.e. more so than other ratepayers)
- If the well-being or financial position of somebody close to you would be affected or the organisations in which they are employed
- If the well-being or financial position of body referred to below would be affected
 - A body of which you are in a position of general control or management and to which you are appointed or nominated by GMCA;
 - A body of which you are in a position of general control or management which
 - i. exercises functions of a public nature;

- ii. is directed to charitable purposes; or
- iii. one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union),
- the interests of any person from whom you have received a gift or hospitality with an estimated value of at least £100.

Disclose the interest at the meeting

You may speak and vote

C Prejudicial Interests

You have a prejudicial interest -

Where your personal interest is one which a member of the public would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest and it:

- affects your financial position (or those persons or bodies referred to in section B above); or
- relates to the determining of any approval, consent, licence, permission or registration

Do not speak or vote at a meeting on a matter in which you have a prejudicial interest

Disclose the interest at the meeting

Withdraw from the meeting

MINUTES OF THE MEETING OF THE GREATER MANCHESTER COMBINED AUTHORITY HELD ON FRIDAY 25TH OCTOBER 2024 AT BURY TOWN HALL

PRESENT

Mayor of Greater Manchester	Andy Burnham (in the Chair)
Deputy Mayor (Police, Crime & Fire)	Kate Green
Bolton	Councillor Susan Haworth
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Joanna Midgley
Oldham	Councillor Arooj Shah
Rochdale	Councillor Neil Emmott
Salford	City Mayor Paul Dennett
Stockport	Councillor Mark Roberts
Tameside	Councillor Eleanor Wills
Trafford	Councillor Tom Ross
Wigan	Councillor David Molyneux

ALSO IN ATTENDANCE:

Local Nature Partnership	Anne Selby
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OFFICERS IN ATTENDANCE:

Group Chief Executive Officer, GMCA, GMFRS & TfGM	Caroline Simpson
Group Deputy Chief Executive	Andrew Lightfoot
Group Monitoring Officer	Gillian Duckworth
Group Treasurer	Steve Wilson
GMCA Director of Governance & Scrutiny	Julie Connor
Bolton	Sue Johnson
Bury	Lynne Ridsdale
Manchester	Becca Heron
Oldham	Harry Catherall
Rochdale	Julie Murphy

Salford	Tom Stannard
Stockport	Michael Cullen
Tameside	Steph Butterworth
Tameside	Julian Jackson
Trafford	Sara Todd
Wigan	Aidan Thatcher
Office of the GM Mayor	Kevin Lee
TfGM	Martin Lax
TfGM	Steve Warrener
GMCA	Sylvia Welsh
GMCA	Lee Teasdale

GMCA 145/24 APOLOGIES

That apologies be received from Councillor Nicholas Peel (Bolton), Councillor Bev Craig (Manchester) & Councillor Mark Hunter (Stockport).

GMCA 146/24 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Andy Burnham, Mayor of Greater Manchester, opened the meeting by welcoming Councillor Eleanor Wills to the meeting following her appointment as the Leader of Tameside Council and to the GMCA. The Mayor also expressed the thanks of the GMCA to Councillor Gerald Cooney for his valuable contributions to the housing portfolio during his tenure as the member of the GMCA.

The Mayor highlighted the continuing concerning performance of Northern Rail, with the current level of service unacceptable for a city region of Greater Manchester's size. He advised that an emergency meeting of the Rail North Committee had been arranged to discuss these concerns as a matter of urgency.

Ahead of the Autumn Budget/Spending Review, the Mayor confirmed that direct representations were being made to Whitehall on easing the financial burdens and pressures currently placed upon Local Government. The case for a full integrated London style public transport system continued to be made, and an offer of 75,000

new homes in the region had been made to support the new Government's housebuilding ambitions.

RESOLVED /-

1. That the appointment of Councillor Eleanor Wills (Tameside) as a member of the GMCA be noted.
2. That Councillor Gerald Cooney be thanked for his service as the previous Tameside member of the GMCA.
3. That it be noted that Mayor Andy Burnham has called for an urgent meeting of the Rail North Committee to discuss the ongoing concerns about the performance of Northern Rail.
4. That the Mayor will continue to make direct representations to government ahead of the Autumn Budget.

GMCA 147/24 DECLARATIONS OF INTEREST

RESOLVED /-

There were none.

**GMCA 148/24 MINUTES OF THE GMCA MEETING HELD ON 27 SEPTEMBER
2024**

RESOLVED /-

That the minutes of the GMCA meeting held on 27th September 2024 be approved as a correct record.

**GMCA 149/24 GMCA OVERVIEW & SCRUTINY COMMITTEE MINUTES – 25TH
SEPTEMBER 2024**

RESOLVED /-

That the minutes of the GMCA Overview & Scrutiny Committee held on 25th September 2024 be noted.

**GMCA 150/24 GM BEE NETWORK COMMITTEE MINUTES – 26TH
SEPTEMBER 2024**

RESOLVED /-

That the minutes of the GM Bee Network Committee meetings held on 26th September 2024 be noted.

**GMCA 151/24 GMCA AIR QUALITY ADMINISTRATION COMMITTEE
MINUTES – 1ST OCTOBER 2024**

Councillor Eamonn O'Brien, Portfolio Lead for Clean Air, introduced a report which provided the GMCA with an update on the current work of the Committee. Good progress had been made on the adoption of the Air Quality Action Plan with the submission of the non-charging investment led approach. It had been evidenced that this the quickest, cheapest and the fairest way of compliance. The Plan could be looked at in three parts, firstly to support the Bee Network in provision of a cleaner bus fleet; secondly a fund for cleaner taxis which met a common set of principles; and thirdly a smaller pot for specific junction interventions at air quality hotspots.

RESOLVED /-

1. That the minutes of the GMCA Air Quality Administration Committee held on 1st October 2024 be noted.

2. That update received from the Chair of the GM Air Quality Administration Committee be noted.

**GMCA 152/24 GMCA WASTE & RECYCLING COMMITTEE MINUTES – 16TH
OCTOBER 2024**

RESOLVED /-

That the minutes of the GMCA Waste & Recycling Committee held on 16th October 2024 be noted.

GMCA 153/24 GREATER MANCHESTER APPOINTMENTS

Gillian Duckworth, GMCA Solicitor & Monitoring Officer, presented a report setting out appointments to various Committees and other bodies within Greater Manchester.

RESOLVED /-

1. That the appointment of Councillor Basat Sheikh (MCC) as a substitute member of the GMCA Overview & Scrutiny Committee for 2024/25 be approved.
2. That the appointment of Councillor Anthony McCaul (MCC) as a substitute member of the GM Clean Air Committee for 2024/25 be noted.
3. That the appointment of Councillor Anthony McCaul (MCC) as a substitute member of the Air Quality Administration Committee for 2024/25 be noted.

GMCA 154/24 EQUALITY PANELS – ANNUAL REPORTS

Councillor Arooj Shah, Portfolio Lead for Equalities & Communities, presented a report summarising the activity and impact of the Greater Manchester Equality Panels through their individual Annual Reports 2023-24.

Councillor Shah praised the individual volunteers who give up so much of their time and put so much work into making each of these individual panels a resounding success and forming key stepping stones towards ensuring resilience in all of GM's communities.

RESOLVED /-

1. That the Annual Reports provided by the Disabled People's Panel, Youth Combined Authority, Women and Girls Equality Panel, Race Equality Panel, Faith and Belief Panel Advisory Panel, Older Peoples Equality Panel and LGBTQ+ Equality Panel be noted.
2. That the commitment of all Portfolios to proactively engage with Equality Panels (individually or collectively) on issues that impact communities-of-identity be endorsed.
3. That the GMC be requested to seek to further communicate the brilliant work of community volunteers in fostering community cohesion and equalities throughout the region.

**GMCA 155/24 GREATER MANCHESTER LOCAL NATURE RECOVERY
STRATEGY – DRAFT FOR CONSULTATION**

Councillor Tom Ross, Portfolio Lead for Green City Region, provided a report that presented Greater Manchester's Local Nature Recovery Strategy (draft for consultation). The strategy had been developed over the last 18 month with Local Authorities and wider stakeholders and was ready to progress to public consultation.

This strategy was part of a new system of spatial biodiversity strategies required by law under the Environment Act 2021. The purpose was to set out the actions required to over the forthcoming years to appropriately respond to the ongoing biodiversity emergency. The Strategy would provide a roadmap for how and where people could work together to help nature heal across the city region. Work had taken place with all Greater Manchester Local Authorities and relevant partners to fully develop the draft,

together with consultation with experts before now going on to a public consultation process to ensure the most comprehensive strategy possible.

Anne Selby, Chair of the Local Nature Partnership, was invited to address the GMCA. She stated that the current year had been disastrous for pollinators, with a wet spring causing significant difficulties, and this was compounded by an estimated 90-95% loss of insects over the past century. As well as painful environmental consequences, based on current projections the loss of biodiversity could have a 12% financial impact on GDP by 2050 as well. The Strategy was welcomed as it set out the first steps required in order to halt these declines.

RESOLVED /-

MAYORAL APPROVAL

1. That the Greater Manchester Local Nature Recovery Strategy (draft for consultation) to proceed to public consultation and that the authority be delegated to Councillor Tom Ross, Portfolio Lead for Green City Region to approve any minor changes to be made to the Greater Manchester Local Nature Recovery Strategy (draft-for-consultation) prior to the public consultation.

GMCA APPROVALS

2. That the Greater Manchester Local Nature Recovery Strategy (draft-for-consultation) be endorsed for public consultation.
3. That the contents, including the vision, aims, targets, priorities and actions to help respond locally to the biodiversity emergency, be noted.
4. That it be noted that the sustainability assessment of these proposals was positive.
5. That the points highlighted by Anne Selby, Chair of the Local Nature Partnership, be noted.

6. That it be noted that the consultation process will take place from November 15th to January 31st 2025 and that GM Local Authorities be requested to disseminate the consultation through their communications channels.

**GMCA 156/24 GREATER MANCHESTER ONE NETWORK CONNECTIVITY
PARTNER PROCUREMENT**

Councillor Susan Haworth, of behalf of Councillor Nicholas Peel, Portfolio Lead for Digital City Region, presented a report setting out the progress made on Greater Manchester One Network implementation and summarising the outcome of a tender process to extend One Network to include connectivity for sites that are not served by the Greater Manchester Local Full Fibre Network.

Greater Manchester One Network was needed as Greater Manchester local full fibre network had digital legacy issues that needed solving. The spending of £2m to address this was cost effective, as it avoided up to £6.6m of alternative option costs over 10 years, with £3.7m of social value gained as referenced within the report.

RESOLVED /-

1. That the completion of the migration of c 1200 sites from legacy networks to the GM One Network across six organisations and the efforts of officers and commercial partners in its delivery, be noted.
2. That the potential to leverage GM One Network to improve services and reduce costs across Greater Manchester's public sector including for connectivity, internet access, and other cloud services, and cyber security, be noted.
3. That approval be given for the GMCA to enter into the contract with Vodafone for GM One Network Connectivity Partner services, valued at up to £2m, to enable connectivity to more sites, creating an agreement that can be drawn on for the benefit of partners in GM One Network (at their cost); noting that orders under the contract will be subject to the governance, as set out in the report and decisions in accordance with the Constitution.

GMCA 157/24 GM INVESTMENT FRAMEWORK – CONDITIONAL PROJECT APPROVAL

Councillor David Molyneux, Portfolio Lead for Resources & Investment, presented a report seeking approval for a loan to Sustainable Ventures (North) Ltd. A loan which would be made from recycled funds.

RESOLVED /-

1. That approval be given for a loan of £500k to Sustainable Ventures (North) Ltd
2. That authority be delegated to the Combined Authority Treasurer and Combined Authority Monitoring Officer to review the due diligence information in respect of the above loans, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the investments, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the investments and loans noted above.

GMCA 158/24 DRAFT SCHOOL STRATEGY – OUR VISION FOR SCHOOL TRAVEL IN MANCHESTER

Andy Burnham, Mayor of Greater Manchester, presented a report asking members to note and comment on the draft School Travel Strategy, a sub-strategy of the 2040 Transport Strategy.

It was stated that the introduction of yellow school buses in the region in the mid-2000s had been a necessity at that time as the bus network in its deregulated form was reducing services and leaving many schools without any form of dedicated service. This system had now been in place for close to 20 years and the introduction of the franchised Bee Network allowed for the opportunity to undertake a review and introduce a more integrated and sustainable alternative.

Nearly half a million students travelled to Greater Manchester's schools and education establishments every single day, and these students needed to be able to travel in a

safe and an affordable way. In terms of safety, the Vision Zero Strategy and Schools Streets Strategies would continue to be developed to support children who were able to walk and cycle to school, and work would continue to be undertaken with GMP and TfGM on the TravelSafe Partnership for those who travel via public transport.

Network reviews were now beginning to take shape in individual Local Authorities, with a strong focus on links to the network of vital infrastructure such as hospitals and educational establishments. Where network coverage was not feasible, specialist services would continue to be provided.

Some concern was expressed by members about the impact of any changes to services, highlighting infrastructural capacity issues and parents perception of the safety of their children, which could result in an uptick in parents driving children to school. Reassurance was sought that route changes would only be implemented if clearly fully supported through the public consultation process. The Mayor advised that these concerns were fully understood and requested TfGM officers develop transparent criteria, that clearly defined where levels of coverage would support any proposals for bus route changes.

RESOLVED /-

1. That the draft School Travel Strategy be approved for consultation.
2. That approval be given to the launch of public engagement on the strategy, comprising a ten-week online consultation and meetings with stakeholders affected by or involved in school travel.
3. That it be noted that the Mayor of Greater Manchester and the Greater Manchester Active Travel Commissioner have written to all Greater Manchester primary schools in the region seeking expressions of interest around integrating permanent Schools Streets schemes.
4. That the update on the Bee Network Committee's consideration of this item be received.

5. That transport for Greater Manchester officers be requested to develop transparent criteria, which clearly defines where levels of coverage supported proposals for bus route changes.
6. That it be noted that the consultation will commence from November 2024 for a period of ten weeks and that Local Authorities be requested to disseminate the consultation through their communications channels.
7. That the final strategy be submitted to the GMCA in spring 2025 for consideration.

GMCA 159/24 DELIVERING THE BEE NETWORK UPDATE

Andy Burnham, Mayor of Greater Manchester, presented a report advising on the progress of delivering the Bee Network, the region's plan for a high-quality, affordable and fully integrated public transport and active travel system for the people and businesses of Greater Manchester.

The GMCA was advised that the update had been considered by the GMCA Overview & Scrutiny Committee, and that the Committee had been encouraged by the data received in terms of the increased patronage and farebox seen in Tranches 1 & 2 and the success of the night bus pilot, but also addressed a number of issues such as continuing perceptions around safety that the TravelSafe Partnership needed to address and the need for more accessibility at stations.

The Mayor also highlighted the need for active promotion of the new Bee Network fare structures and the opportunities to fund passes through credit unions; the continuing work around rail integration into the Network; and the forthcoming introduction of multi-modal fares.

Members addressed issues faced with rail services within the region around Bolton. The Mayor confirmed that issues around Middlebrook were being alleviated with the introduction of the Bee Network's first new route, the 615 service.

RESOLVED /-

1. That the delivering the Bee Network update be noted
2. That the comments raised through the GM Overview & Scrutiny Committee be received.
3. That the update on the cost effectiveness of bus franchising to date be noted.
4. That the introduction of simpler flatter fares and that availability of credit unions for purchasing yearly passes be actively promoted.
5. That it be noted that the Mayor will continue to work with Transport for Greater Manchester to develop a plan for rail integration that was as robust and clear as the plan developed for bus franchising.
6. That the introduction of multi-modal fares with effect from 23rd March 2025 be noted and that the communications campaign proposals be submitted to the GMCA for consideration.
7. That the issues highlighted around Bolton South rail services be noted.
8. That the introduction of the Bee Network's first new bus service, the 615 from Wigan to Middlebrook, be welcomed.
9. That Leaders be requested to consider where they have land development ambitions in areas adjacent to the eight lines planned for GM rail integration

GMCA 160/24 BUS FRANCHISING FLEET

Andy Burnham, Mayor of Greater Manchester, presented a report that detailed a number of bus franchising fleet related proposals in preparation for the introduction of the third and final tranche of bus franchising on 5th January 2025; and to support bus services across the rest of the Bee Network.

RESOLVED /-

1. That the following bus fleet transactions be approved, and approval be given to borrowings of up to £71.2m to fund those transactions:
 - a. Purchase of 72 Euro VI diesel buses from Greater Manchester Buses South Limited (Stagecoach) to replace 'life expired' and other older vehicles and to strengthen services;
 - b. Purchase, and novation of up to 94 zero emission electric buses (ZEBs) from Stagecoach and Go North West in order to reduce operational costs in future years, via a reduction in the service fee payable to franchise operators;
 - c. Short term grant funding to Greater Manchester Buses South Limited (Stagecoach) for 'ZEBRA' ZEBs that were procured initially by Stagecoach prior to the award of contract for Tranche 3 for reallocation across franchises.

2. That the continued use the GMCA financial contribution from grant funding of up to £12.5m for the Volvo 'ZEBRA' fleet, to support the proposed revised allocation of the ZEBRA fleet be approved.

3. That the GMCA record its congratulations to Steve Warrener following his permanent appointment to the role of Managing Director of Transport for Greater Manchester, as agreed at the GM Resources Committee held earlier in the day.

GMCA 161/24 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 162/24 BUS FRANCHISING FLEET

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (GMCA 160/24)

RESOLVED /-

That the report be noted.

**GMCA 163/24 GREATER MANCHESTER INVESTMENT FRAMEWORK –
CONDITIONAL PROJECT APPROVAL**

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (GMCA 157/24).

RESOLVED /-

That the report be noted.

Agenda Item 5

MINUTES FROM THE MEETING OF THE GMCA RESOURCES COMMITTEE HELD ON FRIDAY 25 OCTOBER 2024

PRESENT:

Andy Burnham	Mayor of Greater Manchester
Councillor Eamonn O'Brien	Bury
City Mayor Paul Dennett	Salford
Councillor Tom Ross	Trafford
Councillor David Molyneux	Wigan

ALSO PRESENT:

Councillor Joanna Midgely	Manchester
Councillor Mark Roberts	Stockport
Caroline Simpson	Group Chief Executive, GMCA, FMFRS & TfGM
Kevin Lee	Office of the GM Mayor
Sylvia Welsh	GMCA

RC/09/24/25 **Apologies**

Apologies were received and noted from Councillor Bev Craig (Manchester) and Councillor Mark Hunter (Stockport).

RC/10/24/25 **Chairs Announcements and Urgent Business**

There were no Chair's announcements.

RC/11/24/25 **Declarations of Interest**

No interests were declared at the meeting.

**RC/12/24/25 Minutes of the meeting of the GMCA Resources Committee held
on 12 July 2024**

RESOLVED/-

That the minutes of the meeting held on 12 July 2024 be approved as a correct record.

RC/13/24/15 GMCA Update on Group Arrangements

Caroline Simpson, Group Chief Executive Officer, introduced a report which provided the Resources Committee with an update on the Senior Leadership structure of the new Group arrangements following her appointment as Group Chief Executive Officer and seeking input and support for the next stages of development.

The report also set out some key appointments and requests for approval for changes to existing delegations that will support the direction of travel that was proposed, whilst ensuring full accountability and transparency.

In introducing the report, the GM Mayor, Andy Burnham, suggested that it has been a fantastic start for the Group Chief Executive Officer, with the change programme already being felt across the Group in terms of relationships and strategies, albeit that GMFRS and TfGM have retained their individual identities.

The Group Chief Executive assured the Committee that the Senior Leadership structure was not a merger or a dilution of identity and was an alignment of leadership and vision, with opportunities to work closer across the GM system, including health and GMP.

The Committee was advised that it was proposed to submit a report of the Group Chief Executive's utilised delegations to the Resources Committee on an annual basis.

A further report will be submitted to the Resources Committee in January 2025 regarding the outcomes of the engagement of independent HR/OD support to identify where senior leadership roles were changing in terms of scope and responsibilities and review appropriate remuneration.

Members confirmed that the strategic coherence across the ten GM Local Authorities and GMCA was very good, recognising that further work was required to align with health and housing, in particular the development partnership with Homes England, which needs to be more regionalised. Work will continue with both GM Health and Homes England, who were now helpfully located within the GMCA offices, which should assist with developing relationships.

Influencing Government was highlighted as a priority, with the majority of responsibility currently sitting with the Mayor and GM Chief Executives, suggesting that there was further potential to grow the leadership across the Group.

The closer working relationship with TfGM has resulted in the strategic alignment of shared objectives and has worked well.

It was important to ensure that as the GMCA progressed that the GM's Local Authorities were not left behind.

The GM Mayor, Andy Burnham, assured the Committee that the change programme across the Group had been carefully considered, and was focussed on being disciplined with a view to relieving financial pressures on Local Authorities.

RESOLVED/-

1. That the direction of travel for the GMCA/TfGM Group structure and senior leadership arrangements in the context of the Single Integrated Settlement and the next phase of growth and system working across Greater Manchester be noted and endorsed.

2. That Steve Warrener, current interim Managing Director of TfGM, be confirmed as the permanent Managing Director of TFGM.
3. That the engagement of independent HR/OD support to identify where senior leadership roles are changing in terms of scope and responsibilities and review appropriate remuneration be supported.
4. That the intention to utilise a current Senior Leadership role in TFGM to support wider system change and integration across the group arrangements be supported.
5. That the GMCA be recommended to approve a) the extension of delegations to the Group Chief Executive and b) changes to the terms of reference of this Committee to be included within the GMCA Constitution regarding staffing matters to align with common practice in local government, as set out in the report.
6. That the intention through the budget setting process for 2025/26 to release funding back into the 10 local authorities in light of the above arrangements and efficiencies to be gained as part of the proposals in the report, be noted.
7. That the reframing of the Police, Crime, Criminal Justice and Fire Directorate to Safer Stronger Communities Directorate, be noted.
8. That the intention to present a further report to the Committee in early 2025 with a more detailed update on potential opportunities for further integration and efficiencies, as well as an update and proposed approach for the next level of leadership in GMCA and TFGM, be noted.

Greater Manchester Combined Authority

Resources Committee

Date: 25 October 2024

Subject: Update on GMCA Group Arrangements

Report of: Caroline Simpson, Group Chief Executive Officer, GMCA, GMFRS and TfGM

Purpose of Report

This report provides the Committee with an update on the Senior Leadership structure of the new Group arrangements following my appointment as Group CEO and I am seeking your input and support for the next stages of development.

The report also sets out some key appointments and requests approval for changes to existing delegations that will support the direction of travel that is proposed, whilst ensuring full accountability and transparency.

I propose to present a further update to Resources Committee in January 2025.

Recommendations

The Committee is asked to:

1. Note and endorse direction of travel for the GMCA/TfGM group structure and senior leadership arrangements in the context of the Single Integrated Settlement and the next phase of growth and system working across Greater Manchester
2. Confirm Steve Warrener current interim Managing Director of TfGM as the permanent Managing Director of TfGM
3. Support the engagement of independent HR/OD support to identify where senior leadership roles are changing in terms of scope and responsibilities and review appropriate remuneration.

4. Support the intention to utilise a current Senior Leadership role in TFGM to support wider system change and integration across the group arrangements.
5. Recommend to the GMCA a) approval of the extension of delegations to the Group Chief Executive and b) changes to the terms of reference of this Committee to be included within the GMCA Constitution regarding staffing matters to align with common practice in local government, as set out in the report.
6. Note the intention through the budget setting process for 2025/26 to release funding back into the 10 local authorities in light of the above arrangements and efficiencies to be gained as part of the proposals in the report.
7. Note the reframing of the Police, Crime, Criminal Justice and Fire Directorate to Safer Stronger Communities Directorate.
8. Note the intention to present a further report to the Committee in early 2025 with a more detailed update on potential opportunities for further integration and efficiencies as well as an update and proposed approach for the next level of leadership in GMCA and TFGM

Contact Officers

Caroline Simpson, Group Chief Executive Officer

Email: caroline.simpson@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

The proposals in this paper will not have a direct impact on equalities, carbon and sustainability.

Risk Management

If the recommendations in this report are approved, there will be an articulation of risks at a group level which will either be as an inherent risk of being a more formalised group or be escalated from the organisations that form the group. One of the recommendations in this report is in relation to seeking HR/OD advice which will include any people related risks to the proposals.

Legal Considerations

If increase in delegations and change to this Committee's terms of reference are approved by the GMCA, the GMCA Constitution will need amending,

Financial Consequences – Revenue

This paper proposes phasing out an element of the levy from Local Authorities to GMCA that supports the ongoing operation of GMCA, £2.6m to be phased out over four years.

Financial Consequences – Capital

N/A

Number of attachments to the report:

N/A

Comments/recommendations from Overview & Scrutiny Committee

N/A:

Background Papers

N/A:

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

No

Exemption from call in

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

No

Bee Network Committee

N/A

Overview and Scrutiny Committee

N/A

1. Background

As the Committee will be aware, I commenced my role as Group CEO in June 2024. Some of the key drivers for the establishment of the Group CEO role were: to forge constructive and positive relationships within a complex environment with a multitude of local, regional and national stakeholders; to influence, shape and deliver the next stage of the city region's devolution journey, in a cohesive and collaborative manner and to work with both GMCA and TfGM to increase the level of integration of functions and activity between both organisations.

Since June, engagement with Government, Local Authorities and other stakeholders has highlighted that there is support for more integrated working across GMCA, TfGM, Local Authorities and our partners that will enable us to leverage collective skills, resources and experience to achieve more for GM and to contribute to local and national growth.

The overarching, collective mission for the Group (GMCA, GMFRS and TfGM) is to work as efficiently and as effectively as we can together, to deliver our ambitions for the people of Greater Manchester.

To support this mission, there is scope for more collaboration, alignment and efficiency across the group that will in turn better enable coordinated engagement and collaboration with the ten local authorities, with our partners in Health and with Greater Manchester Police (GMP). Partner and stakeholder relationships are the key to achieving our GM ambitions.

To realise these opportunities, whilst not putting at risk the significant delivery activity that is required of all the organisations, it is important that there is an evolutionary, thoughtful, opportunity-led approach to change that is undertaken in discrete steps.

This report sets out the current organisational profiles, the drivers for change, the first steps and the direction of travel in relation to opportunities for strategic alignment and development.

2. Group organisations

2.1. Greater Manchester Combined Authority (GMCA)

GMCA as an organisation employs over 600 staff (excluding GMFRS). It consists of a number of directorates focussed on the delivery activities of GMCA. These directorates are:

- Digital
- Education, Work and Skills
- Environment
- Place Making
- Public Service Reform
- Safer and Stronger Communities
- Strategy, Research and Economy
- Corporate functions

GMCA is responsible for a number of budgets including Mayoral, GM Fire and Rescue, Transport, Waste, GMCA Core, Police and Crime and Capital, which collectively in 2023/24 amounted to over £2bn, excluding CRSTS.

2.2. Greater Manchester Fire and Rescue Service (GMFRS)

GMFRS covers around 500 square miles and operates 41 fire stations, making it one of the largest Fire and Rescue Services outside London. It employs almost 1700 uniformed and support staff. During 2023/24, GMFRS attended 32,128 incidents (fires, false alarms and special service calls), undertook 30,506 Home Fire Safety Assessments and delivered 5,330 fire safety interventions. GMFRS revenue budget for 2024/25 is £139m and capital budget of just below £30m.

2.3. Transport for Greater Manchester (TfGM)

TfGM employs approximately 1200 staff. It is the second largest transport authority in the UK and has significant operational responsibilities in delivering the Bee Network – consisting of Metrolink, active travel and more recently and significantly, franchised bus services. TfGM is also instrumental in developing and implementing transport strategy and policy. From January 2025, upon completion of the bus franchising programme TfGM’s annual expenditure will increase to more than £1bn per annum including the delivery of a £1bn capital programme through CRSTS to 2027.

3. The need for change - scale, scope and complexity

The scope of what we are doing in GM is changing, we are the first city region to implement franchised bus services and the latest ‘trailblazer’ devolution agreement is our most significant devolution deal yet. This is a unique moment and an incredible opportunity to do things differently. It provides greater influence and flexibility over crucial policy areas

including: transport, housing and regeneration, adult skills, employment support, the environment, economic growth, culture, data, digital, resilience and public services. Alongside this we have a new Mayoral term with fresh manifesto commitments to deliver.

This increased scope brings with it a huge increase in the scale of our activities. TfGM will be managing expenditure of £1 billion + capital expenditure, we are delivering hundreds of millions of pounds of contracts and programmes, all of which significantly increase the complexity and financial risk that we need to manage.

Together, these drivers will guide a refresh of our Greater Manchester Strategy to ensure that our resources and efforts are used in the most effective way to help achieve our mission to improve the lives of everyone in Greater Manchester.

4. GMCA Group

4.1. GMCA Group

In the context of considering the GMCA group, it is important to set out what the group is and is not. The GMCA group is:

- GMCA, GMFRS, TfGM under shared leadership, working better together
- clear in its role: as “one of the eleven”, focussed on delivery and convening and facilitating the GM system
- an enabler to leveraging our collective skills, resources and experience to help achieve our mission for GM
- a “place-first” approach to strategic planning, working with our local authorities to drive the best outcomes for our residents and businesses
- a “group-first” approach - seizing opportunities to be more efficient - doing things once, together

It is not:

- a merger of GMCA and TfGM
- a rebrand: the TfGM, GMFRS and GMCA brands are strong and valued
- diminishing the sovereignty of GMFRS, TfGM or any of the Local Authorities
- replacement of Fire Annual Plan or the TfGM and GMCA Business Plans
- an intent to take any powers away from local authorities

- a central, resource heavy, “ivory tower”
- a one size fits all approach in terms of working together in functions and activities, there are already a number of examples of shared working, but all are different

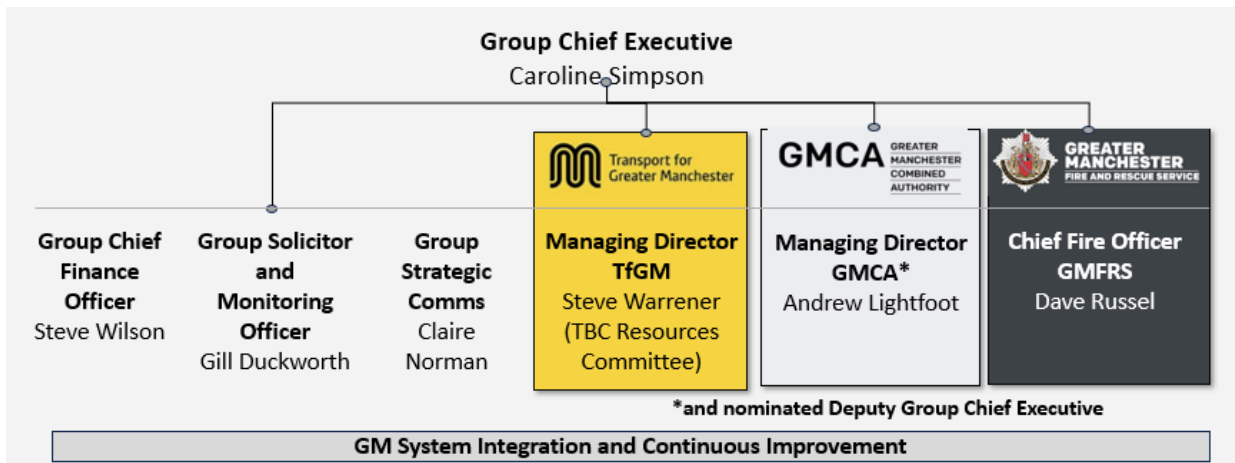
Change is constant for every organisation and I want to ensure that we continue to evolve whilst preparing for our integrated settlement and being a much bigger transport authority – but do this as part of a wider strategy that collectively focusses us on delivering those priorities, that are agreed by our Leaders, that will make a real difference to our residents.

This evolution needs to happen in the context of my original priorities, that I set out to the group workforce in early July:

- **Relationships** – building on, and further strengthening the relationships we have across our organisations and across GM which has been at the heart of our success to date and increasingly needed to fulfill our collective ambition;
- **Delivering** – a relentless focus on delivery against our ambition, focusing on how we can work together to deliver public services in an integrated way – and ensuring we continue to provide solutions to Government and continue our devolution journey;
- Our **people** – celebrating our public sector workforces, making GM the best place in the Country to build a career in public service and ensuring high expectations in terms of productivity, performance and accountability.

4.2. Group Leadership Team

The first stage of this evolutionary approach is to formalise the GMCA Group Leadership Team. This is the team that will directly support me as the Group CEO and consists of:



- GMCA Managing Director and Deputy Group CEO, Andrew Lightfoot
- TfGM Managing Director, Steve Warrener (See Recommendation 2)
- GMFRS Chief Fire Officer, Dave Russel
- Group Chief Finance Officer, Steve Wilson
- Group Solicitor and Monitoring Officer, Gill Duckworth
- Group Strategic Communications Director, Claire Norman
- Group Integration and Continuous Improvement (See Recommendation 4)

4.3. Managing Director, TfGM

In January 2024, GMCA approved the appointment of Steve Warrener to be Managing Director, TfGM on an interim basis, pending further discussions with the incoming Group CEO. It is therefore proposed that with my support this appointment is made permanent.

The Committee is requested to confirm this appointment.

Appointment to the role of Director, Finance and Corporate Services at TfGM, the role also currently held by Steve Warrener, will be made in line with the TfGM Constitution.

4.4. Group Integration and Continuous Improvement Director

To realise the opportunities that greater alignment and better integration across the Group and across GM can deliver, it is important that there are appropriate change and transformation skills within the senior leadership team. There is further work to be done over the coming weeks and months to understand how we further evolve through the change programmes already in place within TfGM and GMCA. **The Committee is requested to support me to further explore the opportunity to utilise a current senior**

leadership role that exists within TfGM to support wider change and integration across the group arrangements.

4.5. Scope and Remuneration

At this time, there are no proposed changes to the remuneration of these senior leadership posts. **I am seeking support from the Committee to engage independent HR/OD support** to identify where senior leadership team roles are changing in terms of scope resulting from group arrangements and new responsibilities and review appropriate remuneration. Results will be reported back to the Committee in early 2025.

5. Delegations to the Group CEO

In relation to staffing matters, the delegations to the Head of Paid Service (Group CEO) within the GMCA Constitution only permits the establishment of posts up to Grade 11 or equivalent, which attract a maximum salary of £61,905.

This is a legacy arrangement, it pre-dates the establishment of the GMCA Pay and Grading structure for posts above Grade 11, which was approved by the Resources Committee on 29 July 2022 and is not in line with other local authority arrangements, see Appendix 1.

To enable me to effectively execute my responsibilities as Head of Paid Service and to lead the Group in a dynamic, effective and efficient way it is proposed that the delegations and terms of reference of this Committee within the GMCA Constitution, are amended to bring them in line with other local authorities. This would allow me to establish new and additional posts up to and including Deputy Chief Officers. In the context of the Group this will be all posts except for the Senior Leadership Team (ie my direct reports) - the establishment and/or appointment to which would be brought to the Resources Committee for approval/recommendation to GMCA. Furthermore, and again to align with local authority limits, that in consultation with the Treasurer, I am able to agree severance packages below £100k.

To ensure transparency and accountability, I will provide a report to Resources Committee on at least an annual basis, detailing any changes to establishment and/or senior management structures.

The Committee are requested to approve changes to the delegations to the Group CEO and terms of reference of this Committee to be amended in the GMCA Constitution.

6. Opportunities for more integrated working

So far, engagement with Leaders and Chief Executives across GM, with Government, partners and other Mayoral CAs has been really positive. There is a phenomenal opportunity for GM in the current national and regional context but we are being asked to do more and to achieve more in an environment of real fragility in local government. The only way we can do that is to do it together.

This thinking is taking place on a number of levels:

- Firstly at a GM System Level – building on much closer links already in place with the Integrated Care Partnership and also with Greater Manchester Police where there are lots of opportunities for closer working and work already underway in terms of safety on public transport and estates planning.
- Secondly at a GMCA Group Level - We have hugely talented, committed teams across three distinct but aligned organisations and there is strong commitment across teams who are already exploring the potential for closer working. GMCA and GMFRS already operate together, sharing corporate services, systems and people. There are already a number of functions across the group (with TfGM) that operate as either a shared service, have shared resources or shared leadership. These include Information Governance, Audit, Risk and Assurance and Strategic Communications. But there is scope and ambition for much more to drive better outcomes for our residents, communities and businesses and to gain efficiencies in the way we work.
- Thirdly is more integration with our ten authorities – if we are to truly build an integrated regional and local government structure that follows the principles of devolution and makes best use of all our collective expertise, we have more opportunities for stronger and closer working with local authorities. Work is underway with Local Authority Chief Executives to identify how best to achieve this, particularly with regards to the current demand pressures in local services, the potential to assist in invest to save propositions, and to ensure all the GMCA Group are operating as efficiently and supportively as possible.

Fundamental to all this is that the GMCA group is seen, acts and is treated as “one of the eleven”. What this paper is describing is absolutely not about creating another tier of governance in Greater Manchester in the form of the GMCA group, but is about cementing its place as a partner, so that together, as a system, we can plan and deliver our outcomes.

7. Financial implications

GMCA does not receive any core funding from Government. Since its formation, Local Authorities have provided a proportion of GMCA’s core funding for necessary running costs through the levy. Currently this is £2.6m per annum. By taking these opportunities for better integrated working, it is proposed to phase out that part of the Local Authority levy over a four-year period, with a 25% reduction (£650k) in 2025/26. This will be returned to Local Authorities as a “group dividend”. **Resources Committee is requested to note this intention.**

8. Safer and Stronger Communities

An example of thinking more broadly across GM and about the role our teams play, our policing, crime, criminal justice and fire team have changed their name to better reflect their work and priorities for creating a safer and stronger Greater Manchester. From September 9, the team became Safer and Stronger Communities and Deputy Mayor Kate Green became the city-region’s Deputy Mayor for Safer and Stronger Communities.

The team has a wide-ranging, high-profile and complex remit, working closely with the Mayor and Deputy Mayor, Greater Manchester Police (GMP), Greater Manchester Fire and Rescue Service (GMFRS), our 10 Community Safety Partnerships (CSPs) and many other partners and organisations across Greater Manchester.

It is hoped the change in name will more strongly reflect the team’s work and its impact in supporting and delivering the ambitions of GMCA and Greater Manchester more widely.

Resources Committee is requested to **note the reframing of the Police, Crime, Criminal Justice and Fire Directorate to Safer Stronger Communities.**

9. Next steps

I will bring a further update to Resources Committee in January 2025 which will include more thinking around how we can potentially better align activities across the group. I will initially investigate opportunities around activities such as information systems, social value, engagement, organisational development/people, estates and assets and programmes and projects. This is by no means a definitive or exhaustive list, but a step in the direction of making sure we are thinking, planning and working as a group where it is sensible to do so, to ultimately help the GMCA group play its part in achieving our mission.

Appendix - Local Authority Delegations

In relation to the delegations to the Head of Paid Service for the establishment and remuneration of posts, the following arrangements are in place across the GM local authorities.

Local Authority	Delegations to Head of Paid Service for appointment
Bolton	<p>Any member of staff of the Council other than</p> <ul style="list-style-type: none"> • Chief Executive (Head of Paid Service) • Monitoring Officer or Chief Finance Officer • Non-statutory or deputy chief officer as defined in the Local Government and Housing Act 1989 (ie any Director, deputy or assistant director, or any member of staff who reports directly to the Chief Executive or a director) <p>Any political assistant</p>
Bury	<p>The appointment of officers below Deputy Chief Officer (other than assistants to political groups) is the responsibility of the Head of Paid Service or his/her nominee and may not be made by Councillors.</p>
Manchester	<p>Officers below Deputy Chief Officer (other than assistants to political groups)</p>
Oldham	<p>Appointment of officers up to Deputy Chief Officer, but the authority may delegate the function of the appointment of a Deputy Chief Officer to the Head of Paid Service who may sub-delegate the function to another Officer.</p>
Rochdale	<p>All Director appointments will be made by the Chief Officer Employment Committee.</p> <p>Where a vacancy occurs in any existing office of a Director, the Chief Executive in consultation with the relevant Cabinet Member shall decide whether to fill the vacancy and, if so, the terms and conditions for the post.</p>

	<p>Where a salary package in excess of £100,000 is to be offered, the Chief Executive shall make recommendations to the next available meeting of the Full Council before proceeding.</p> <p>Appointment of Assistant Directors and Officers below Director-level is the responsibility of the Chief Executive and or Director or his or her nominee, and may not be made by Members.</p>
Salford	<p>Appointment of officers below deputy chief officer (other than assistants to political groups) is the responsibility of the Head of Paid Service or an officer nominated by him/her and may not be made by Councillors.</p>
Stockport Council	<p>Officers with the exception of</p> <ul style="list-style-type: none"> • Head of Paid Service • Statutory Chief Officers • Non-statutory chief officers • Deputy chief officers • Monitoring Officer • Political assistants
Tameside	<p>All officers other than the Senior Leadership Team (Service Unit Managers)</p>
Trafford	<p>The creation of a maximum of 3 new posts up to and including Band 12 and deletion of posts up to and including band 12 i.e. where the job description has previously been agreed and evaluated by HR.</p> <p>The creation/change of up to 3 new posts up to and including Band 12 for which there is no approved job description and the duties are substantially new.</p>
Wigan	<p>In accordance with the Localism Act (2011), where the proposed annual salary package is £100,000 or more the decision must be voted on by a meeting of members before the appointment is confirmed</p>

**MINUTES OF THE MEETING OF THE
GMCA OVERVIEW & SCRUTINY COMMITTEE HELD WEDNESDAY, 23
OCTOBER 2024 AT THE TOOTAL BUILDINGS - BROADHURST HOUSE, 1ST
FLOOR, 56 OXFORD STREET, MANCHESTER, M1 6EU**

PRESENT:

Councillor Nadim Muslim	Bolton Council (Chair)
Councillor Russell Bernstein	Bury Council
Councillor Imran Rizvi	Bury Council
Councillor Basil Curley	Manchester City Council
Councillor John Leech	Manchester City Council
Councillor Mandie Shilton – Godwin	Manchester City Council
Councillor Colin McLaren	Oldham Council
Councillor Dylan Williams	Rochdale Council
Councillor Tony Davies	Salford City Council
Councillor Lewis Nelson	Salford City Council
Councillor Helen Hibbert	Stockport Council
Councillor Rachel Wise	Stockport Council
Councillor Jill Axford	Trafford Council
Councillor Ged Carter	Trafford Council
Councillor Shaun Ennis	Trafford Council
Councillor Mary Callaghan	Wigan Council
Councillor Debra Wailes	Wigan Council
Councillor Fred Walker	Wigan Council

ALSO PRESENT:

Andy Burnham	GM Mayor
Vernon Everitt	Transport Commissioner for Greater Manchester

OFFICERS IN ATTENDANCE:

Peter Boulton	Transport for Greater Manchester
Karen Chambers	GMCA
Julie Connor	GMCA
Steve Fyfe	GMCA
Andrew McIntosh	GMCA
Stephen Rhodes	Transport for Greater Manchester
Caroline Simpson	GMCA
Steve Warrener	Transport for Greater Manchester
Fran Wilkinson	Transport for Greater Manchester

O&SC 32/24

APOLOGIES

Apologies for absence were received from Councillor Peter Wright (Bolton), Councillor Terry Smith (Rochdale), Councillor Claire Reid (Tameside), Councillor Naila Sharif (Tameside), Councillor Joanne Marshall (Wigan) and Cllr Paul Dennett (Deputy GM Mayor and Portfolio Lead for Housing First)

The Chair welcomed new member Cllr Tony Davies (Salford) to the meeting.

O&SC 33/24

CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

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 advised that, further to the virtual vote, it had been agreed that the Task and Finish review for this year would focus on the Safety of Women and Girls. The first meeting would be held on 6 November and would consist of an introduction, overview, and scoping session with colleagues from the Stronger and Safer

Communities Directorate. So far, around 11 members were interested. Members were asked to let Karen or Nicola know if they would like to be part of this activity.

Members were advised that the Quarterly Round Up Report, which was similar to the Chairs Annual Report, would be circulated after the meeting. The purpose of the report was to enable the committee to reflect on their achievements and outcomes at regular opportunities during the year. The first report covers July to September 2024.

RESOLVED /-

1. 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.
2. That members consider if they wish to be involved in the Task and Finish Review for this year.
3. That the Quarterly Round Up Report be circulated to members after the meeting.

O&SC 34/24

DECLARATIONS OF INTEREST

Councillor Rachel Wise and Councillor Dylan Williams declared a personal interest in relation to item 36/24 - Housing First.

RESOLVED /-

That Councillor Wise and Councillor Williams declared a personal interest in relation to item 36/24 – Housing First.

RESOLVED /-

That the minutes of the GMCA Overview and Scrutiny Committee held on 25 September 2024 be approved as a correct and accurate record.

The GM Mayor introduced the report that advised the Committee on the progress of delivering the Bee Network, which is the plan for a high-quality, affordable, and fully integrated public transport and active travel system for the people and businesses of Greater Manchester.

The GM Mayor advised that 24 September 2024, marked the first year of Bee Network operations which saw 60m journeys taken in the regulated area, an increase of 5% compared to the previous year, which has halted the decline in patronage for the first time since deregulation forty years ago. Data showed that services in Tranche 1 and Tranche 2 were more dependable than before bus franchising with record-breaking patronage figures being set on two consecutive days in September.

The Committee were advised that the third and final tranche of bus franchising represented the biggest challenge yet. Mobilisation was at an advanced stage to ensure that buses, onboard technology, drivers, engineers, dispatchers, and depots were ready for 5 January 2025.

The GM Mayor advised that the piloted night services (V1 and No 36) were proving popular with over 50,000 journeys taken in the first month across the two services.

The first new Bee Network bus service was set to be introduced at the end of October. A new 615 service would connect Wigan with Middlebrook retail park. The hourly service restores a link for people in the borough to the popular retail park, giving them access to a wide range of leisure facilities.

Following the implementation of the final phase of bus franchising on 5 January 2025, GM would 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 would also allow GM to integrate fares and ticketing so that passengers could move seamlessly between Bee Network buses and trams, with an ambition to integrate cycle hire and GM rail in future.

The GM Mayor advised that from December 2024, residents would be able to apply for the annual bus pass scheme with Credit Unions. This would 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, making the weekly cost for a ticket as low as £15.

In September 2024, GM approved the introduction of 'pay as you go' (PAYG) contactless ticketing and multi-modal capped fares across bus and Metrolink from March 2025. PAYG would provide greater flexibility for customers who would not need to plan and purchase travel in advance and would simply be able to touch-on / touch in and out (on bus and Metrolink) with their contactless bank card or device and know they would be charged the appropriate capped fare.

PAYG on bus would also include the benefits of the Hopper Fares, so anyone travelling on multiple buses within an hour would only be charged the single Hopper fare.

The GM Mayor advised that Metrolink revenue was up by 13% and in May 2024, 4.1 million people travelled on Metrolink across Greater Manchester, setting a new record for monthly patronage since the network opened in 1992. This was thanks in part to a sizeable number of events taking place around the city region.

Revenue protection activities continue to reduce fare evasion across the network. Evasion rates have reduced from a high of 16.6% in August 2023 to 10.2% in August 2024.

More measures to increase safety, including 69 new TravelSafe Support and Enforcement Officers have been introduced across the network to provide a reassuring, visible presence for the travelling public. A Travel Safe Live Chat service has also been introduced.

The Committee were advised that Vernon Everitt was leading conversations with colleagues in the rail industry regarding the next phase of the Bee Network, rail integration. The ambition was to have a Bee Network style service with Metrolink standards in place on eight commuter lines. There were stations on those lines that were not accessible, such as Levenshulme. Discussions were taking place about the budget for capital improvements and which stations may need to be prioritised to ensure they were accessible as well as meeting other standards.

The GM Mayor advised that TfGM and GMCA officers were working together to shape the outcomes framework that would govern the Integrated Settlement, a single funding settlement to GM along the lines of those received by government departments, which would allow GM to target funding better to support local priorities. Transport funding was a key part of the settlement, which would be critical in supporting delivery of the Bee Network and other transport ambitions. Further information about the Integrated Settlement was anticipated alongside the Autumn Budget on 30 October.

The GM Mayor advised that the Liverpool - Manchester Railway Board had now been established to maximise the economic and social benefits of that part of NPR between the Liverpool City Region and Greater Manchester. The Board had already held its first two meetings and launched an initial Growth Report “A new Liverpool-Manchester Railway – Building a route to prosperity” which identified the initial scope of the growth opportunities presented by the Liverpool Manchester Railway (LMR). A Partnership Board had also been established, chaired by former Rail Minister Huw Merriman, which would support the work of the Railway Board.

Work was ongoing to establish a solution for rail connectivity between the North West and the West Midlands following a report commissioned by the GM and West Midlands Mayors.

The GM Mayor advised that GM has had to make some changes to plans regarding the fleet for Tranche 3 caused by manufacturing delays on the fleet that had been ordered under the Zebra programme and managed by Stagecoach. A report has been prepared for the GMCA meeting later this week.

Steve Warrener, TfGM Managing Director apologised for the short notice of bringing this to the attention of the Committee, but talks had been taking place very recently. He advised that GM have the opportunity to acquire a fleet of Bee Network ready buses owned by Stagecoach. If agreed, this would allow the replacement of older buses currently running in Tranche 2 and provide zero emission buses for Tranche 3. The Committee was informed that if GM does not acquire these vehicles, they would need to purchase alternatives, which could take up to 12 months to procure. Therefore, acquiring these vehicles now would be advantageous. If not purchased, the buses would be relocated to other Stagecoach depots across the country. Other advantages were increased customer satisfaction, reduction of operation costs in future years and savings on the capital grant. The Committee agreed that the purchase of the fleet would be advantageous to GM.

Members asked what the capacity was in relation to the 50,000 journeys on the night buses. The GM Mayor advised that the numbers did vary depending on the day and time but there had been heavy usage on Saturday nights. More data would become available on this as the services embedded. The GM Mayor advised that it was his ambition to see at least one night service route available for each local authority.

Members asked if any consideration had been made for the potential for the Government to end the £2 bus fare cap and what were the consequences of this. The GM Mayor advised that the GM £2 cap was not funded by the national scheme as it was in other areas; at the moment the £2 cap in GM was fully funded until March 2025 through the BSIP (Bus Service Improvement Programme) scheme. Members were advised that GM would need to reconsider whether the £2 cap could continue after the budget was announced.

Members were keen to understand how decisions regarding new bus services were made and quantified and how could GM ensure residents know how to put forward suggestions for new or improved services, such as routes to Stepping Hill Hospital. Officers advised that the majority of changes to services were marginal so easy to amend, these minor changes tended to be made following feedback from customers and the local Bee Network Committees. However more significantly, the first network reviews for Tranche 1 were underway and formal consultations have begun to gather views. This intensive engagement may lead to further changes to services. Consultation would also be completed for Tranche 2 and Tranche 3. Once completed the results of the consultations would be presented to the Bee Network Committee for scrutiny and approval.

Members asked what safety nets were available if one bus operator was to purchase another, and if there was anything in the contracts to prevent this. The GM Mayor confirmed that this would be covered in the contract. Any changes would need to be approved to ensure it was in the interest of the Bee Network.

Members asked if there was any progress with the proposals to extend Metrolink. The GM Mayor advised that this was dependent on the long-term pipeline for capital funding. Areas such as Stockport would need to build a business case to present to DfT, but he was optimistic as to how this would proceed.

Members asked if other stations, such as Glossop and other Bee Network lines would see accessibility improved. The GM Mayor advised that in order to improve access outside the Bee Network, GM would need to support other Combined Authorities to have similar schemes in place. The Transport Commissioner was in talks with the rail industry about the branding of these stations as GM would like them to be Bee Network stations.

Members commented that the information on active travel was encouraging and asked if there was a breakdown available to show how many extra journeys have taken place and what the data was specifically regarding women and girls accessing active travel. Officers advised that more information on this could be provided to the

Committee. In relation to safety and active travel, officers commented there were two elements to this, safety in traffic and safety at night. This continues to be a priority, and an action plan was being completed and was a high priority.

Members were keen to understand the figures in relation to car ownership increasing by 60% in the last 10 years and asked if this was miles driven or ownership and what the footprint was. Officers advised that it was ownership that has increased over the last 10 years with the cost of running a car reducing by 10% compared to the cost of rail travel increasing by 20%. Therefore, it was important to ensure GM could hold on to the £2 cap to encourage people to use bus services.

In relation to School Streets, The GM Mayor advised that he and the Active Travel Commissioner Dame Sarah Storey have written to all Primary Schools in GM to ask for expressions of interest in the School Streets Scheme with a view to support the vision for up to 100 schools. The GM Mayor visited a school in Trafford recently and it was clear that this brought benefits for everybody, both the school and residents. The GM Mayor asked members to look at their wards to see if there were any schools that might want to partake in the scheme. Members commented that the volunteer model for School Streets was not sustainable. The GM Mayor advised that there was capital to support this objective.

Officers advised that in relation to the communication strategy for the Bee Network, at the moment the strategy was focused on Tranche 3. However, following this, a wider comms campaign would commence to promote the benefits of the Bee Network across all GM.

Members asked about a specific active travel route for which, due to funding, was proving difficult to resolve. The GM Mayor advised that officers from TfGM would be able to look into a possible solution for this.

Members enquired as to when GM could see the Bee Network Career Pathways in place. The GM Mayor advised that this was an exciting time for Bee Network and the MBacc. The MBacc team were making great strides in building the number of T

Level placements available. The team has been instructed to include Bee Network careers on the GM Apprenticeship and Careers Website and the Bee Line Tool as soon as possible. This would enable young people to see the opportunities available to them in public transport and demonstrate the career progression from bus to tram to train driver. The Committee was advised that a report was due to be taken to the Combined Authority at the end of November and were assured that a section on Transport careers would be included.

Members raised an issue in relation to a lack of park and ride facilities in Atherton and Oldham. The GM Mayor commented that there was currently a business case being put together for park and ride facilities at Tyldesley which would alleviate some of the pressure on parking in Atherton. He added that there were lots of park and ride sites in GM, some of which were underused. The ambition in GM was to develop an app which would tell users how many spaces were available at each site. Similar issues were noted in relation to Bike and Ride and the GM Mayor advised that TfGM would be looking at this in more detail.

Members asked what more could be done to tackle anti-social behaviour at Metrolink stops. The GM Mayor advised that GMP were taking anti-social behaviour much more seriously than before, but more could be done, not only on the buses and trams but also on the journey from the tram to home. In relation to safety on public transport, the Transport Commissioner advised members that the Travelsafe Partnership engage with community groups, and they have designed the additional safety features built into the night bus network, specifically aimed at women and girls, such as Strut Safe, which was a service you can call as you get off the bus and continue your extended journey. In addition to this a large number of travel safety officers on buses and at interchanges have been introduced.

Members raised concerns about the age of some of the buses being used on the Bee Network, the GM Mayor advised that this was one of the reasons it was so important that GM can acquire the bus fleet from Stagecoach.

Members also raised concerns in relation to bus stops and asked if there would be a Bee Network standard for bus stops to include shelter, seating, and more greenery. The GM Mayor advised that level boarding, tactile paving and high visibility railings were standards that were introduced to Metrolink stops many years ago. Officers advised that there would be an opportunity to reprocure our bus stop services so there was real opportunity to enhance these.

Members asked if anything could be done to improve Metrolink reliability. Officers advised that there have been a number of incidents that have impacted on Metrolink services recently, including critical renewals work to ensure the network runs as efficiently as possible.

The GM Mayor addressed issues in relation to connectivity to Partington/ Carrington and it was hoped that the Bee Network bus services would improve this. He advised that the plans to relocate the freight lines that run through the city centre to Port Salford would improve the connectivity in these areas.

The GM Mayor highlighted that franchising was now costing a third less per km compared to the services tendered before its implementation. This, he argued, demonstrated to the Government that the approach ensures a more efficient use of public funds. He emphasised that this efficiency sets Greater Manchester apart from the rest of the country, excluding London, in terms of value added from funding provided.

RESOLVED /-

1. That the Delivering the Bee Network Update be noted.
2. That the comments of the Overview and Scrutiny Committee on the Delivery of the Bee Network Update be noted and reported to the GMCA on the 27 October 2024.

3. That information regarding active travel journeys and specifically women and girls accessing active travel be provided to the Committee in future reports.
4. That a section on transport careers be added to the MBacc report being taken to the Combined Authority at the end of November.
5. That Officers from TfGM would offer their assistance concerning an active travel route to a member of the committee.

O&SC 37/24

A HOUSING FIRST GREATER MANCHESTER

The Chair invited GM Mayor, Andy Burnham, GMCA Director of Place, Andrew McIntosh, and GMCA Head of Housing Strategy, Steve Fyfe, to present this item.

The report aimed to set out the Housing First vision for Greater Manchester, the challenges of the current housing crisis and the headline measures the unit would help drive to build a new system and to inform the Committee of the launch of the Housing First Unit.

The GM Mayor advised the Committee that it was important to recognise the fundamental importance of someone having a good secure home and that GM needs to start to think about housing as part of an integrated system.

There were three strands to the work of the Housing First Unit.

Housing Supply – the ambition was to provide 75,000 homes of which 10,000 would be truly affordable net zero (TANZ) social homes. GMCA officers were 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.

Housing Standards - working at GM level to support the development and delivery of interventions to ensure existing homes were safe, secure, healthy, and affordable across all tenures. It was estimated that in the privately rented sector, 30-40% of people were living in accommodation that was poor quality. This was a huge number of residents living in homes that were potentially harmful to their health, so a change was needed.

Housing Support -GM level activity that transforms how residents were supported to live healthy, independent lives at home, which integrates services and improves ways of working, delivering better outcomes and reducing costs within wider public services. This was integral to and would be closely aligned with the Live Well model.

The GM Mayor advised that a whole range of work has commenced, and it was expected that the Good Landlord Charter would be introduced in May 2025. One of the aims of the Charter was to empower residents living in poor quality housing to request a property check. GM would use enhanced enforcement powers to tackle these poor standards. It was anticipated that a pilot would take place in Salford to begin to understand how this would work.

The GM Mayor added that the most effective way to support people was through integrated services that were able to take a holistic approach to people's needs. Integrating the housing system into this model of support would make the most of the sectors unique role in neighbourhoods and the range of activity it undertakes to support people to live healthy lives. This Live Well approach would then take pressure off the districts and reduce the temporary accommodation bill.

In relation to finance, the GM Mayor advised that GM were moving to an integrated settlement for 25/26; with an ask of Government to have more flexibility with Homes England funding which, alongside flexibility with retrofit funding, would allow more control over how this was spent. GM had operated the Housing Investment Loan Fund for 10 years, and approaching £600m of loans had been lent, with no defaults. This loan fund and the revenue GM generated from it was reinvested into wider housing improvements in GM and now the GM Good Landlord Charter.

Members asked about the targets for social housing and what the policy for building social homes in the next few years was and specifically if there was any update on the suspension of right to buy. The GM Mayor advised that GM's target was to build 10,000 homes, 1000 in every borough and work was ongoing to deliver this. GM await the outcome of the budget to allow us to progress this further. The GM Mayor advised that it would be beneficial to suspend right to buy from new build properties and the new Government had launched a consultation on this.

Members asked how realistic the targets to build 10,000 new homes were, given it was known that there was limited capacity in the system in relation to skills such as planners and construction roles. The GM Mayor advised that the targets were challenging but realistic. He advised that GM were in a position to move forward quickly due to the work already completed on Places for Everyone so would attract the skills needed. He advised that it was more likely to be delivered if GM looked at high density developments. He explained that the GM Land Commission were looking to identify locations and land that could be used for housing, perhaps in the vicinity of the Bee Network, where there was already the infrastructure in situ such as Castleton and Farnworth. This would bring a new demographic to the area which in turn would support the high street and regenerate the area. Officers added that GM had demonstrated in the past that these figures were realistic. If GM could create the right conditions and tools these would be achievable, so this was why the talks with Government were so important.

Members asked how many of the 10,000 new homes could be met through Places for Everyone allocations. The GM Mayor advised that this would be for the districts to decide but GM would hope that some of these might be built on land freed up by the GM Land Commission. More clarity was needed on the 10,000 homes pipeline and plan before any decisions could be made.

Members commented that the name of the Unit, Housing First, could cause confusion. The GM Mayor advised that he adopted the Housing First philosophy following his visit to Finland. As a country, housing has never been first on the list

when tackling issues. But, as we saw during the pandemic, areas of poor housing really presented challenges for the health of our residents. When housing and support are linked together to make it mainstream it extends the same philosophy to other services.

Members enquired if there was any update on the plans to save the Seven Sisters accommodation, if demolished this would dramatically lower the social housing stock not only in Rochdale but also the surrounding areas. Officers advised that an announcement was made recently which provided an update in terms of the way forward. Rochdale Borough Housing (RBH) and Legal and General had not been able to produce a plan, so RBH were opening this up to other options. It was expected that Rochdale Council would work with RBH and GMCA would help where it could to find the right solution.

Members commented that although HMO's (house of multiple occupancy) do have a place, more were being created in areas where they were not needed. Officers advised that this was a symptom of the crisis and shortage of housing. Part of the issue was enforcement, and GM would be able to assist local authorities to manage this part of the sector more effectively. There was a lack of capacity in skills in this sector and GM would also continue to grow capacity in this area.

Members advised that local authorities do not support gentle density and gave an example where planning permission was granted for a HMO but not an extension of a property. Officers advised that as GM move forward with the adoption of Places for Everyone, local authorities should take the opportunity to revisit their local plan process in respect of density.

Members raised concerns regarding the many large organisations that operate as landlords in GM and the difficulty this may bring when asserting enforcement powers. The GM Mayor advised that the owner of the building was responsible therefore the Charter would ensure the owner of the property was accredited making accountability clearer.

Members asked how GM could ensure that the elderly population, some with chronic health conditions, were suitably housed on discharge from hospital admissions, and how GM could ensure that social landlords take responsibility for housing standards. The GM Mayor advised that the Good Landlord Charter does have a strand for social landlords, so they too would be held responsible. He agreed that it does not make sense for our hospitals to be spending time and money to get someone well for them to be discharged to a home that could make their health worsen. Housing was the best investment that could be made in terms of effectiveness on other public spend. The GM Mayor and the Integrated Care Partnership Board had recently written to the Health Secretary proposing that GM become a prevention demonstrator to show what could be done to prevent entrenched ill health. He added that GM should take great encouragement from a recent report from the Kings Fund on Devolution in which they pointed to GM as a success story in developing a whole system approach to these issues.

The GM Mayor stated that it was important to start talking about strengthening the role of local authorities in housing. During the inquiry into the death of Awaab Ishak, it was noted that councillors were being excluded from the housing association board and their concerns were unanswered, that cannot be allowed to continue to occur. GM have requested as part of the English Devolution Bill, to restore the golden share where elected representatives are elected on housing association boards. The GM Mayor suggested that a greater awareness amongst social landlords of their social policies, could be enhanced by greater local authority involvement.

Members asked if there was anything that could be done to enable more people to have the option to purchase a home. The GM Mayor responded that this would be difficult at a local level, at the moment, as GM needs to focus on addressing the current housing crisis, and the primary source of capital and funding must focus on affordable and social housing, but there were national home ownership schemes available.

In relation to empty homes, Caroline Simpson stated that there has not been the capacity in the Local Authorities to bring empty homes back into use, but it was

hoped that this could begin to be tackled as part of the whole system approach of the Housing First Unit, working with local authorities to turn these homes around.

In relation to the standards in the private sector, Members would like to see a greater focus on selective licensing. The GM Mayor advised that in the Trailblazer Devolution Deal GM were given the ability to introduce selective licensing without reference to the Secretary of State but there was more work for officers to do on this.

Members asked in relation to retrofit, how confident were GM that the private sector could deliver the energy efficiency required. The GM Mayor advised that consideration was being given to the energy efficiency and understanding the risk of retrofitting without considering the wider condition of the property. This was why it was important to link retrofit funding to the Good Landlord Charter and the condition of the property.

Members asked how Local Authorities could be supported to deliver the Live Well Approach. The GM Mayor advised that GM were making an argument to Government for the employment support to be routed via the GM single settlement which would then be passed on to local authorities and the volunteer sector to provide local support for residents. This funding amounts to over £6b per year nationally, if GM take their share and route through our communities, it could have a more significant impact to the volunteer partners who provide a full range support for local people.

Members asked how GM could influence the investment choices of the GM Pension Fund into this sector. The GM Mayor advised that members of the pension fund were best placed to lobby the Pension Fund about this, he advised that policy debates were opening up within Government about local pension funds so it may be timely to have discussions about the future of the GM Pension Fund. Officers reassured members that GM have historically invested alongside the pension fund to unlock investment into the GM housing fund, so the pension fund does already work with GM to achieve its targets.

Members asked whether private landlords who receive payments or rents directly from the Government can have payments stopped if they do not keep their properties up to standard. The GM Mayor advised GM had begun to look at this, but if GM did this, it would need to be done carefully as GM would not want to see lots of landlords exit this sector. Conversations around linking universal credit to housing standards were ongoing.

RESOLVED /-

1. That the Overview and Scrutiny Committee welcome the launch of the Housing First Unit and their comments on the proposed Housing First vision for Greater Manchester be noted.
2. That the GMCA's 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 be noted.
3. That the potential for GM Housing Investment Loan Fund surpluses to significantly assist in work to deliver the Housing First vision be noted.

O&SC 38/24

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

It was requested that an update on Integrated Water Management, in particular water quality, be added to the work programme.

RESOLVED /-

1. That the proposed Overview & Scrutiny Work Programme for October-December 2024 be noted.

2. That Members use the Forward Plan of Key Decisions to identify any potential areas for further scrutiny.
3. That an Update on Integrated Water Management, in particular water quality, be added to the work programme.

O&SC 39/24

FUTURE MEETING DATES

RESOLVED /-

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

- 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

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Agenda Item 7

MINUTES OF THE MEETING OF THE BEE NETWORK COMMITTEE HELD THURSDAY, 24TH OCTOBER 2024 AT BOARDROOM, GMCA OFFICES

PRESENT:

Councillor Tom Ross (in the Chair)	GMCA
Councillor Alan Quinn	Bury
Councillor Tracey Rawlins	Manchester
Councillor Josh Charters	Oldham
Councillor Mike McCusker	Salford
Councillor Grace Baynham	Stockport
Councillor Aidan Williams	Trafford
Councillor John Vickers	Wigan

ALSO IN ATTENDANCE:

Vernon Everitt	GM Transport Commissioner
Dame Sarah Storey	GM Active Travel Commissioner

OFFICERS IN ATTENDANCE:

Chris Barnes	TfGM
Peter Boulton	TfGM
Gill Duckworth	GMCA
Nick Fairclough	TfGM
Martin Lax	TfGM
Rosalind O'Driscoll	TfGM
Stephen Rhodes	TfGM
Rachel Scott	TfGM
Adam Sedgmond	TfGM
Caroline Simpson	GMCA
Lee Teasdale	GMCA
Fran Wilkinson	TfGM

BNC/32/24 Welcome & Apologies

Apologies were received and noted from Mayor Andy Burnham, Cllr Eamonn O'Brien (Bury), Cllr Toby Hewitt (Bolton), Cllr Hamid Khurram (Bolton), Cllr Howard Sykes (Oldham), Cllr Phil Burke (Rochdale), Cllr David Meller (Stockport), Danny Vaughan (TfGM), Steve Warrener (TfGM) & Richard Nickson (TfGM).

Note: Due to the unavailability of Mayor Andy Burnham and Chair Councillor Eamonn O'Brien, legislation required that a nomination was taken from the floor for a Chair of the meeting. A nomination was received for Councillor Tom Ross (Trafford) which was subsequently seconded. Councillor Ross took the Chair for the meeting.

BNC/33/24 Declarations of Interest

There were none.

BNC/34/24 Chairs Announcements & Urgent Business

The Chair opened by advising that earlier in the year Greater Manchester had signed up to the Accessible Transport Charter. One of the asks of the Charter was the appointment of an advocate or champion to work with strategic decision-making bodies to ensure that the needs and experiences of people with disabilities were represented. It was proposed that the Bee Network Committee appoint this advocate from its membership. Committee Member Councillor Tracey Rawlins had expressed an interest in taking up this role. This was formally agreed by those present.

The Chair updated Members about recent serious collisions that had taken place on the Network involving Bee Network vehicles. Investigations would be taking place into each incident in consultation with operators, and highway authorities where relevant.

In terms of bus franchising fleet proposals Members would receive a report the day after the meeting proposing a number of bus fleet transactions in preparation for the start of Tranche 3; to improve Tranche 1 & 2 performance and resilience; and to help meet Clean Air commitments.

The Chair welcomed the news that Stockport Interchange which opened in March 2024 had won the Design, Engineering and Construction Project of the Year at the National

Transport Awards earlier in October. Congratulations were expressed to Chris Barnes (TfGM Network Director Infrastructure) and his colleagues at TfGM.

The Committee congratulated GM Active Travel Commissioner Dame Sarah Storey as this was her first meeting since winning 2 paralympic gold medals in the cycling time trial and cycling road race events in Paris. Sarah had now won 19 paralympic gold medals across swimming and cycling, which was a British record. Sarah also won gold in the time trial event at the Para-cycling Road World Championships in Zurich at the end of September.

RESOLVED/-

1. That Councillor Tracy Rawlins (Manchester) be appointed as the Bee Network Committee's Disability Advocate.
2. That the update on the recent number of serious collisions involving Bee Network vehicles be received.
3. That it be noted that the GMCA will receive a report on 25th October proposing a number of bus fleet transactions.
4. That the committee expresses its congratulations to Chris Barnes and his team at TfGM after Stockport Interchange won the Design, Engineering and Construction Project of the Year at the National Transport Awards.
5. That the committee expresses its congratulations to Dame Sarah Storey following her record-breaking success in reaching 19 paralympic gold medals.

BNC/35/24 Minutes of the Meeting of 26th September 2024

RESOLVED/-

That the minutes of the meeting of the meeting of 26 September 2024 be agreed as a true and correct record.

BNC/36/24 School Streets and Crossings

Rachel Scott (Active Travel Manager, TfGM) advised the Committee on the development and implementation of a series of School Streets and Crossings as part of a wider School Travel Programme. The GM Mayor had committed to delivering 100 school streets by 2028. Dame Sarah Storey (GM Active Travel Commissioner) was also present to explain the importance of this initiative to support more pupils to walk, wheel and cycle to school.

Dame Sarah referenced how the school streets initiative was playing a huge role within communities. Not only ensuring that children got to school more safely but also health and wellbeing with feedback from children stating their satisfaction at not being able to “taste the cars” on their commute. Teachers had also provided feedback that on the days in which the initiative was in operation, children arrived at school in a better frame of mind for learning.

Comments and Questions

- Members referenced the permanent establishment of school streets and asked if there would be some form of centrally coordinated hub so that districts could learn from each other and put best practice into place as quickly as possible. Communications advice would also be sought on how best to communicate with parents about the scheme. Officers advised that this was being taken onboard and through the pilot scheme there had been a working group with representatives from the 10 LAs and TfGM, there was a plan to expand upon this. Evaluation work was also taking place following the pilot schemes and an interim report would be ready to share imminently.
- Members stated that the scope hoped for on school streets would require additional funding as it could not permanently depend upon the goodwill of volunteers and further technological solutions such as mobile cameras would be needed. Officers advised that one to one meetings were being arranged with each borough as it was known that some LA's did have concerns about their ability to deliver, particularly in terms of resourcing. High level funding revenue expectations had been set and these would help in funding permanent positions. Work was taking place regarding the capital funding required to fund elements such as ANPR cameras.

- Members expressed concern about the retention and replacement of school crossing patrols and what could be done to address this.
- Members stated that some areas where it was difficult to encourage walking to school was due to narrow carriageways, causing a feeling of unsafety amongst children.
- Members expressed concern about the number of schools with routes to them that had no crossings nearby. There was estimated to be approximately 80 sites across GM with this issue and members would welcome the opportunity to see how these were geographically distributed. It was advised that a map was available and that this could be shared with the Committee Members.

RESOLVED/-

1. That the proposed approach to School Streets and Crossings be noted and endorsed.
2. That the map of junctions that currently do not have pedestrian crossings be shared
3. That the Committee expresses its thanks to all schools, colleges and volunteers who had taken part in School Streets trials.

BNC/37/24 Draft School Travel Strategy – Our Vision for School Travel in Manchester

Martin Lax (Transport Strategy Director, TfGM) and Nick Fairclough (Senior Policy Manager, TfGM) presented a report on the draft School Travel Strategy, a sub-strategy of the 2040 Transport Strategy setting out a vision and approach for GM would enable more young people to walk, wheel, scoot, cycle or use public transport to get to school and access further education.

The ambition was that by 2030, 70% of primary students would be walking, wheeling, scooting or cycling to school (currently 63%), 80% of secondary school students (currently 74%), and 80% of further education students (currently 66%).

A programme of engagement was taking place with local schools and communities, and the formal strategy would be brought to the Bee Network and the GMCA in spring 2025.

Comments and Questions

- It was stated that with Places of Everyone, efforts should be made to ensure areas requiring new schools are designed in such a way that would support safer walking to school. Officers advised that as part of the development of growth locations consideration was being given to appropriate transport frameworks including schools.
- Members expressed concerns around local areas becoming congested with traffic at school pick up times – particularly in areas where a lot of education establishments were in close proximity. Officers advised that as part of the strategic proposals' consideration was being given to diversion of bus services at the appropriate times of day to accommodate school demands.
- Members stated that strategic collective work should take place to address the £100m spend currently seen across GM on SEND transportation for schools. Officers had started to look at the issues around SEND transport in partnership with authorities and there was a keenness to help in this space.
- Members stated that they would welcome feasibility studies around all children being able to get public transport to school without cost.
- Members stated that reviewing school catchment areas would be a step towards children being able to walk to school.

RESOLVED/-

1. That the draft School Travel Strategy be noted ahead of consideration by the GMCA.
2. That the proposal to launch public engagement on the strategy, comprising a ten-week online consultation and meetings with stakeholders affected by or involved in school travel be noted.

BNC/38/24 Transport Infrastructure Pipeline

Chris Barnes (Network Infrastructure Director, TfGM) presented a report providing a progress update on 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.

It was advised that a review was currently being undertaken of the delivery status of the programme generally and its alignment to emerging local and national priorities. It was intended that an update on this be brought to the next meeting of the Committee.

Comments and Questions

- Members asked that TfGM officers liaise with the relevant council officers to ascertain the maintenance requirements on local highways, and how best to procure the funding required for that maintenance. Officers stated that they fully understood the current concerns around highways maintenance and would be reaching out to local authority colleagues to ensure the right balance of investment (dependent on CRSTS 2 funding allocations).
- Reference was made to some of the difficulties faced in taking forward the business case for development at New Carrington, with thanks being expressed to TfGM officers for their support around this.

RESOLVED/-

1. That the current position, recent progress and key milestones on the transport infrastructure pipeline be noted.
2. That approval be given to the drawdown of CRSTS funding and associated scheme progression as follows:
 - Bury: Radcliffe Town Centre Development Phase 1 (Spring Lane Junction Improvements): £2.89m and Full Business Case;
 - Trafford: Carrington Sustainable Corridor (Active Travel Complementary Measures): £1.021m; and
 - Hindley Travel Hub, including Park & Ride: £0.87m.

3. That approval be given to the drawdown of £4.32m Active Travel 3 funding for Salford: Oldfield Road Corridor.

BNC/39/24 Delivering the Bee Network Update

Fran Wilkinson (Customer & Growth Director, TfGM) & Vernon Everitt (GM Transport Commissioner) presented a report advising of progress made in delivering the Bee Network. Points highlighted included:

- It was reflected upon that the contents of the report reflected an extraordinary level of effort across all partners in GM and the thanks of the GM Transport Commissioner were put on record.
- Demand for transport across the region was continuously increasing. Patronage on Metrolink was above pre-pandemic levels and the bus network was on a similar trajectory. The opportunities for further growth were very significant.
- The first year of bus franchising in tranche 1 had seen close to 60 million journeys undertaken. With two new record days for ridership seen in September 2024. Punctuality was up, ridership was up, income was up, and the cost of the network per kilometre was down.
- Tranche 2 had not seen quite the same level of improvements in punctuality yet (though was still up on pre-franchising punctuality) and the team were putting in a number of measures to address this.
- Other new additions to the bus network such as the night bus pilot and the new 615 route were highlighted.
- Work around safety and the Travelsafe Partnership and plans for further improvements, particularly around women and girls were highlighted.

Comments and Questions

- Members highlighted how vital funding for further expansion of public transport infrastructure was after many years of managed decline and the current networks running at near capacity. Members hoped that the upcoming spending review would reflect this need for funding.

- Members noted the reference to buses costing a third less per kilometre than pre franchising costs. Was there a reason behind the high costs prior to franchising? It was advised that a lot of the lower costs could be attributed to the 'economies of scale' that were now available through the packaging up of franchises and the ability to give operators levels of certainty that were not previously available. The competition for franchises and widened ability to bid has also allowed for some lower costs.
- Members noted that profits from Metrolink were being used to mitigate financial pressures elsewhere on the Bee Network and sought further information on this. Officers advised of two main financial pressures. Firstly the 'scarring' effect of COVID, and the significantly reduced income over that period. Secondly the price inflation seen over the past couple of years, causing increases in the capital programme, raw materials etc.
- Members noted that car ownership figures were continuing to rise which ran contrary to the hopes that the Bee Network would result in less car usage. Officers advised that they were closely monitoring this, as the biggest determinant for whether a person was likely to use public transport was car ownership. A key factor had been that the costs associated with car ownership had reduced by around 10% over the past ten years whilst public transport had increased in price by around 20% and with services reduced. The Bee Network was a key first step in combating this, with fair prices, improved reliability and increased services.
- Members welcomed the night bus trial and hoped that it would lead to safe reliable night transport throughout the region. It was asked that when this was expanded, that the major hospitals throughout the region be included on the route plans.
- Members congratulated the planning works around major music events taking place in the region.

RESOLVED/-

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

BNC/40/24 Date of the Next Meeting

The next meeting of the Bee Network Committee would take place on Thursday 28th November 2024.

Minutes of the Meeting of the Greater Manchester Combined Authority Audit Committee, Held on Tuesday 22nd October 2024 at GMCA Offices, Tootal Buildings, Manchester M1 6EU.

Present:

Councillor Dylan Butt	Trafford Council
Councillor Colin McLaren	Oldham Council
Councillor Elliot Moss	Bury Council
Grenville Page	Independent Member (Chair)
Catherine Scivier	Independent Member
Susan Webster	Independent Member

Officers:

Steve Wilson	GMCA Treasurer
Sarah Horseman	GMCA Deputy Director, Audit and Assurance
Lindsey Keech	Head of Finance (Capital and Treasury Management), GMCA
Paul Harris	GMCA Senior Governance and Scrutiny Officer

In attendance: -

Dawn Watson	Forvis Mazars, External Auditor.
Peter Morris	Chair, Joint Audit Panel (Police and Crime)

AC24/24/25 Apologies for Absence

Apologies were received and noted from Councillors David Molyneux, Portfolio Lead Member, Councillor Andrew Simcock (Manchester City Council), Councillor Emily Mort (Bolton Council) and Jack Youd (Salford City Council).

Karen Murray, Forvis Mazars, External Auditor; Caroline Simpson, Group Chief Executive, GMCA, Andrew Lightfoot, Deputy Chief Executive, GMCA and Claire Postlethwaite, Director of Operational Finance, GMCA.

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

The Chair extended a welcome to those present. A particular welcome was extended to Peter Morris, Chair of the Joint Audit Panel, who was in attendance to present his annual report.

The Chair noted that due to unforeseen travel complications, a Member had been delayed and therefore a quorum was not currently present.

Additional housekeeping matters were noted.

Information regarding the recruitment process for the appointment of an Audit Committee Independent member explained that this process will also include the appointment process for the Joint Audit Panel (Police and Crime) Independent member.

The Treasurer explained that a report was to be presented to an upcoming meeting of the GMCA Resources Committee setting out the leadership arrangements for the new GMCA Group structure.

AC 26/24/25 Declarations of Interest

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

AC 27/24/25 Minutes of the Previous Audit Committee Meeting

The minutes of the previous meeting of the GMCA Audit Committee, held on 31st July 2024 we submitted.

Members highlighted that it would be helpful for Committee meeting dates to be confirmed at the earliest opportunity.

In response to an enquiry from a Member, it was noted that a training programme for Members was to be provided. It was suggested that the first topic would include the Integrated Settlement following the upcoming Budget announcements.

It was noted that the GMCA Internal Audit Charter will be circulated to Committee members.

Resolved/-

1. That the minutes of the previous meeting of the GMCA Audit Committee, held on 31st July 2024, be approved as a correct record, subject to noting that Gwyn Griffith as an Independent Member.
2. That the action log accompanying the minutes be noted.
3. That the approval of the minutes be ratified as per the note below.

AC 28/24/25 Draft Annual Report of Audit Committee

Report of Grenville Page, Chair of the GMCA Audit Committee introduced a draft annual report for comments by Members.

A Member highlighted the membership of the Committee should include Councillor John Merry.

Resolved/-

1. That the draft Chair's report be updated to reflect comments made by Members and that the Chair in consultation with the GMCA Treasurer, will consider any additional amendments.

2. That the report be ratified as per the note below.

AC29/24/25 Update from the Joint Audit Panel

The minutes from the Joint Audit Panel meeting on 22 July 2024 were provided which submitted.

Resolved/-

That the update of the from the Joint Audit Panel be received and noted.

NOTE: The Chair confirmed that at this point a Quorum was now present and sought Members ratification to the discussions above.

AC30/24/25 Annual Report of the Joint Audit Panel (Police and Crime)

Peter Morris, Chair of the Joint Audit Panel (Police and Crime) introduced a presentation which provided a summary of the work of the Panel during the previous 12 months.

Members noted that the Panel had considered a broad range of issues within its agreed Terms of Reference throughout the year and where appropriate had called for additional information or action to be taken. As part of its overall responsibility for providing assurance to the Deputy Mayor and the Chief Constable, GMP, on the internal control environment, the Panel has monitored the work of internal audit and the response to internal audit findings.

In welcoming the report, a Member asked what actions were being taken to understand the reputational aspect of GMP recruitment and vetting procedures. In response it was noted that GMP was putting a lot of resource into the vetting

process. Vetting has also been the subject of an Internal Audit review which concluded in August with a reasonable assurance opinion.

A Member asked if the GMP annual accounts were impacted on the audit backstop arrangements. In response, it was noted that, as GMP is part of the GMCA Group, it was noted that the backstop will apply to the consolidated group accounts.

A Member asked about how the backstop impacted on the GMP capital programme.

Members noted that the Panel Chair's report provided a high-level summary of the internal audit work that has been done. The assurance that the GMCA Audit Committee continues to receive through the minutes from Joint Audit Panel meetings minutes and provides an overview of the work of the Panel.

The role of the Panel's four Independent Members was noted. Mr Morris explained that training sessions on particular areas of focus are provided prior to each Panel meeting to help understanding of topic areas and Member development. Members also noted that the tenures of Independent Members had been aligned with the approach of the GMCA and have been reflected within the Panel's Terms of Reference. Committee Members also noted that the Independent Member recruitment process will invite applications to both the GMCA Audit Committee and the Joint Audit Panel.

In response to a comment from a Member seeking greater detail of the Joint Audit Panel's work to be included, it was suggested the report provides assurance and an understanding of the work of the Panel. It was noted that if Members feel that there are specific gaps in assurance, specific reports, could be followed up by the Committee. Members recognised that the provision Internal Audit Opinion alongside with the Panel's report would be helpful.

The role of Internal Audit and the Internal Audit Plan was highlighted which considers risks in the Force and different sources of assurance.

It was suggested that a summary of the internal audit work and the audit rating be included in future versions of the report. The Head of Internal Audit's Opinion for 2023/2024 was to be shared with the Committee.

A Member suggested that the provision of hard indicators, such as Audit action compliance would be helpful information to receive.

Resolved/-

1. That the report be received with thanks and noted.
2. That the Committee notes that future iterations of the Joint Audit Panel Chair's report will be presented with the Internal Audit Opinion report.
3. The Head of Internal Audit's Opinion for 2023/2024 was to be shared with the Committee.

AC31/24/25 Risk Management Update

The Deputy Director Audit and Assurance, GMCA introduced a report which informed 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 of the Audit Committee. Risk themes identified for development and escalated risks strategic risk register were appended to the report.

Activities associated with the Integrated Settlement were highlighted. Members noted that training opportunities in relation to the outcome of the Integrated Settlement at an appropriate time.

A Member suggested that some of the new risks referenced in the report potentially should have been included in the Risk Register at an earlier point. In response, it was noted that the GMCA Risk Manager was working with respective directorates within GMCA to work with risk owners to identify, link and escalate risks.

A Member highlighted the GMCA strategic ambition for carbon neutrality by 2038 and noted the activities associated with this ambition were spread over a number of GM services including Waste, Environment and Transport. In response, it was suggested

that the provision of the Integrated Settlement will enable for a new approach on how such risks are organised, including an opportunity to align risk activities with the outcome framework pillars of the integrated settlement.

A Member recognised the closer working relationship of the GMCA and the GM Integrated Care Board. The Member enquired if there were any risks to be articulated in respect of the collaborative relationship and asked if there were any potential barriers. In response, the collaboration risk was listed within the risk register and more information on possible mitigations were explained. It was suggested that a deep-dive on this matter would be helpful.

Following a comment from a Member regarding risks associated with potential conflicts of interests when providing investment loans, officers explained that this matters would be discussed with the respective risk owner.

A Member highlighted Artificial Intelligence (AI) as part of the Cyber risk, noting that AI also provided opportunities as well as possible challenges for the authority. It was noted that response it was noted that an AI policy was in place and that AI could be identified as a focus of a deep dive.

A Member enquired on emergency planning preparedness and resilience. In response, it was noted that these was a risk around preparedness for events. It was suggested that this would be a matter for a deep dive topic.

It was noted that the Corporate Risk Register provided a high-level summary and the importance of mitigations and appropriate actions being taken to deal with risks on the register was highlighted by a Member. An enquiry was made in respect of risk mitigations to existing risks and how an organisation's risk appetite and targets were seen as drivers for risk mitigations. In response, officers noted the approach to explore mitigations of strategic risks. The approach to tie-in risk management and Internal Audit was noted.

Resolved/-

That the Risk Management update be noted and the suggested deep-dive focus be also noted.

AC32/24/25 Risk Deep Dive Planning

Members were invited to discuss future risk deep dive topics for consideration by the committee. Members noted that the earlier discussions with the risk register had identified Emergency Preparedness, Artificial Intelligence and NHS/GMCA Collaboration.

In response to a comment from a Member regarding GMCA directorate risks, officers confirmed that directorate risks had been included to provide visibility to Members. It was noted that where these risks are escalated, Internal Audits of such risks will be undertaken and actions will be implemented.

A Member raised concerns in respect of the audit scores associated with GMFRS and also Waste Emissions Trading Scheme. It was suggested that these matters could be considered as part of a deep-dive session.

It was suggested that the Integrated Settlement and the Assurance Framework, Bus Franchising and Transport as potential areas of focus.

A Member highlighted that given the number of areas of focus raised by Members, and the current scheduling priorities, consideration of whether additional meetings of the Committee were needed in order to explore these deep-dive areas. The provisional of additional information sessions, linked to the deep-dive topics were also suggested.

Resolved/-

That the Committee supports the approach to risk deep-dive planning, noting that future consideration of Emergency Preparedness, Artificial Intelligence and

NHS/GMCA Collaboration, GMFRS, Waste Emissions Trading Scheme Integrated Settlement and the Assurance Framework, Bus Franchising and Transport.

AC33/24/25 Internal Audit Progress Report

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

It was noted that since the last meeting of the Committee, two reports in respect of Supporting Families Programme Compliance and Trainee Firefighter Attraction, Recruitment and Selection had been concluded. Both reports gave a Reasonable assurance.

The report also highlighted eight grants had been certified since the last meeting and gave an overview of those audits in draft and planned. In addition, it was noted that a piece of work in respect of the Single Assurance Framework was to be undertaken.

Members noted that a recruitment exercise was underway to appoint to two internal auditor posts. The link to the job advertisement was to be shared with Members so that the details can be share additionally via their respective networks.

A Member enquired if there was confidence that the full programme of work will be concluded by the end of the financial year. In response, it was noted that it was likely that there would be some slippage and that Internal Audit Plans were developing in to rolling plans and are constantly revisited. If there are any changes to the Internal Audit Plan then such would be brought to the Committee.

Resolved/-

1. That the progress made in implementing the agreed actions from internal audit assignments as set out in the report, be noted.
2. That it be noted that there are no changes to the Internal Audit Plan.

3. That the addition of new resources to the Internal Audit Team be welcomed.

AC34/24/25 Audit Action Tracking

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

In response to an enquiry from a Member, officers undertook confirm if the CCTV Compliance Policy referenced in the report had been updated.

In welcoming the positive performance to 90% of audit action implantation, a Member commented that this continued improvement pointed to an underlying acceptance of work of the Internal Audit team within the Authority.

In respect of asset compliance risks, it was noted that this has been a long-standing issue relating to the re-procurement of statutory gas and electric testing contracts. Officers clarified that the record retention element had been identified as a tolerated low risk.

A Member highlighted that scores above target may need to be tolerated due to external factors and that this should be recognised in the Risk Register.

Resolved/-

That the progress of the implementation of Internal Audit actions, as set out in the report, be noted.

AC35/24/25 Annual Governance Statement (Final)

Members considered a joint report of the GMCA Treasurer and the GMCA Solicitor and Monitoring Officer which provided the Committee with the 2023/24 Annual Governance Statement (AGS) for final comments in advance of publication.

Members noted that this had previously been brought to the July 2024 meeting as a draft final statement.

It was also noted that the AGS would ordinarily be published accompanying the 2024 Financial Accounts, however as the accounts were yet to be finalised the AGS will be published as a stand-alone document.

In response to an enquiry from a Member it was noted that the refocussing of the Cost of Living Response Group to focus on financial inclusion, will move from a crisis response group to a more target approach to support pockets of communities.

Resolved/-

That the Annual Governance Statement be noted and that the Committee endorses the Annual Governance Statement for publication.

AC36/24/25 Treasury Management Update - Quarter 1

The GMCA Treasurer, introduced a report which provided Members with an update on treasury management activities during the first quarter of 2024/25.

The Treasurer also provided an update in respect of inflation and interest rates. The report also explained cash holdings and investment profiles. Debt restructuring approaches in response to interest rate changes were noted.

In terms of the investment portfolio, a Member highlighted the loan arrangement by South Yorkshire Fire and Rescue Authority. In response it was noted that market interest rates in March 2024 were higher and the Authority had locked in the loan for a longer period.

Resolved/-

That the report on treasury activities during the first quarter of 2024/25 and the forecast prudential and treasury indicators, set out in Appendix 1 to the report, be noted.

AC37/24/25 External Auditor Report

Dawn Watson, Mazars, External Auditor provided a progress update on the work of the External Auditor. The report highlighted the Audit progress, Value for Money arrangements and outlined national publications.

Members noted that the External Auditor had completed audits in Property, Plant and Equipment and the non-material error in respect of Bury Fire Station. In addition, a proposal in respect of the treatment of the consolidated accounts was being worked through.

In respect of the 2023/24 Financial Statements, the GMCA Treasurer highlighted the new Government's approach to the national audit delays including the change in the national timeline to a February 2025 backstop date, noting that this change will impact on the completion of the GMCA audit and the conclusion of the 2023/2024 annual accounts

In response to an enquiry from a Member, it was noted that the complexities of the GMCA Group accounts, the audit process can only be carried out once audits of GMP and TfGM accounts had been completed. In respect of the Integrated Settlement, the processes for assurance to introduced was explained, noting that the Settlement will be treated as a grant in the accounts alongside other grants.

In terms of the disclaimer for the unaudited accounts, it was anticipated that there will be a standard wording to explain why unaudited accounts would not be published.

It was suggested that give the complexities and challenges to the auditing process for local government finances, fundamental reform of this process was required to to meet deadlines and ensure that future accounts were easily understandable by the public.

Resolved/-

That the report of the External Auditor and the process for the 2023/2024 accounts be noted.

AC38/24/25 Audit Committee Work Programme 2024-2025

Members considered the draft Committee Work Programme and noted that deep dive topics will be included as per the discussions earlier.

In addition, a status update in relation to the GMCA accounts will be brought back to the January meeting of the Committee.

A Member suggested that a rolling 18–24-month work programme be developed.

Resolved/-

That the draft work programme be updated to reflect the Committees request for a longer-term 18-24 month rolling work programme.

AC39/24/25 Dates and Times of Future Meetings

To note the future meeting dates for the Committee of Wednesday 22nd January 2025 and Wednesday 19th March 2025. Both meetings will commence at 10:00 am.

AC40/24/25 Exclusion of Press and Public

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

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

AC41/24/25 Internal Audit Progress Update

Deputy Director of Audit and Assurance, GMCA provided an early overview of a draft report relating to GMCA People Service and Leavers Process Compliance.

A verbal update on two whistleblowing matters was also provided.

Resolved/-

That the verbal updates on the GMCA People Service and Leavers Process Compliance report and whistleblowing matters be noted.

Greater Manchester Combined Authority

Date: Friday 29th November 2024

Subject: Vision Zero for Greater Manchester

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 shares the final Vision Zero Strategy and Action Plan for Greater Manchester (GM) and provides an overview of GM wide road safety initiatives, which form part of the Action Plan.

Recommendations:

GMCA is requested to:

1. Note the contents Vision Zero Strategy and Action Plan; and
2. Approve the final Vision Zero Strategy and Action Plan and approve the formal adoption of a Vision Zero ambition for GM, where no one will suffer death or life changing injuries on our roads.

Contact Officers

Danny Vaughan Chief Network Officer, TfGM danny.vaughan@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

Endorse the final Vision Zero Strategy and Action Plan and approve the formal adoption of a Vision Zero ambition for GM, where no one will suffer death or life changing injuries on our roads.

Impacts Questionnaire

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

Carbon Assessment

Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport		
Roads, Parking and Vehicle Access		
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	
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

Changes or updates to methods of reporting and recording of injury collision data (STATS19); or annual adjustments to previous years' data by the Department for Transport may require a re-baselining for the calculation of the interim Vision Zero target in future years (para. 3.3.)

Legal Considerations

Not applicable.

Financial Consequences – Revenue

A future pipeline of capital and revenue funding will be required to ensure the success of ongoing activities and improvements.

Financial Consequences – Capital

Not applicable.

Number of attachments to the report: 2

Vision Zero Action Plan (2024 – 2027)

Vision Zero Strategy

Comments/recommendations from Overview & Scrutiny Committee

Not applicable.

Background Papers

GMCA Report 'Vision Zero Draft Strategy Approval', 26 January 2024.

Bee Network Committee Report 'GM Reported Road Casualties 2023 and Road Safety Update', 28 November 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

This report will be considered by the Bee Network Committee on Thursday 28 November 2024

1. Introduction

- 1.1. This report provides an update on the status and content of the multi-agency Vision Zero Strategy and Action Plan for final GMCA approval.
- 1.2. In 2023 alone, 45 people lost their lives and 754 were seriously injured on the roads of Greater Manchester, devastating families and communities. There is no other method of transport where this amount of death or injury would be tolerated, and it is time we acted to eliminate harm on our roads. The people of Greater Manchester deserve better.
- 1.3. Vision Zero represents Greater Manchester's ambition for zero fatalities and life changing injuries (FLCI) on our roads by 2040, whilst increasing safe, healthy and equitable mobility for all.
- 1.4. Achieving Vision Zero is important not only in saving lives; having safer roads has multiple co-benefits:
 - Safe and attractive streets will encourage more people to walk, cycle or wheel on our roads, improving health outcomes, air quality and reducing carbon emissions.
 - Fewer collisions mean less congestion; from the initial road traffic collision to repairing the damage to the road, boosting the economy and helping to keep our Bee Network running on time.
 - Reducing collisions will reduce costs - in 2022, road casualties in GM cost almost £500 million in medical, emergency services, damage to property, insurance costs and lost output; not even taking into account the human cost of losing a loved one.

2. Background

- 2.1. The Vision Zero Strategy and Action Plan have been developed by the Safer Roads Greater Manchester (SRGM) Partnership. SRGM brings together organisations across Greater Manchester, including the 10 local authorities, Transport for Greater Manchester (TfGM), GMCA, Greater Manchester Fire and Rescue Service (GMFRS) and Greater Manchester Police (GMP), NHS and National Highways to improve road safety. The Vision Zero Action Plan sets out the actions that the

SRGM will oversee, working in collaboration with partners to deliver during the next three years.

- 2.2. The draft Strategy was formally agreed in January 2024. A first phase of public engagement on this document took place in early 2024, with findings used to further strengthen the Strategy and inform the development of an Action Plan. A second phase of public engagement was held between May and June 2024 with the publication of a draft Action Plan; subsequent changes have been made to the Action Plan based on that engagement and feedback from partners. To ensure feedback was representative of the Greater Manchester population, focus groups were held with younger and older people, groups representing ethnic minorities and groups with a wide range of disabilities. Engagement showed that 1 in every 2 people had been directly affected by road traffic collisions in the last 10 years in Greater Manchester, the public were concerned about highway maintenance and viewed 20mph speed limits as a positive measure, particularly when used near schools.
- 2.3. Governance to approve final versions of the Strategy and Action Plan has been progressed over the last few months.
- 2.4. Greater Manchester Police started using a new injury-based reporting system for road traffic collisions 'CRaSH' in February 2021, making 2022 our first full year for analysis purposes. For Vision Zero in Greater Manchester, we will now be able to report on a more detailed level of life-changing injury breakdown (Fatal and Life-Changing Injuries FLCIs) as well as continuing to report on Killed and Seriously Injured (KSIs) statistics so that we can make historical comparisons and comparisons with other force areas. What this means is we can now separate out 'slight and slightly serious injuries' from 'life changing injuries' to make sure we are data led and target our work to really make a difference in the areas that need it the most.

3. Strategy

- 3.1. The Vision Zero Strategy sets out the case for the ambition of zero fatalities and life changing injuries (FLCI) on our roads by 2040. It details the impact of road casualties and highlights some of the benefits of achieving Vision Zero, which reach beyond safety benefits and will enhance the lives of all residents and visitors to Greater Manchester including help improve Bee Network efficiency.

- 3.2. The Strategy provides information on the number of killed or seriously injured (KSI) casualties in recent years. It also sets out how Vision Zero will be measured with information on Safety Performance Indicators.
- 3.3. In addition to the Vision Zero ambition of zero FLCIs on Greater Manchester roads by 2040, the Strategy also sets an interim target of a 50% reduction in road traffic deaths and life changing injuries by 2030. This is based on a 2022 baseline, where there were 64 fatalities and 787 serious injuries of which 324 were life changing injuries (388 FLCI in total). The Strategy provides a definition of life changing injuries.

4. Action Plan

- 4.1. The Vision Zero Action Plan sets out the actions that the SRGM will undertake over the next three years. The Vision Zero Strategy is not a funded delivery plan and the actions within the plan require funding to deliver in full.
- 4.2. Underpinning Vision Zero is the Safe System approach, whereby people, vehicles and the road infrastructure interact in a way that secures a high level of safety. There are five Safe System components; Safe Streets, Safe Road Users, Safe Speeds, Safe Vehicles and Post-Crash Response. Together these components reduce the risk and severity of a collision and reduce the likelihood of death or life changing injuries if a collision does occur.
- 4.3. In January 2024 we asked key stakeholders and the wider public to share their views on our draft version of the Strategy, and in May 2024 on the Action Plan. This engagement process has helped inform our future approach towards achieving Vision Zero. The Action Plan has been compiled with input from partners and take a holistic approach to delivering different areas of activity. It is anticipated that further actions will be developed by partners as organisational maturity and response to Vision Zero develops.

5. Next steps

- 5.1. Final approval for the Vision Zero Strategy and Action Plan is asked to be granted by GMCA today.
- 5.2. There will be an Innovation Fund worth £1 million pounds that partners can bid for launched on 29 November as the Strategy and Action Plan are launched.

- 5.3. The Safe System activities identified in this action plan will be delivered through five Safe System sub-groups (Safe Speeds, Safe Roads, Safe Road Users, Safe Vehicles and Post-Crash Response). Each sub-group has a designated lead partner who will be responsible for coordinating interventions to ensure that our collective actions strengthen the road system. It is imperative that the true scale of this issue is communicated clearly to the public and we recognise our role in this.

Safe System Sub-Group	Lead Partner
Safe Streets	Transport for Greater Manchester
Safe Speeds	Greater Manchester Police
Safe Road Users	Greater Manchester Fire & Rescue Service
Safe Vehicles	Transport for Greater Manchester & Greater Manchester Police
Post-Crash Response	NHS Care Trust / Greater Manchester Police

- 5.4. The SRGM Partnership and the Vision Zero Working Group will provide input into future revisions of the GM 2040 Transport Strategy and also future GM Transport Delivery Plans, ensuring that Vision Zero is embedded into GM's core transport strategy, policy and delivery framework.
- 5.5. Work will progress in line with the actions and will be monitored through action updates and Safety Performance Indicators.
- 5.6. The Action Plan will be reviewed every three years.



**DOING THINGS DIFFERENTLY
IN GREATER MANCHESTER**

Working towards zero road deaths

Vision Zero Action Plan 2024 - 2027

Greater Manchester



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Foreword

I'm supporting the Vision Zero aspiration for Greater Manchester (GM) because every death or serious injury on our roads is one too many.

Not only are these collisions devastating people's lives - but they are leaving a long-lasting impact on the wider community and preventing other people from feeling safe when they are out and about on their own journeys.

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

Reducing road danger is also absolutely critical to making it safe to walk wheel or cycle and it's one of the key priorities of my Active Travel Mission for Greater Manchester.

I am confident the work that now follows, as outlined in this Vision Zero Action Plan, will lead us to a time where every journey in GM feels safe, whether that be on public transport, in a car, on foot, using a wheelchair or mobility aid, or on a bike.

However, I'm also under no illusions given the scale of this annual toll on our roads, that there is a great deal to do to get there; and we'll need to work together locally, and with change at a national level, to get to a place in the future where no-one is killed or seriously injured.

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

With this action plan, there is an opportunity for me to help lead our collective efforts and ensure the responsibility of delivering on this vision is at the forefront of work being done across partners, and where we need it nationally.

Travel shouldn't require bravery; Greater Manchester should be a place where people feel safe and are safe.



Dame Sarah Storey
Active Travel Commissioner

Introduction

Greater Manchester has a shared ambition for Vision Zero – ending all road deaths and life changing injuries by 2040.

In 2022, 64 people lost their lives on our roads and a further 787 people were seriously injured. We believe Zero is the only acceptable number of lives lost on our roads.

Reducing death and life changing injuries will be challenging and progress towards this vision will need to be monitored. We have therefore set an interim target for 2030 to reduce road traffic deaths and life changing injuries by 50%, based on 2022 figures.

Embracing Vision Zero is not just a commitment to road safety; it is an investment in the well-being, economic prosperity, and inclusivity of Greater Manchester. By prioritising people’s lives and creating a road network that prevents fatalities and life changing injuries, Vision Zero can pave the way for a safer and more sustainable future for all.

This Action Plan sits alongside our Vision Zero Strategy. It explains in more detail why we are pursuing the ambition of Vision Zero and how we are adopting the Safe System approach to achieve this. In 2024 we asked key stakeholders and the wider public to share their views on our draft copies of the Strategy and Action Plan. This engagement process has helped inform our future approach towards achieving Vision Zero.

This Vision Zero Action Plan sets out the actions that Greater Manchester will undertake in the next three years (Dec 2024 – Nov 2027) when it will be updated in order to plan ahead for 2030. These actions build on the existing GM Road Danger Reduction Plans, which were already informed by the Safe System approach and incorporate the feedback we received through our engagement process.

The actions in this plan have been compiled in collaboration with the partners of the Safer Roads Greater Manchester Partnership. The actions contained in this plan are not an exhaustive list of the activity that will be carried out.



64 people lost their lives on Greater Manchester’s roads in 2022.

The Safe System Approach

To make our roads safer we are adopting the Safe System approach, which is internationally recognised as best practice across the road safety industry. A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety.

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

At the heart of the Safe System are six principles, these are the values that guide how road safety is approached by all of those involved. Based on these principles, five Safe System components are identified. These are: Safe Streets, Safe Road Users, Safe Speeds, Safe Vehicles and Post-Crash Response. Together they reduce the risk and severity of a collision and reduce the likelihood of fatal and life changing injuries if a collision does occur.

The Safe System sits alongside Streets for All, which is our established approach to everything we do on streets in Greater Manchester. In line with the holistic approach of the Safe System, Streets for All¹ considers planning, design and network management, with an emphasis on improving the street environment for everyone.

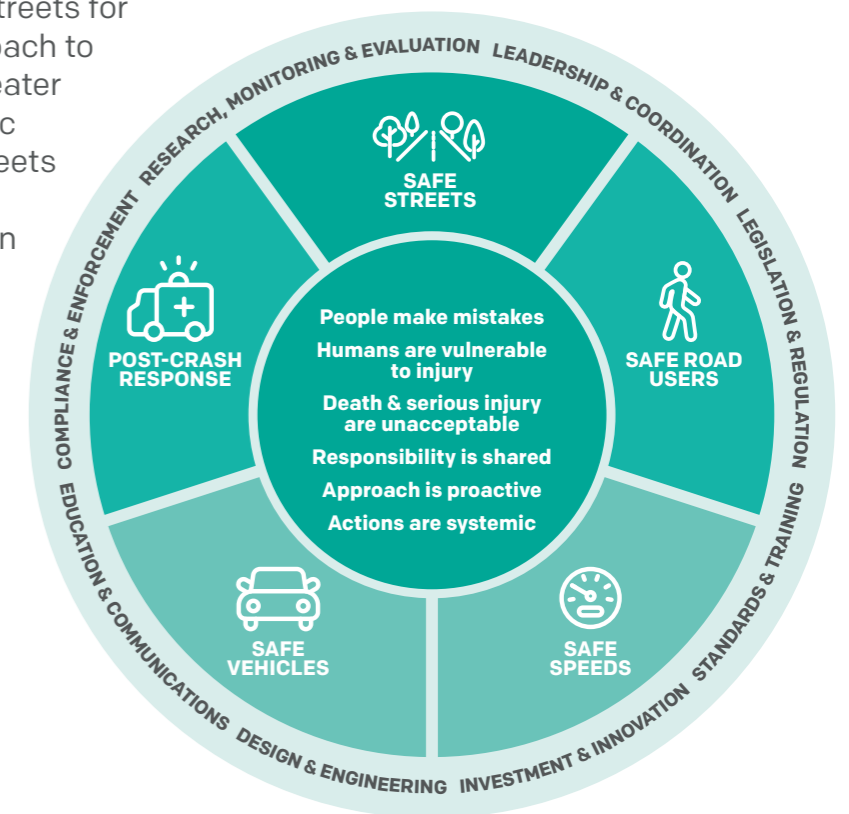


Figure 1: Safe System Approach - Agilysis (2023) building on models from Australia, Canada, New Zealand, and Loughborough University

¹ Streets for All, Transport for Greater Manchester



Safe Streets

Our streets and roads need to be designed to both reduce the risk of collisions occurring and minimise their severity when mistakes do occur. By proactively managing our streets and roads we will identify and address issues that increase road danger and design our roads and roadsides in a manner that protects vulnerable road users.

We will do this by:

1.1 Maintaining our roads

We are committed to ensuring our roads and streets are well maintained and are fit for purpose. We will deliver ongoing and increased targeted maintenance of our streets, including cycle lanes and footways. The Vision Zero public engagement survey revealed that 'improving road maintenance' is the area of highest importance to people who live, work and travel in Greater Manchester.

The surface and conditions of the road can affect all users and can be a contributor to collisions. Over the course of a road's life, the surface will deteriorate resulting in lower skid resistance. Through monitoring the road surface's skid resistance, we will work with local authorities to ensure that the network is maintained to an appropriate standard. Our roads are monitored through a combination of SCRIM road surveys² and SCANNER carriageway assessments³. Over the next three years we will layer SCRIM and

SCANNER road survey results with collision data to prioritise where there is the greatest need for road maintenance including (but not limited to) preventative maintenance and full resurfacing.

“More maintenance is needed, potholes are distracting, with drivers trying to spot and swerve to avoid. It’s dangerous to vulnerable users like cyclists as vehicles are swerving too close.”

Vision Zero Public Engagement Phase 2 Responder

1.2 Addressing known locations with a high collision risk

We will actively pursue funding and prioritise improvements at locations where we are already aware of a high-risk of collisions, based on incidents recorded to date. Collision data will help inform priorities when used in conjunction with other information, such as SCRIM and SCANNER surveys or iRAP ratings. However, where we are already aware of an issue we will seek to address this location at the earliest opportunity, without waiting for additional surveys.

1.3 Identifying and making improvements to high-risk routes

Greater Manchester will work with the International Road Assessment Programme⁴ (iRAP) to identify and prioritise interventions for those routes on the Key Route Network that pose the highest risk. iRAP involves inspecting high-risk roads and developing star ratings. Using iRAP ratings we will produce risk maps and create safer roads investment plans focused on the highest risk routes. The iRAP survey will cover 900km of the Key Route Network in Greater Manchester and will be completed by the end of 2027. We will look to develop a package of potential improvements, including measures to improve road safety and resilience with National Highways.

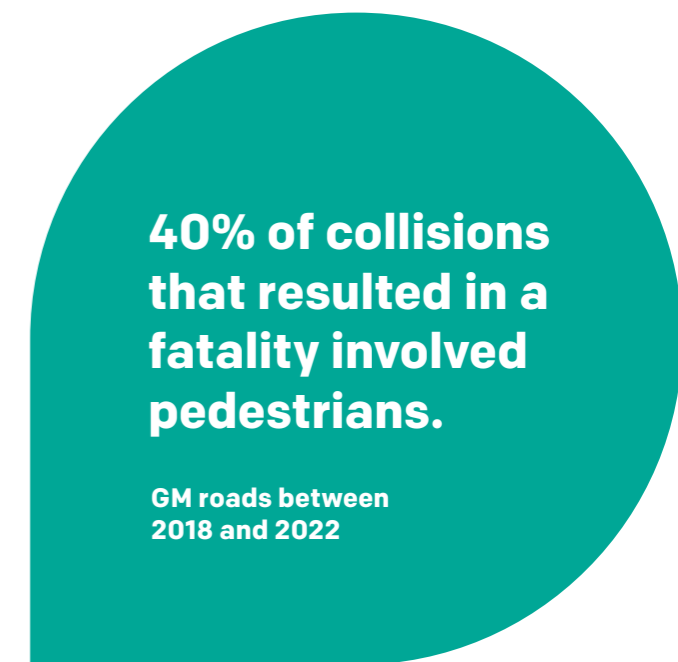
1.4 Delivering safer roadside infrastructure

One of the ways we can help reduce the risk of collisions is by ensuring that the design of our roads and streets encourages slower vehicle speeds. Roadside infrastructure needs to be forgiving to account for peoples' vulnerabilities to collision forces when inevitably mistakes happen. This means proactively managing spaces shared by different modes to protect vulnerable road users, targeting prioritised routes and undertaking network-wide improvement programmes.

In Greater Manchester we have adopted the Streets for All⁵ approach, which provides a framework for everything we do with our streets. Streets for All places a strong emphasis on reducing traffic and road danger and on improving the environment for pedestrians, cyclists and public

transport users. All schemes in our future infrastructure pipeline must go through the Road Safety Audit procedure, undertake a Safe System Impact Assessment and meet the design standards set out in our Streets for All Design Guide to receive approval. Similarly we will consider appropriate use of roadside infrastructure for roads where speeds may be higher for example passively safe columns.

In addition, a review of the existing Road Safety Audit procedure will be completed by April 2025 and this will enable the process to become further embedded into practice.



1.5 Investing in and improving the active travel network

Following a comprehensive review of the proposed active travel network by TfGM, with support from each local authority, an updated network plan has been developed, which will inform future interventions⁶.

² Sideway-force Coefficient Routine Investigation Machine (SCRIM) road surveys measure the wet skidding resistance of a road surface.

³ Surface Condition Assessment for the National Network of Roads (SCANNER) is a method of measuring road surface condition using road survey machines.

⁴ iRAP - International Road Assessment Programme

⁵ Streets for All, Transport for Greater Manchester

⁶ Bee Network Committee - Complete Pack Agenda Supplement for Bee Network Committee

The active travel network comprises two main elements:

- ‘Quiet roads’ consisting of existing lightly trafficked streets and traffic free routes. These will be connected together with new crossing points, where busy roads or other sources of severance need to be crossed and passing through (as they develop) potential ‘active neighbourhoods’.
- ‘Busy roads’ along major transport corridors, which analysis indicates has the highest potential demand for active travel trips, and where protected provision is required for cyclists and controlled crossings for pedestrians, to make them safe and attractive for cycling, walking and wheeling.

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As of August 2024, 117km of Bee Network standard active travel infrastructure has been completed, with an additional 58km of schemes currently in development. The proposed Bee Active Network will eventually be a total length of 2,734km, of which 1,170km is on busy roads, 932km on quiet roads and 631km off road.

1.6 Installing more pedestrian crossing facilities

In January 2023, Transport for Greater Manchester (TfGM) identified a baseline of 189 traffic signal junctions that had no signalised pedestrian facilities. Since then, 15 of these junctions have been upgraded with new facilities. Twelve junctions are at locations with no pedestrian routes or at motorway junctions. Therefore, there are 162 junctions which still require treatment. This represents approximately £50m of future investment, which is still to be identified. In addition to this, there are 282 junctions which have sub-standard signal pedestrian

facilities, which are estimated to cost over a further £80m to upgrade.

The Bee Network Crossings Programme supports the rapid delivery of sections of ‘quietway’ network, where the main issues to be overcome are severance imposed by major roads. The programme seeks to provide appropriate crossing facilities for pedestrians and cyclists, informed by the Crossing Selection Tool published in the Greater Manchester Interim Active Travel Design Guide⁷ and subsequently adapted by Active Travel England. Through the Bee Network Crossings programme, 33 crossings have been completed to date, with a further 4 programmed to be delivered by April 2025.

New crossing places will be installed at ‘points of severance’ on quieter neighbourhood roads where they meet or cross more major roads. Zebra crossings, parallel and other priority crossings for example and ‘side road zebras’ subject to approval from the government along with some traffic signal-controlled facilities.

62% of all fatal pedestrian collisions occurred where there was no physical crossing within 50 metres.

GM roads between 2018 and 2022

1.7 Tackling illegal and inconsiderate parking

Conversations with the public have highlighted that illegal and inconsiderate parking on pavements and in cycle lanes is a barrier to those wanting to use active travel methods as it forces our most vulnerable road users into the road. This is dangerous

for all vulnerable road users and may not even be possible for those in a wheelchair or with a pushchair or pram, limiting their ability to travel independently and safely.

Local Highway Authorities can currently prohibit footway and verge parking by way of Traffic Regulation Orders (TRO’s) which allow for a more directed resolution rather than a blanket approach. Local Authorities will consider introducing parking restrictions at those locations where vehicles routinely obstruct the footway and can take enforcement action against those who park in mandatory cycle lanes across GM. Where there are no waiting restrictions, and the car is causing an obstruction, enforcement can only be done by Greater Manchester Police. We will aim to develop a more cohesive response to parking issues.

We will advocate for Local Highway Authorities to be given powers to prohibit pavement parking to reduce indiscriminate and inconsiderate parking, prioritising particularly high-risk locations such as outside schools. As well as this advocacy, we will undertake the supporting measures that are needed, for example the rollout of appropriate road markings, signage, and associated community engagement such as public awareness campaigns which are important to educate the public about the hazards of pavement parking and encourage responsible parking behaviour.

1.8 Enabling safe and sustainable school travel

TfGM on behalf of the Greater Manchester Combined Authority (GMCA) and the ten local authorities, is producing a School Travel Strategy which will set out GM’s approach towards encouraging more young people to travel sustainably to school. Engaging with schools and other key stakeholders will be core to the development of the strategy. We therefore plan to consult on the draft strategy in late 2024. This Vision Zero Action Plan will be updated to include any relevant actions included in the school travel strategy once it has been formally adopted.

To support the School Travel Strategy we will develop a School Travel Programme, which will be a combination of actions that are suitable to the local area that reduce the risk of conflict between vehicles and people, especially children. It will include creating up to 100 School Streets, improving pedestrian crossings - including 30 junctions, which have been identified to have a lack of safe crossing facilities, and other measures. These will encourage trips to school by walking, wheeling, cycling and public transport (where applicable), in preference to private motor vehicles.

“Bikeability and more support for active travel to and from primary schools must be encouraged.”

Vision Zero Public Engagement Phase 2 Responder

Public engagement on Vision Zero highlighted key concerns with pavement parking. Whilst respondents understood that prohibiting pavement parking could complicate passage for emergency vehicles, there were clear calls for enforcement and a compromise that considers all parties’ needs.

⁷ Greater Manchester Interim Active Travel Design Guide



Safe Road Users

Road users are multi-modal transport users and the level of responsibility changes with the mode they are using. Road users need to be educated and regulated in their use of the roads, according to their chosen mode of transport and level of risk that mode could inflict on themselves and other users of the roads. As some vehicle types have the potential to create more harm than others, there is an increased responsibility level for users of those modes.

All users of the road should be aware of their duty to look after not just their own safety, but also that of other road users. It is the duty of all road users to minimise the risk they pose, with those who act in an inappropriate and unlawful way being detected and dealt with accordingly.

Between 2018 and 2022, car occupants and pedestrians made up the largest proportion of those killed or seriously injured on GM roads (35% & 31% respectively).

We will do this by:

2.1 Delivering campaigns targeting anti-social road user behaviour

We will produce and support multi-agency behavioural change education campaigns around the fatal 4 (distractions, impairment through alcohol and drugs, speeding and seat belts), darker nights and keeping our most vulnerable road users safe. Vulnerable road users refers to anyone who is not protected inside a vehicle, including pedestrians, cyclists and motorcyclists. We will target the campaigns at those who are most likely to cause the collision, based on casualty and offender data, and the areas in Greater Manchester where the behaviour is more prevalent. We will time our campaigns to complement Greater Manchester Police (GMP) enforcement activity or other road safety initiatives taking place nationally, taking into account behaviour change techniques and make the best use of advancing technologies to improve the effectiveness of our campaigns.

2.2 Providing targeted education campaigns for drivers

Fatal Four campaigns

In line with national policing operations, we will aim to educate road users on some of the biggest causes of injury collisions (distractions, impairment through alcohol and drugs, speeding and seat belts).

Looking and Seeing Campaigns

We will campaign to encourage drivers to look for those on 2 wheels, particularly motorcyclists and cyclists, properly at junctions and when turning right. We will use this campaign and its outcomes to help inform future campaigns of this nature to be re-run at times of the year when motorcyclist and cyclist collisions peak.

Young Driver and Passenger Education

Greater Manchester has been delivering Safe Drive Stay Alive (SDSA), an award winning, performance-based road safety intervention, since 2014. It is delivered multi-agency and aims to positively influence the attitudes and behaviours of learner and novice young drivers and their passengers, in order to reduce the risk of involvement in road traffic collisions and being killed or injured on our roads. SDSA aims to equip our young people with the knowledge, determination, skills and confidence to challenge unsafe behaviour, and to keep themselves and others safe when out on the roads.

In 2022 the SRGM Partnership joined the Merseyside and Cheshire Road Safety Partnerships in the Engage programme. Engage is a scheme which aims to equip young learner drivers with the skills and knowledge to be smarter drivers from the day they pass their test: it provides instructors with additional training and resources.

We will continue to review our education offer, taking into account behavioural change techniques and make use of emerging technologies such as the virtual reality headsets for immersive road safety education.

2.3 Providing targeted education campaigns for motorcyclists

BikeSafe is a police run national motorcycle initiative, aimed at working with motorcycle riders to raise awareness of the importance and value of progressing to accredited post-test training. BikeSafe workshops involve an observed ride and aim to cover: attitude, observation, cornering, overtaking, filtering, junctions, group riding, hazard awareness and the system of motorcycle control.

Biker Down uses the expertise of the emergency services and road safety officers to prepare motorcyclists should the worst happen on the roads. The free course is aimed at motorcyclists of all ages and experience, and offers the chance to learn practical skills to help avoid being involved in a crash. It provides essential first-aid training and advice on what to do should they find themselves first on the scene of a crash where someone is injured.

The 2Wheels Greater Manchester team works in close partnership with local authorities and businesses to provide motorcyclists with useful safety information and advice. This includes a regular blog, written by enthusiasts, covering a wide range of relevant topics for riders.

Motorcyclists made up 1% of the traffic on GM roads but accounted for 15% of those killed or seriously injured between 2018 and 2022.

2.4 Teaching young people essential travel skills

Knowing how to safely cross the road and navigate around your local area are the first stepping stones to being able to travel independently later in life. To ensure that young people have these valuable life skills, we help local authorities run Road Safety Champions, which provides learning tools to engage pupils in a peer-to-peer road safety learning environment. We will continue to support the Bee Network Youth Travel Ambassadors⁸.

In addition, schools can utilise the government's national cycle training programme, Bikeability. This programme provides children with the practical skills, awareness and confidence to cycle on day's roads.

2.5 Supporting logistics safety accreditation schemes

The GM family will continue to support logistics safety accreditation schemes, such as the Construction Logistics and Community Safety (CLOCS)⁹ Standard and the Fleet Operator Recognition Standard (FORS)¹⁰: we will embed these into our procurement and planning practices.

The CLOCS Standard is a national industry standard that defines the primary requirements placed upon the key stakeholders in a construction project, and places responsibilities and duties on each group. The aim is to enable the safest construction vehicle journeys, reduce risk to vulnerable road users, improve air quality and congestion and drive operational efficiencies.

FORS is a voluntary accreditation programme designed to improve standards in the road transport industry. The programme provides a framework and sets benchmarks to help operators enhance their performance in the areas of safety, environmental impact and operational efficiency.

2.6 Promoting high driver standards for GM Organisations

Driver standards will be benchmarked across SRGM Partnership organisations in 2025, with a view to creating and implementing a consistent minimum standard for all partnership organisation drivers. This could include practical input from DriveSafe where appropriate. TfGM is also rolling out Driver Standard Monitoring equipment across the Bee Network fleet. All Bee Network bus drivers are provided with training through a structured continual professional development programme to ensure they maintain their Driver Certificate of Professional Competence (CPC). All drivers will receive training in areas such as customer service, disability awareness and safe driving. In addition, the Bee Network franchise agreement requires all operator staff and agents to receive training in diversity and inclusion, values and ethics and staff welfare and wellbeing.

2.7 Tackling poor driver behaviour

At present, six GM local authorities have powers to enforce moving traffic offences with the remaining four committing to address the opportunity. This would give them powers to address offences such as illegal U-turns, banned left or right turns and going the wrong way in a one-way street. We will work to ensure these powers are being used effectively.

Where there are known issues with poor driver behaviour such as at junctions, one way streets, or cycle lanes, Artificial Intelligence (AI) cameras can be installed and appropriate algorithms can be developed by supplier(s). Registered keepers of persistent offending vehicles contravening the Highway Code or breaking the speed limit are contacted by letter, explaining the potential risks and consequences of their dangerous behaviour. They could also receive a visit from the police and face prosecution. Across Greater Manchester we will further invest in cameras to detect moving traffic offences in order to reduce this type of driver behaviour.

A trial using state of the art technology to detect driver mobile phone and seat belt offences was carried out in September 2024. This trial has provided baseline data so we can understand the scale of the issue and measure tangible outcomes as we tackle these offences going forward.

2.8 Undertaking hotspot policing operations

We are developing analysis techniques to help identify and target the geographical areas and behaviours generating the most cause for concern. These will now be used with Greater Manchester Police to target hotspot policing operations aimed at tackling a range of road traffic offences. These will include vehicle nuisance, dangerous and inconsiderate driving, drink and drug driving, driving with no tax or insurance, unroadworthy vehicles, failure to stop etc. Results of these operations will be shared between partners and with the public where appropriate.

Sales of e-bikes and e-scooters have grown rapidly in recent years, along with associated complaints of anti-social behaviour. In 2023 GMP reported 75 injury collisions involving e-bikes and 79 involving e-scooters. This compared to 5 and 38 respectively in 2021.

2.9 Supporting third party reporting

With the increased use of journey cameras, evidence of dangerous and anti-social driving/riding is being captured every day on our roads. GMP actively use these submissions to prosecute drivers for a wide range of offences. Communications to encourage further third party reporting will take place.

Third party reporting via Operation Snap¹¹ is a valuable tool as it is extra detection of driving/riding offences. The more of it that is successfully used for prosecution, the more drivers/riders will start to change their poor driving behaviours, as they have the potential to be caught on camera at any time. The data from third party recorded offences will also be used to help target those areas of most incidents and to see if any additional safety features may be needed in the area.

Operation Snap encourages the public to get more involved in making roads safer by submitting footage of potential traffic offences to the police. In 2023, 59% of all reports submitted resulted in either the issue of a warning letter or a fixed penalty notice.

⁸ Support for schools | TfGM Bee Active

⁹ CLOCS - Construction Logistics and Community Safety

¹⁰ FORS Homepage - FORS - Fleet Operator Recognition Scheme

¹¹ Report a road traffic incident | Greater Manchester Police (gmp.police.uk)



Safe Speeds

Managing speed is one of the most important activities we can do for our road network. Effective speed management helps to increase safety - the forces involved in a collision increase with speed, both for vehicle occupants and those less protected as vulnerable road users - and increase people’s perceptions of our roads and streets being safe.

A central principle of road danger reduction is the acknowledgment that all road users have a responsibility to respect other road users. Respondents to the Vision Zero public engagement survey commented on the road user behaviour of others around them, with particular concern over those who are impatient, choose to speed and choose to drive dangerously.

The car driver was exceeding the speed limit in 22% of all fatal road traffic collisions.

GM roads between 2018 and 2022

The driver/rider was exceeding the speed limit in 28% of all motorcycle fatal casualties.

GM roads between 2018 and 2022

Safer speeds on our roads can be achieved by setting the appropriate speed limit for the type of road and ensuring that drivers obey this limit.

We will do this by:

3.1 Setting safe speed limits according to road function

Speeds that are within Safe System limits are those which are appropriate for the type of road and users present, as set out in the Streets for All Design Guide. Lower speeds are appropriate where vulnerable road users share the roads with motorised forms of transport, whereas higher speeds are suitable only in contexts where there is sufficient protection for vulnerable road users, such as appropriate segregation. We are committed to reviewing speed limits in residential areas and implementing lower speeds where necessary.

Collisions at higher speeds result in increased risk of serious injury or death, particularly for people walking, cycling, motorcycling or horse riding as they are not protected by a vehicle structure. In Wales the default speed limit on restricted roads changed from 30mph to 20mph in September 2023. Provisional data shows that in the first quarter of 2024 (January to March), the number of collisions on 20mph or 30mph roads was 25% lower than in the same quarter of 2023 and the number of

casualties on these roads was 26% lower than the same quarter in 2023¹².

All districts of GM will look at ways in which they can reduce the speed of traffic on those roads with the highest numbers of interactions between motorised vehicles, people walking and wheeling and those cycling. One way that this could be done is by reducing the speed limit of the road to 20mph from 30mph where appropriate and by introducing traffic calming measures, which will naturally slow down traffic by the design of the road.

Responders to Phase 2 of the Vision Zero Public Engagement survey generally viewed 20mph speed limits as a positive measure, particularly when used near schools. However, there were calls for better, more visible enforcement of this speed limit.

3.2 Creating a Greater Manchester Speed Management Policy

We will develop a comprehensive speed management policy that is consistent and clear across GM by the end of 2025. There is a toolkit available to help communities with reducing speeds, which will help with acceptance and compliance. A comprehensive speed management policy, including a review of safety camera criteria, is therefore one which effectively integrates action across the Safe System so that deterrence is generated through multiple channels.

“There are many main roads across GM which encourage high speed through their unnecessarily wide design. Road space should be reallocated to walking, cycling and public transport in line with Streets for All to change the perception of these roads.”

Vision Zero Public Engagement Phase 2 Responder

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

These include:

- Building a coherent and consistent approach to speed management across GM, assessing speeding complaints and prioritising speed measures according to Safe System principles.
- Using data and evidence to monitor speeds across the road network, identifying problem locations and road types/functions where speed limit changes would be appropriate.
- Reviewing speed limits according to road function, setting limits to reflect the road user mix, risk and purpose of the road, in line with the Streets for All approach.
- Using a variety of tools to consistently respond to speeding issues, including vehicle activated signs, Community Speed Watch, enforcement and engineering solutions, depending on the levels of non-compliance and risk.

- Communicating with the public to explain speed limit changes, enforcement policies and the expectations of road users for safe speeds.
- Exploring the potential for the use of Intelligent Speed Assistance (ISA) in public owned vehicles.
- Supporting collision investigation efforts to increase understanding of the impact of speeding on collision severity, collision scenarios and amongst specific road users.

3.3 Upgrading safety cameras

It is imperative we ensure inappropriate and unsafe speeds across Greater Manchester are tackled effectively. This will include enforcement by police officers as well as through camera enforcement such as mobile vans, spot speed and average speed cameras. If eligible, offenders will be offered education as an alternative to prosecution where appropriate. Enforcement is often used as a last resort, where education and engineering measures have already been implemented but camera enforcement will be considered where necessary.

The GM Safety Camera Project is supported by funding from the Mayor's (Active Travel) Challenge Fund and Safer Roads Greater Manchester Partnership (SRGM). This project will replace 144 existing safety camera locations with the latest enforcement technology, with enhancements such as bi-directional vision and 24/7 enforcement capability. As of October 2024, 88 (of 91) locations have been replaced with

non-invasive ANPR based spot speed safety cameras. The remaining 53 existing locations are in the process of being replaced with 25 average speed safety camera systems along the same roads; these will be used to enforce safe speeds along a full route by the end of 2026.

3.4 Targeting speed enforcement action at high-risk locations

GMP will commit to undertaking speed enforcement action at high-risk locations. A multitude of data sources will be utilised to include locations with a high number of interactions between motorised vehicles and vulnerable road users, known locations of speeding offences and areas where collisions have occurred as a result of speeding drivers.

3.5 Investing in Community Speed Watch Schemes

Local residents have the opportunity through the Community Speed Watch¹³ (CSW) scheme to work with GMP to monitor and report the speeds of passing vehicles in areas of known concern. Registered keepers of vehicles found exceeding the speed limit will be contacted by letter explaining the potential risks and consequences of their dangerous behaviour. Repeat or extreme offenders will be dealt with appropriately. Working with local communities, we want to enable more volunteers to participate and work with GMP to make their local roads safer. We will encourage the recruitment of more CSW volunteers to further widen the reach of this initiative.



Safe Vehicles

Vehicles can offer a high level of safety to both occupants and other road users. By helping vehicle owners and operators to choose the safest vehicles, and by taking enforcement action against those using dangerous vehicles, we can help increase the number of safe vehicles on our roads.

We will do this by:

4.1 Helping vehicle owners and operators choose the safest vehicle

Advancements in vehicle technology provide opportunities to improve the safety of the vehicles on our roads. Fundamental safety systems, such as seat belts, are increasingly being supported by more advanced active safety measures such as autonomous emergency braking and electronic stability control. We will support vehicle owners (commercial and privately owned) with purchase decisions based on safety features and maintenance to ensure safety levels are high. Key information on emerging technologies, safety features (such as EuroNCAP¹⁴) and behaviours will be embedded in our communications with the public.

4.2 Procuring safer vehicles for GM Organisations

Using the purchasing power of GM partners we will work together to explore a common set of safety standards that all

newly procured partner vehicles in Greater Manchester should adhere to. Transport for Greater Manchester is procuring new Bee Network buses and ensuring that they have bus safety standards that aspire to be equivalent to those used by Transport for London. From January 2025 all new Bee Network buses will have increased safety features, such as Intelligent Speed Assistance and camera monitor system (e.g. reversing and mirror replacement). TfGM is separately tracking several potential future safety features that are still in the development stage and will seek to introduce these as appropriate, once testing and authorisation has taken place. These include advanced emergency braking and redesigns of the front of buses to minimise the impact on pedestrians.

4.3 Removing dangerous vehicles from the road

A compliant vehicle is one where the driver is insured to drive that vehicle, the vehicle is taxed and has a valid MOT. For every one of these which are not valid it significantly increases the chances of a serious collision taking place. An earlier review of fatal collisions in GM highlighted that more than 1 in 6 drivers involved in fatal collisions (between 2015 and 2018) had no licence, or had been disqualified from driving at the time of the collision. More than 1 in 10 drivers had no insurance at the time of the fatal collision between 2015 and 2018.

¹³ Community Speedwatch scheme launched across Greater Manchester | Greater Manchester Police (gmp.police.uk)

¹⁴ Euro NCAP | The European New Car Assessment Programme

Over 30% of cars involved in a fatal road traffic collision did not have a valid MOT. GMP with key enforcement partners (such as Driver and Vehicle Standards Agency) run enforcement operations all year round to combat those drivers in any vehicle who choose to break the law and deny criminals the use of our road network.

GMP will continue to target individuals who are not driving their vehicles legally (this includes off road bikes and illegally modified e-bikes, e-scooters and e-motorbikes). They will also continue investing in training police officers to be able to spot defective vehicles and undertaking intelligence based operations to remove and destroy dangerous vehicles.

4.4 Direct Vision Standards

Direct Vision Standards are a measure of how much a HGV driver can see through the cab windows of their vehicle. It gives the vehicle a safety rating based on the view and the level of risk posed to those walking and cycling.

We will explore the concept of having Direct Vision Standards for Greater Manchester, what they should include and how they could be implemented across Greater Manchester, such as the scheme already in place in London¹⁵. We will raise awareness of the benefits of Direct Vision Standards in our work with industry.

[Direct Vision Standard: Guidance for operators \(tfl.gov.uk\)](https://www.tfl.gov.uk)



Post-Crash Response

Responses to the Vision Zero public engagement survey told us that in the past 10 years almost 1 in every 2 people have been directly affected by a road traffic collision (this is as a victim, witness, family member or friend).

Every death and serious injury affects families, friends and whole communities, as well as requiring a rapid response from the emergency services. It is our responsibility to those who are and have been affected by road danger to ensure we provide a quick response to incidents and learn from each collision so we can prevent it happening again.

We will do this by:

5.1 Providing a quick and high-quality response to incidents

In the event of a road traffic collision, emergency medical response should reach any injured parties quickly and then transport them to high quality trauma care rehabilitation services which are readily available. Emergency services continue to strive for the best response time targets based on operational demand.

5.2 Continuing to invest in specialised incident training

We will support our emergency services personnel by strengthening and expanding the support offered to those who attend the most challenging collisions, recognising that even where there is no injury to the person trapped inside, the incident itself

could trigger Post Traumatic Stress Disorder for some colleagues. Emergency services continue to train for dealing with road traffic collisions, including extrication techniques and immediate response trauma care where it is needed.

5.3 Undertaking thorough investigations when collisions do occur

After the incident, data on the causes of the collision feed into systems to rehabilitate roads and evaluate how the system can be strengthened. To this end, timely investigations into the causes of each fatal and life changing injury collision will go beyond reviewing the data, to understanding what has happened. In addition, the Coroner and the Crown Prosecution Service should be involved as part of the investigation process, to identify how we can prevent similar tragedies happening again.

Participants in Phase 2 of the Vision Zero Public Engagement supported post-collision investigations and called for findings to be made public to help understand root causes.

5.4 Improving our approach to supporting those directly affected by road traffic collisions

We recognise that people directly affected by road traffic collisions may need support immediately and for some time after. Through the work of dedicated GMP officers, who perform the role of family liaison officers, we will work with families affected by road traffic collisions across GM to support them through the most challenging of times.

5.5 Information for those affected by road traffic collisions

We will regularly review our approach to supporting services for victims of road traffic collisions. We will also seek to raise awareness of the available support networks by signposting additional services to families, following the death or serious injury of a loved one.

5.6 Ongoing improvements to patient care

NHS Care Trusts are committed to improving outcomes for patients with key advances in trauma care pathways (from injury through resuscitation, treatment and on into rehabilitation and reablement). There is ongoing work to further improve both patient and carer support.

Working together with immediate partners we will seek to identify opportunities to collaborate on data and analysis, to further identify emerging trends in mechanisms of injury with the view to inform approaches to injury reduction and prevention.

5.7 Bee Network Safety

Safety is at the heart of the delivery of the Bee Network for the people of Greater Manchester. Reducing road danger is fundamental to creating Streets for All and to encourage more people to travel by sustainable modes.

In support of the Greater Manchester Vision Zero Strategy, TfGM will review with its Bee Network partners what more can be done to improve public transport safety. It is vital to the success of the Bee Network that we can inspire confidence in the safety of the network for customers and drivers but also for fellow road users. As part of the review TfGM will bring forward a Bee Network Safety Plan that will support Greater Manchester’s goal to reduce the number of deaths and life changing injuries to zero by 2040.

“My friend was in a crash where the dangerous driver died and she got no support [sic] even though she was traumatised... She needed to talk to someone like a counsellor or a doctor straight away. We all helped her as her friends, but she eventually got help through her GP a long time later.”

Vision Zero Public Engagement Phase 2 Responder

Measuring Our Progress

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

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

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

Working in Partnership

In order to achieve our Vision Zero ambition we will continue to work closely with colleagues across Greater Manchester as well as across the country. In May 2024 the Parliamentary Advisory Council for Transport Safety (PACTS) coordinated a ground-breaking manifesto¹³ calling for immediate and strategic action to address the persistent issue of road fatalities and serious injuries in the UK.

We are proud to have supported this manifesto which calls for:

- 1. Developing a National Road Safety Strategy** – Implement a Safe System Strategy focused on prevention, protection, and post-collision response, coupled with evidence-based targets and robust safety performance indicators.
- 2. Establishing a Road Safety Investigation Branch** – An independent body modelled after existing transportation safety branches to analyse road incidents and provide actionable insights for preventing future tragedies.
- 3. Introducing Graduated Driver Licensing** – A progressive licensing system to support young drivers by limiting high-risk driving situations, a measure proven to reduce fatalities by up to 40%.
- 4. Adopting Advanced Vehicle Safety Regulations** – Immediate implementation of the world-leading vehicle safety standards, mandating critical technologies such as Automatic Emergency Braking and Intelligent Speed Assistance.

The UK Government has a key role to play in helping us deliver our Vision Zero ambition by setting the national regulatory framework that enables and empowers us to tackle the danger that exists on our roads. In addition to the proposals set out in the PACTS Manifesto, our Commissioners and Politicians will work with the Government to review the following which we believe will make a real difference to the reduction of road deaths not only in Greater Manchester but across the UK:

1. Safe Streets

- Introduce a ban on pavement parking to bring the rest of the UK in line with London.
- Approve the use of side road zebras.

2. Safe Road Users

- Introduce an annual review into sentencing for road crime to bring it in line with the sentencing for violence using other weapons, including an increase to penalties for speeding to ensure it is proportionate to the cost of an education course.
- Use and enforce more driving bans for drivers who reach 12 points on their licence, including the introduction of longer bans and driver retests for repeat offenders.
- Include road safety in the national curriculum content on road danger reduction and road user responsibility such as ensuring all primary school children are trained to level 2 Bikeability.
- Further improve content on pedestrians, cyclists and non-motor vehicle road users in the national driving test and theory test.
- Regulate work related road danger reduction policies.
- Increase the deterrents to drink driving by;
 - a) Lowering the drink drive limit
 - b) Allowing random breath testing and police use of mobile evidential breath testing equipment.

- c) Introduce an alcohol ignition interlock programme.

3. Safe Speeds

- Review National Speed Limits and the criteria for how they are decided. Commit to changing speed limits on roads where the current limit is no longer appropriate.
- Introduce the requirement for speed limiters in vehicles starting with commercial vehicles.
- Produce a national digital speed limit map.
- Review the possibility of hypothecation on a national level.
- Update of DfT National Guidance on Safety Camera Use. National policy guidance should support the overall case for safety cameras, complement Safe System principles, and local approaches to the implementation and use of safety cameras.

4. Safe Vehicles

- National standards for taxi licensing to ensure safety standards.
- Close loopholes that exempt some HGVs from having safety equipment.

5. Post-Crash Response

- Require each police force to report KSIs as part of their KPIs alongside other metrics.
- Introduce national standards for post-crash investigation and funding for the solutions identified to reduce the chance of the same collision recurring.
- A national funded service for supporting bereaved families or victims of road traffic collisions.
- Enhance rehabilitation offer for victims with the aim of reducing societal cost with a particular focus on the psychological challenges that exist post injury.

Delivering and Coordinating Our Actions

Across the Safer Roads Greater Manchester Partnership (SRGM) there is clear commitment for partners to work together to achieve the greatest reduction in the number of people killed and suffering life changing injuries on our roads.

The SRGM partner organisations are:

- | | |
|--|------------------------------------|
| • Bolton Council | • Stockport Council |
| • Bury Council | • Tameside Council |
| • Greater Manchester Combined Authority | • Trafford Council |
| • Greater Manchester Fire and Rescue Service | • Transport for Greater Manchester |
| • Greater Manchester Police | • Wigan Council |
| • Manchester City Council | |
| • National Highways | <i>Partners to be confirmed</i> |
| • North West Ambulance Service | • NHS Care Trust |
| • Oldham Council | • Crown Prosecution Service |
| • Rochdale Council | • HM Courts and Tribunal Services |
| • Salford Council | |

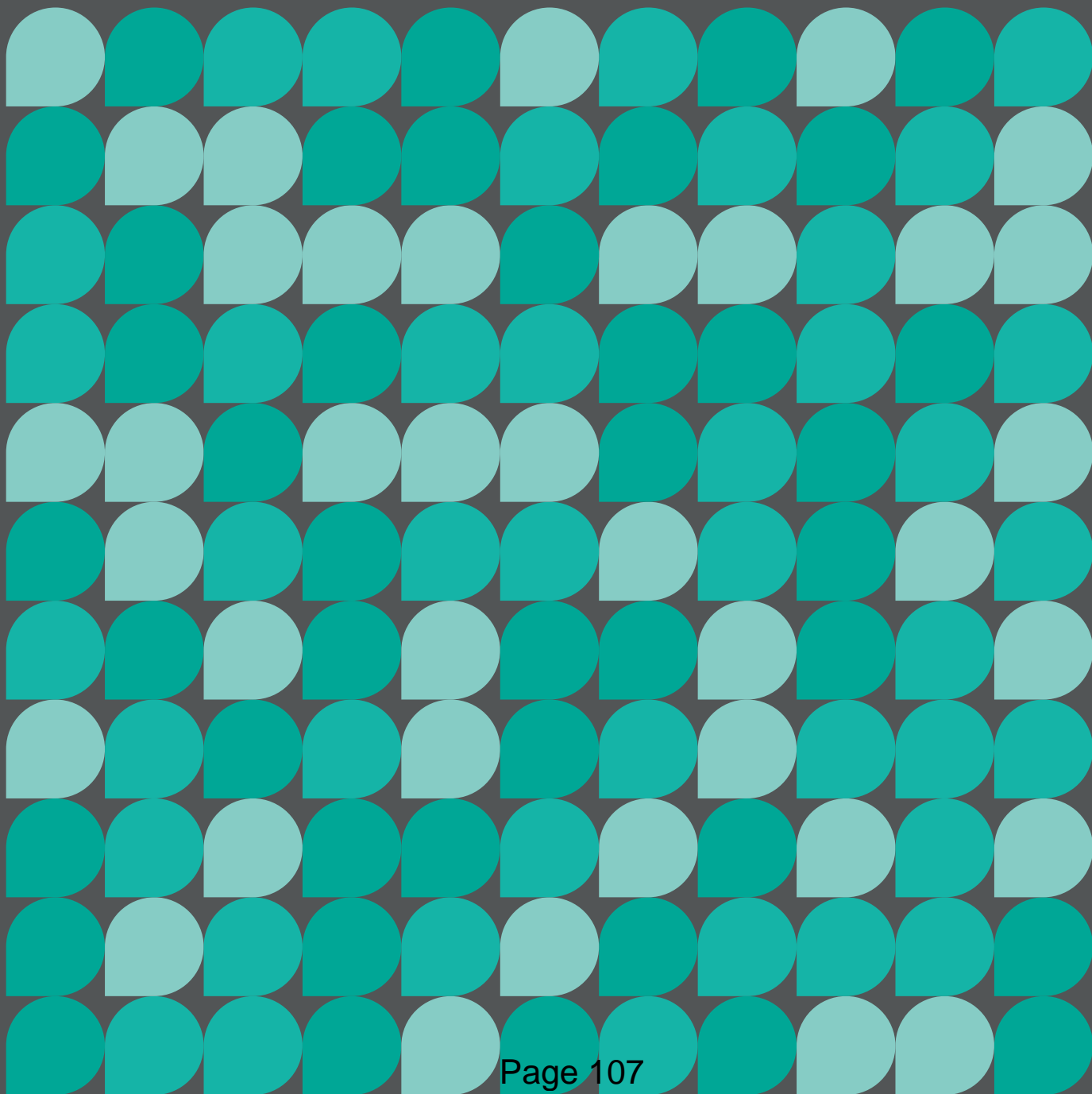
The Safe System activities identified in this action plan will be delivered by the above organisations through five Safe System sub-groups (Safe Streets, Safe Road Users, Safe Speeds, Safe Vehicles and Post-Crash Response). Each sub-group has a designated lead partner who will be responsible for coordinating interventions to ensure that our collective actions strengthen the road system.

Safe System Sub-Group	Lead Partner
Safe Streets	Transport for Greater Manchester
Safe Road Users	Greater Manchester Fire & Rescue Service
Safe Speeds	Greater Manchester Police
Safe Vehicles	Transport for Greater Manchester & Greater Manchester Police
Post-Crash Response	NHS Care Trust & Greater Manchester Police

VISION ZERO

DOING THINGS DIFFERENTLY
IN GREATER MANCHESTER

Working towards zero road deaths



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Working towards zero road deaths

Vision Zero Strategy

Reducing Road Danger in Greater Manchester



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Foreword

It's time we change the narrative and the way we think about road safety.

I am proud to be supporting Greater Manchester's Vision Zero Strategy that will help to keep our roads safe for all residents and visitors to our city region.

Vision Zero is a city region commitment to try and eliminate all road fatalities and life changing injuries by 2040. Road deaths and collisions should not be seen as an inevitable consequence of using our roads; we don't accept this for any other mode of transport, so it is time to stop accepting it on our roads.

Creating a safe and secure transport network is one of the key commitments which underpins the Bee Network, our vision for a joined-up, affordable and accessible transport system. Embracing a vision zero approach to the delivery of Bee Network services, and having safer streets is key to achieving this vision and enabling more people to walk, cycle and wheel on our roads.

Vision Zero will not only make our places and communities safer but has wider benefits that will improve the lives of Greater Manchester residents. As well as reducing the demand on our emergency services, fewer collisions mean less congestion, which we know has a significant impact on economic productivity and the reliability of public transport.

Since the inception of our Road Danger Reduction Action Plan, we have seen a welcome reduction in the number of people killed and seriously injured on GM roads. Whilst this is positive, now is not the time to be complacent. Reducing the number of deaths and life changing injuries to zero on our roads by 2040 is a bold ambition but there is no number that is acceptable.

For Vision Zero to become a reality, we need to change the way we work together to address road danger and making this long-term commitment is a significant step forward. As Mayor of Greater Manchester, I am committed to working with our partners, stakeholders and the public to deliver this strategy.

We all use our streets using different modes of transport for different purposes, but we are united in our right to travel safely on them.



Andy Burnham
Mayor of Greater Manchester

Executive Summary

Zero.

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

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

This strategy has been developed by the Safer Roads Greater Manchester Partnership (SRGM Partnership). The SRGM Partnership brings together organisations, including GM local authorities, Greater Manchester Fire and Rescue Service (GMFRS), Greater Manchester Police (GMP), Transport for Greater Manchester (TfGM) and other partners across Greater Manchester to improve road safety.

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



Safer Roads Benefit Everyone

Every person has a right to mobility and to travel safely, but some groups face a greater risk on our roads than others. Vulnerable road users (those who are not protected inside a vehicle) accounted for nearly two thirds of those killed or seriously injured between 2018 and 2022. Within this group, and despite posing the lowest risk to others, pedestrians made up 31% of those killed or seriously injured on our roads. Car drivers and passengers made up 35% of those killed or seriously injured on Greater Manchester's roads between 2018 and 2022.

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

Adopting the Safe System Approach

To make our roads safer we are adopting the Safe System approach, which is internationally recognised as best practice across the road safety industry. A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety.

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

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

- Having safe and attractive streets will encourage more people to walk, cycle, wheel or ride on our roads - improving health outcomes, air quality and reducing carbon emissions.
- Fewer collisions mean less congestion; from the initial road traffic collision to repairing the damage to the road, boosting the economy and helping to keep our public transport network running on time.
- In 2022, **road casualties in GM cost almost £500 million** in medical, emergency services, damage to property, insurance costs and lost output; not even taking into account the human cost of losing a loved one.

At the heart of the Safe System are six principles, which are set out in the centre of Figure 1 here.

These are the values that guide how road safety is approached by all of those involved. Based on these principles, five Safe System components are identified. These are: Safe Streets, Safe Road Users, Safe Speeds, Safe Vehicles and Post-crash Response. Together they reduce the risk and severity of a collision and reduce the likelihood of death and life changing injuries if a collision does occur.

To create the Safe System multiple change mechanisms have been identified. Shown in Figure 1, these go beyond creating safe streets through engineering, education and enforcement to involving a wider range of organisations and approaches.

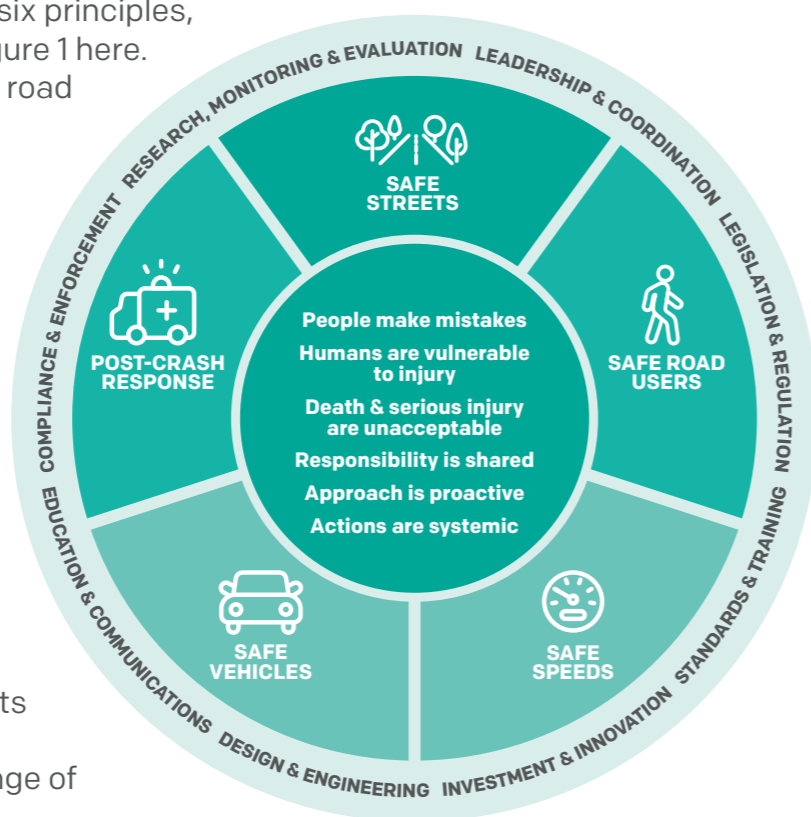


Figure 1: Safe System Approach - Agilysis (2023) building on models from Australia, Canada, New Zealand, and Loughborough University

Vision Zero Action Plans

This strategy sets out our ambition to achieve Vision Zero and how we will use the Safe System approach to deliver this. Alongside the strategy the SRGM Partnership has developed a Vision Zero Action Plan which has been published alongside this strategy. This sets out the short, medium and long term actions we will take to ensure nobody is killed or receives life changing injuries on our roads by 2040.

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

Introduction

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

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

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

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

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

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

The overall objectives are:

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

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

¹Walking and Cycling Index 2021: Greater Manchester (sustrans.org.uk)

This strategy has been developed by the Safer Roads Greater Manchester Partnership (SRGM Partnership). It brings together organisations across Greater Manchester to improve road safety. Throughout this document when using the term ‘we’ it refers to the organisations that make up the SRGM Partnership. These are:

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

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

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

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

Activities under the Vision Zero Action Plan will link to other strategies and programmes of work across GM, including the Gender Based Violence Strategy, the Safer Streets initiative, GMP operations and GMFRS activities.

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

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

More of us will be enabled to walk and cycle if we are travelling on roads which we feel are safe and where speeds are appropriate. This will help to reduce transport emissions, improve air quality and improve our residents physical and mental health. The GM Transport Strategy 2040 has a ‘Right Mix’ vision of 50% of trips to be made by sustainable modes, with no net increase in motor vehicle traffic, by 2040. Safety is at the heart of this vision – we need it to be safe and to feel safe, when we walk or wheel, cycle, ride, take public transport or spend time in our streets.

We want our city region to be fairer and improve the quality of life for all. There are currently inequalities in road safety, with vulnerable road users and people from deprived communities more likely to be killed or seriously injured. Children, older people and women are more likely to be killed or seriously injured as vulnerable road users. This is due to these groups having a higher propensity to walk than men, and pedestrians making up 31% of those killed or seriously injured on our roads.

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

Road crashes have a negative effect on the economy – road closures caused by crashes create delays and stop us going about our business. In 2022, **road casualties in GM cost almost £500 million⁴** in medical, emergency services, damage to property, insurance costs and lost output - which attempts to provide an economic value to the pain, grief and suffering caused by road collisions.

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



² About Greater Manchester

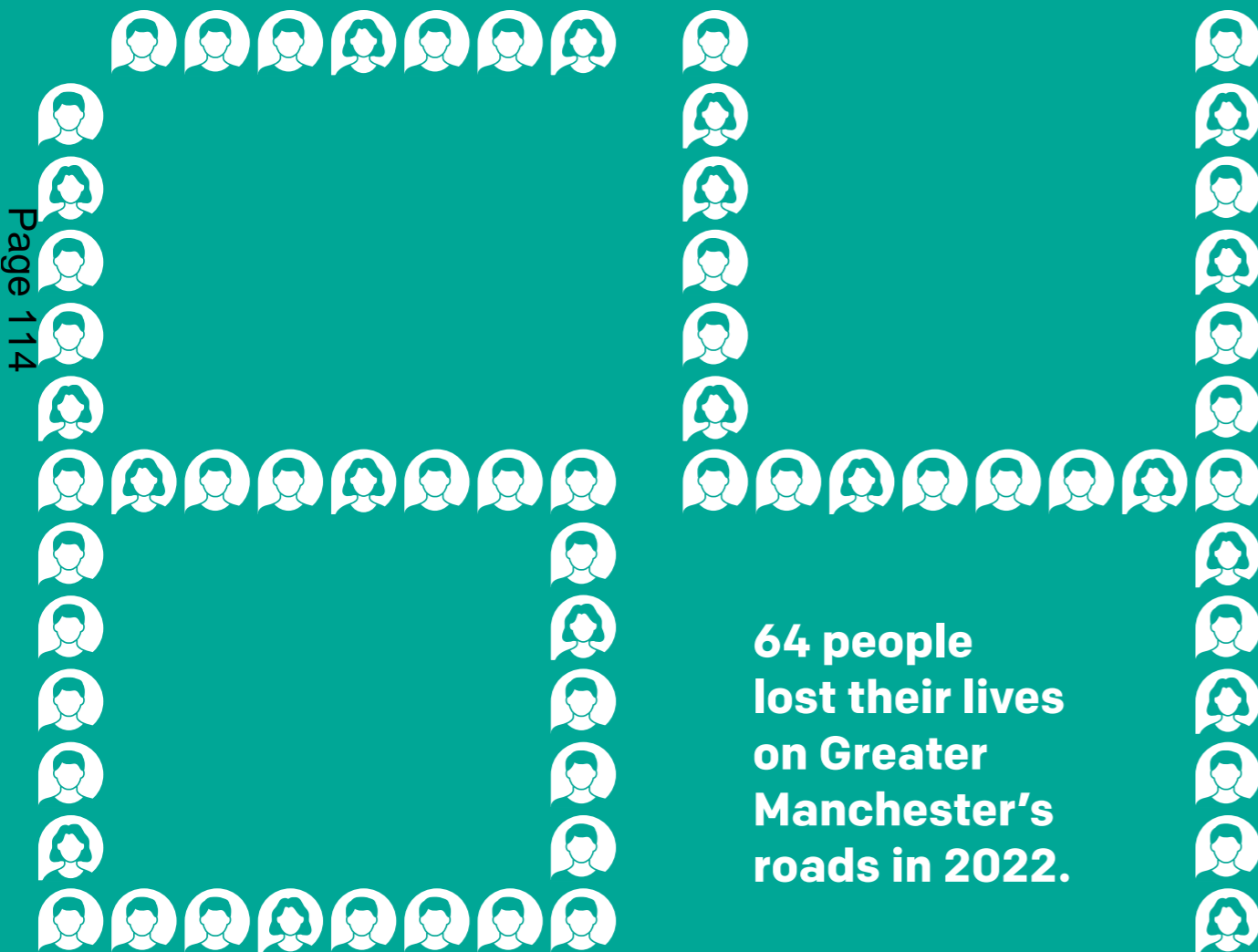
³ Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM

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

Why Vision Zero?

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

This is what that looks like:



64 people lost their lives on Greater Manchester's roads in 2022.

Is this acceptable? The answer is obviously no.

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

Marcus Simmons-Allen, aged 18



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

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

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

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

Frankie Julia Hough, aged 38



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

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

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

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

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

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

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

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

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

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

0 IS OUR GOAL

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

The only number we will accept is zero.



Measuring Progress

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

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

Our Progress to Date

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

Statistics have developed a methodology to identify the likely casualty figures on historic trends had IBRS been in use previously in order to enable the continuity of monitoring casualty trends; this is what leads to the term 'adjusted'.⁶

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

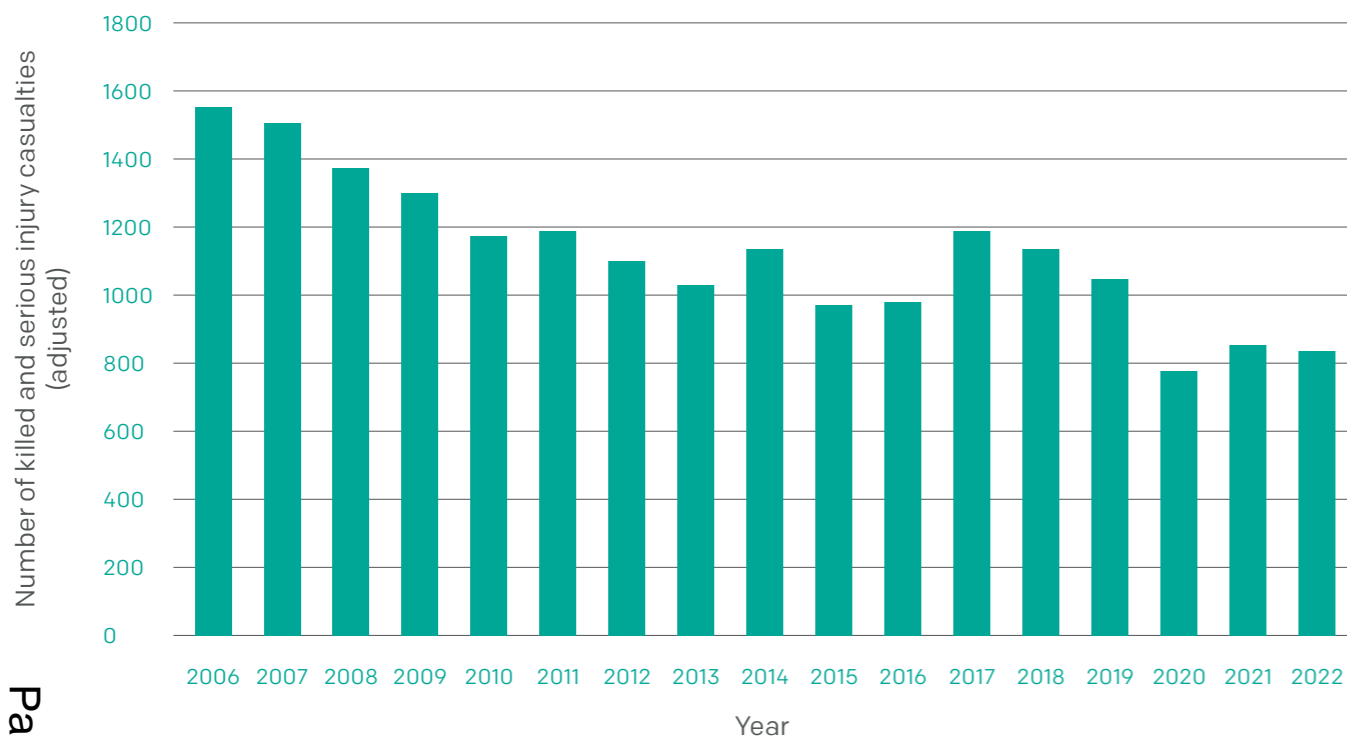
Comparisons are made against the DfT adjusted KSIs (published September 2022) to enable continuity of reporting since the implementation of the CRaSH Reporting System by GMP in February 2021 which provides greater accuracy in determining severity of injuries. CRaSH is likely to have increased the number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

Figure 2 shows this general downward trend in adjusted KSIs over time. Due to a change in collision severity reporting methods to an Injury Based Reporting System (IBRS) which provides greater accuracy in determining injury severity, the Office of National

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

⁶ Guide to severity adjustments for reported road casualty statistics - GOV.UK (www.gov.uk)

Figure 2: Long-term KSI casualty trend⁷



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Before the pandemic, GM had a lower rate of killed or seriously injured casualties (36 per 100,000 population between 2017 and 2019⁸) than other urban areas nationally and other northern police force areas. We have made significant progress, but with 1,000 people being killed or seriously injured each year on GM’s roads on average over the last five years, we still have much further to go if we are to achieve our goal – zero.

Measuring Vision Zero

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

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

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

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

*DfT Definition

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

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



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

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

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

⁷ Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

⁸ GB Road Safety Performance Index, 2021

⁹ Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM

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

Mental Health Impact

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

Research in Australia found that mental health problems, such as depression and Post Traumatic Stress Disorder, are common following a road crash. The prevalence of psychological disorder (40%) was much higher amongst those involved in collisions than the wider Australian population (<10%). It was found that experiencing elevated distress following a collision greatly affects the ability for a person to recover quickly, which in turn increases the risk of developing serious mental health disorders and of suffering from co-occurring physical problems¹¹.

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

Safety Performance Indicators

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

This approach has been pioneered in Europe with detailed guidelines now in place to monitor and compare these indicators across many countries. Transport Scotland have developed a comprehensive set of SPIs which follow international best practice¹².

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

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

“Salford Royal has been an advocate and key participant in the “Safe Drive Stay Alive” programme for the last 10 years. The Vision Zero Strategy is an important initiative that is central to our shared wish for improved patient outcomes and a better shared living environment. Injury prevention is critical and I would dearly love to reduce demand for our services across the board. I am very happy to support Vision Zero and look forward to continued collaboration with partners.”

Professor Martin Smith,
Salford Royal Hospital

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

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

Unequal Risk

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

Vulnerable road users are at greater risk on our roads

When we look at the mode which casualties were travelling in when they were killed or seriously injured on GM’s roads, we find that the greatest proportion of those who suffer death or serious injury are pedestrians, followed by car drivers, cyclists, motorcyclists and car passengers¹³ (see Figure 3). A further 4% of killed or seriously injured casualties were in buses, goods vehicles, or other motorised vehicles.

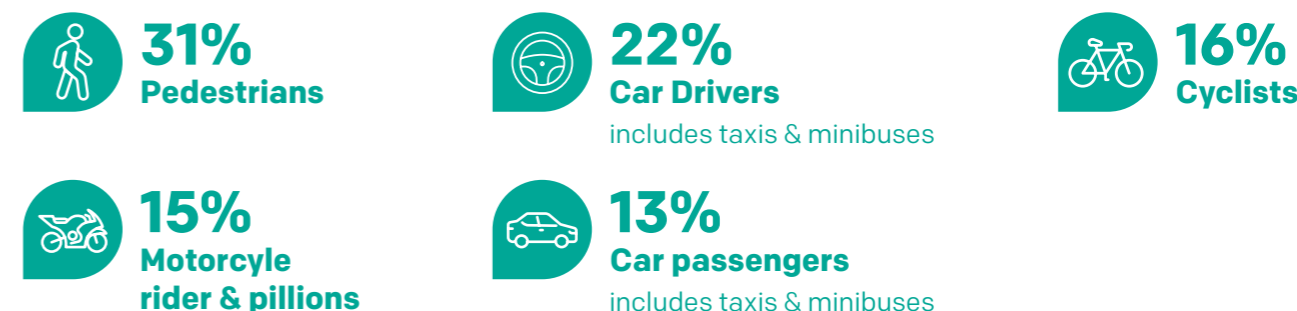
These percentages don’t consider how many miles are walked, cycled, ridden or driven but they do show how **vulnerable road users (those who are not protected inside a vehicle) account for two thirds of those killed or seriously injured.**

The proportion of KSIs in each user groups is not consistent across the Local Authority areas within GM. Figure 4 shows the proportion of KSI casualties

by road user groups split by the GM Local Authority. Pedestrians represent the highest proportions for almost all areas; motorcyclists also account for a high percentage of KSI casualties. Cycling risk differs across the region, with some areas like Tameside and Rochdale having much lower proportions than places like Trafford, Salford and Manchester, likely reflecting the higher number of cyclists in those areas.

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

Figure 3: Killed or Seriously Injured Casualties (adjusted) in GM by User Group (2018-2022)^{14/15}



¹³ ‘cars’ includes taxis and minibuses

¹⁴ Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

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

Figure 4: KSI casualties (adjusted) by GM Local Authority across road user groups (2018-2022)¹⁶

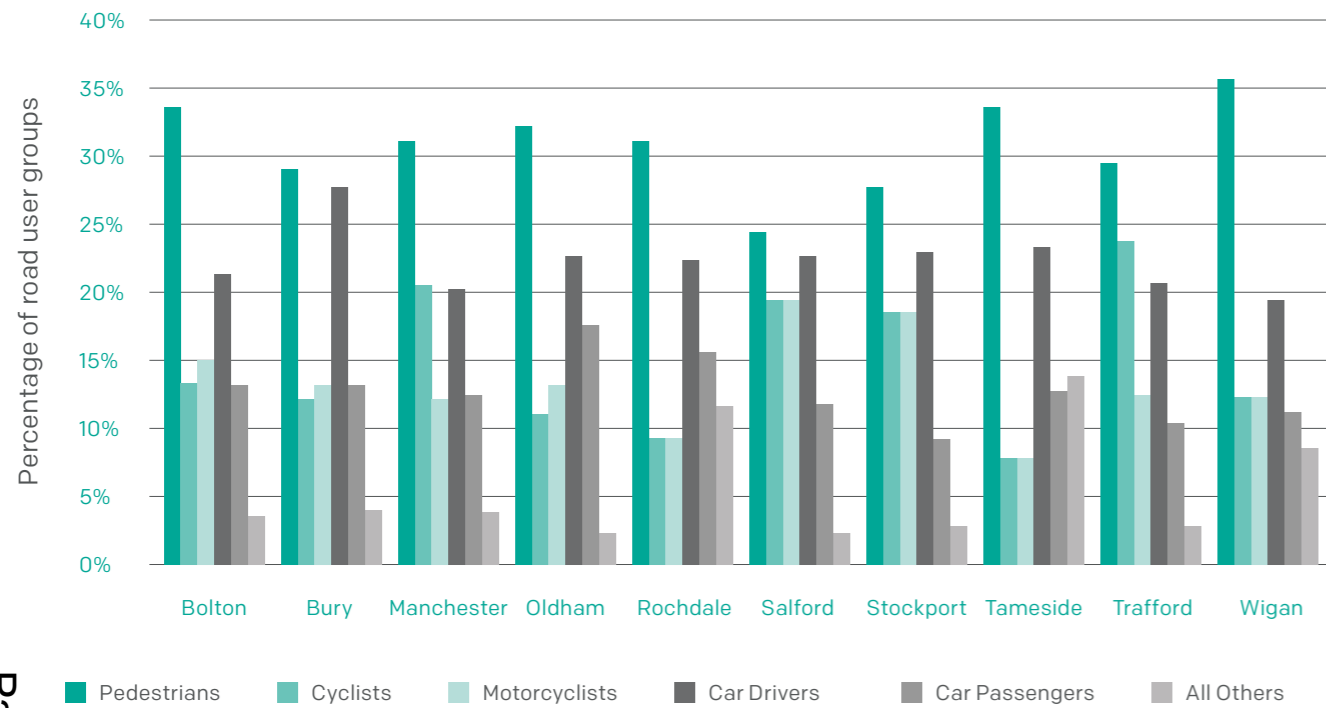


Table 1: KSI casualties (adjusted) by GM Local Authority across road user groups (2018-2022)¹⁷

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

■ Indicates where a local authority has a higher or equal percentage than the GM average

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Some road users pose a greater risk to others

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

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

Table 2: Vehicles Involved and who is injured in GM (2018-2022)¹⁹
Key: The darker and larger the circle, the more KSI casualties involved. | *Driver/Passenger

Vehicle involved	Road user killed or seriously injured					
	Pedestrian	Cyclist	Motorcyclist	Goods Vehicle*	Car Driver*	Bus Driver*
Car	941	429	392	15	552	9
Motorcyclist	29	6	12		16	
Goods Vehicle	96	47	27	3	59	
Bus	39	12	4	2	9	1
Cyclist	7	2	2		4	

¹⁸ Driving around large vehicles and HGVs - National Highways

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

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

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

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

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

Figure 5: KSI casualties in GM by home deprivation level (2018-2022)²⁰



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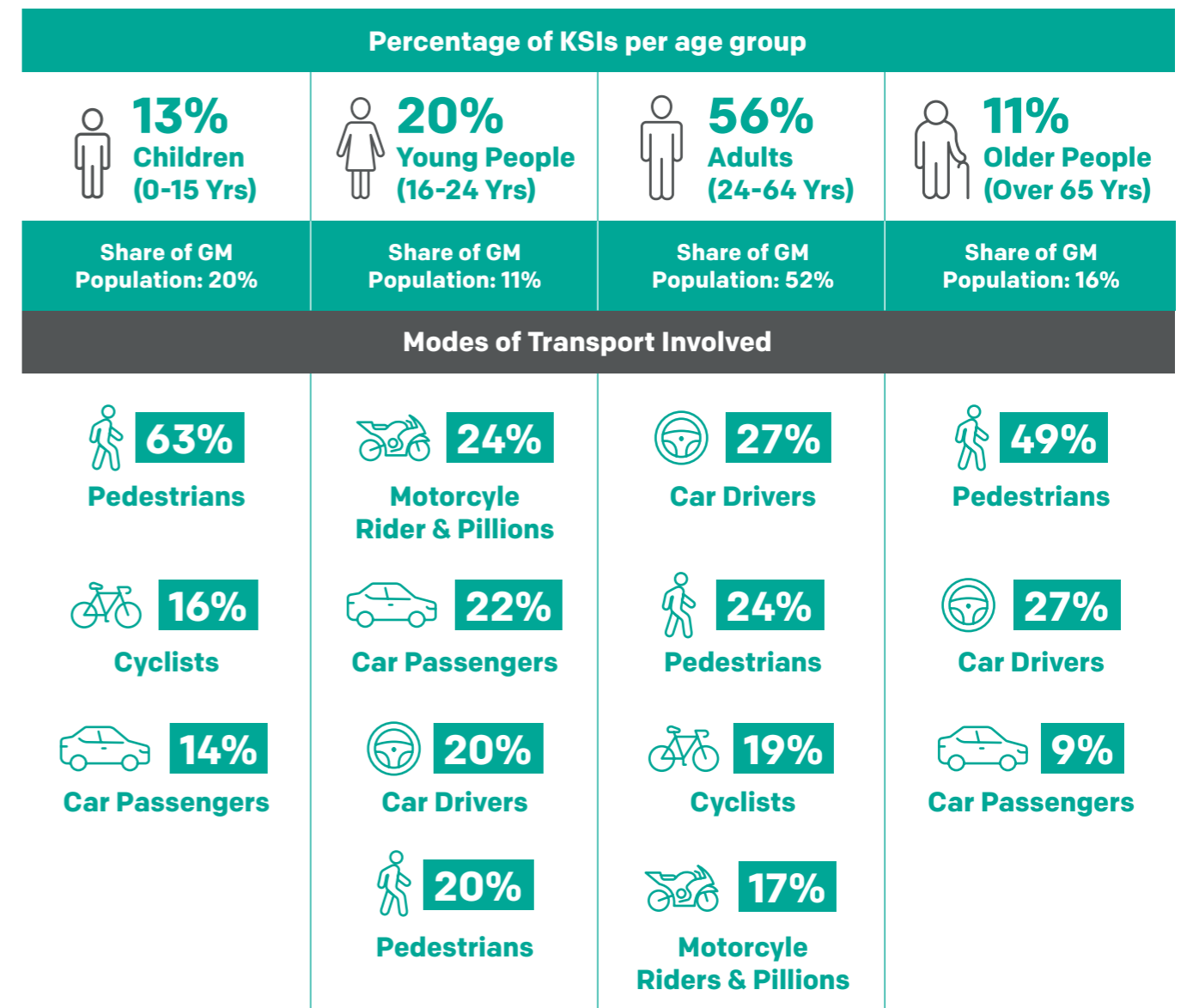
²⁰ Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

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

Risk is also unequal when we look at age, as shown in Figure 6. Children and older people are most likely to be hurt or killed as pedestrians, with many children also being injured or killed as cyclists and car passengers.

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

Figure 6: Killed or Seriously Injured Casualties (adjusted) in GM by Age Group (2018-2022)²¹



²¹ Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

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

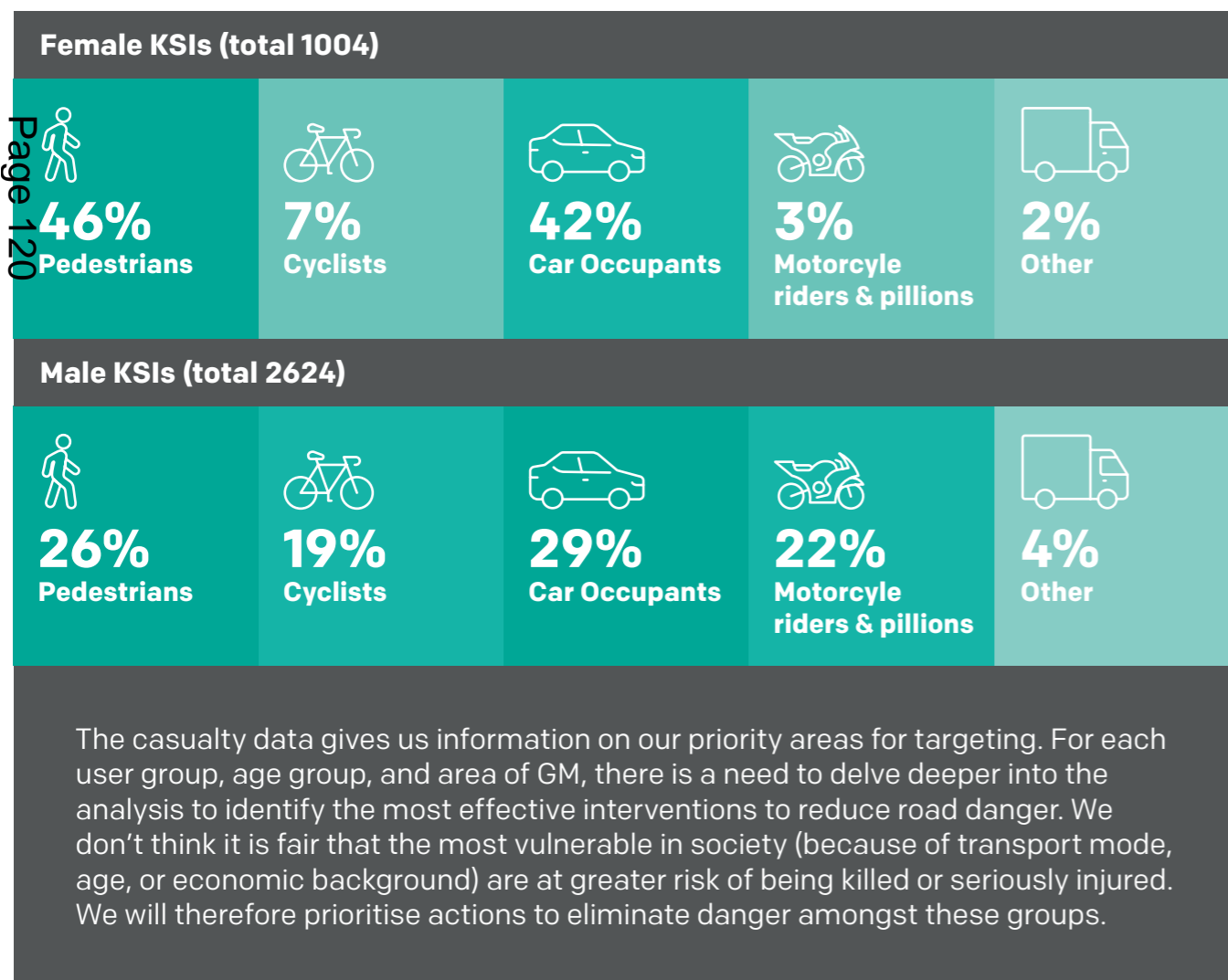
A significantly higher proportion of KSIs on our roads are men. Between 2018 and 2022 1,004 women were killed or seriously injured, but 2,624 men were killed or seriously injured – over two and a half times more.

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

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

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

Figure 7: Killed or Seriously Injured Casualties (adjusted) in GM by Gender (2018-2022)²³



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

²³ Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

It's Not Just About Safety

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

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



Improve quality of life for all

The benefits of adopting Vision Zero go far beyond the important first reason of ensuring no family has to endure the death of a loved one. Fewer collisions, injuries and fatalities reduce the demand on emergency services and the need for hospitalisations and long-term medical treatments. It allows healthcare professionals to deliver care to more patients and frees up police time to respond to other priorities. **In 2022, road casualties in GM cost nearly £38 million in medical, emergency services, damage**

to property and insurance costs; not even taking into account lost output or the human cost of losing a loved one.

Having safer streets will be central to building our world-class walking, wheeling and cycling network which is crucial to our Right Mix target of 50% of journeys being made actively or on public transport. Safety is repeatedly raised as the biggest barrier to travelling actively, especially for women, disabled people and older people²⁶.

²⁴ [About Greater Manchester](#)

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

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

We must make our streets safe and attractive to encourage more people to be active, helping to improve their physical and mental health.

Every year walking and cycling in GM prevents 2,612 serious long-term conditions.²⁷ By aiming for Vision Zero we have the potential to massively increase this number, meaning more people in GM living healthier for longer.



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

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

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Support sustainable economic growth

The best resource GM has is its people. Our economic growth depends on our residents being fit and healthy. Every injury or fatality on our road has an economic impact, making GM poorer than it would otherwise be. It is estimated that in 2022 approximately £4.6 million of economic output was lost due to fatal, serious and slight injuries on our road network.

Congestion costs Greater Manchester £1.6 billion a year in lost productivity²⁹. Road collisions are a large contributor to congestion: minor collisions can disrupt the traffic flow while more serious injuries



can close roads for hours at a time. Approximately 6% of delays are caused by road traffic collisions, with a further 4% resulting from incidents on the strategic road network³⁰. Further delays occur as the damage caused by vehicles colliding with barriers or traffic signals are repaired, with roads closed for hours or even sometimes days.

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

Protect our environment

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

For instance, we can all play our part by obeying speed limits, driving more smoothly and maintaining our vehicles properly as this can lead to reduced fuel consumption and emissions.³²



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

Steve Connor,
Founder / Director,
Creative Concern

²⁷ Walking and Cycling Index 2021: Greater Manchester (sustrans.org.uk)

²⁸ Walking and Cycling Index 2021: Greater Manchester (sustrans.org.uk)

²⁹ Made_to_move.pdf (ctfassets.net) (figure adjusted for inflation, 2022)

³⁰ (Public Pack)Agenda Document for Bee Network Committee, 28/09/2023 14:00

³¹ Greater Manchester Bus Strategy | Bee Network | Powered by TfGM

³² Strategic Case (ctfassets.net)

The Safe System

To make our roads safer we are adopting the Safe System approach. The Safe System was created in the Netherlands and Sweden in the 1980s and 1990s and is being adopted worldwide.³³

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

A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety.³⁴ Seeing the road network as a 'system' helps us to see where there are systematic weaknesses and ways in which we can strengthen it as a whole and remove risk. It gives people the freedom to benefit from using sustainable modes whilst at the same time not being exposed to high levels of risk of injury. This will help us to unlock the full potential of our road network as one which delivers safe, secure, inclusive and sustainable connectivity - where zero harm is the result of combined actions by all.

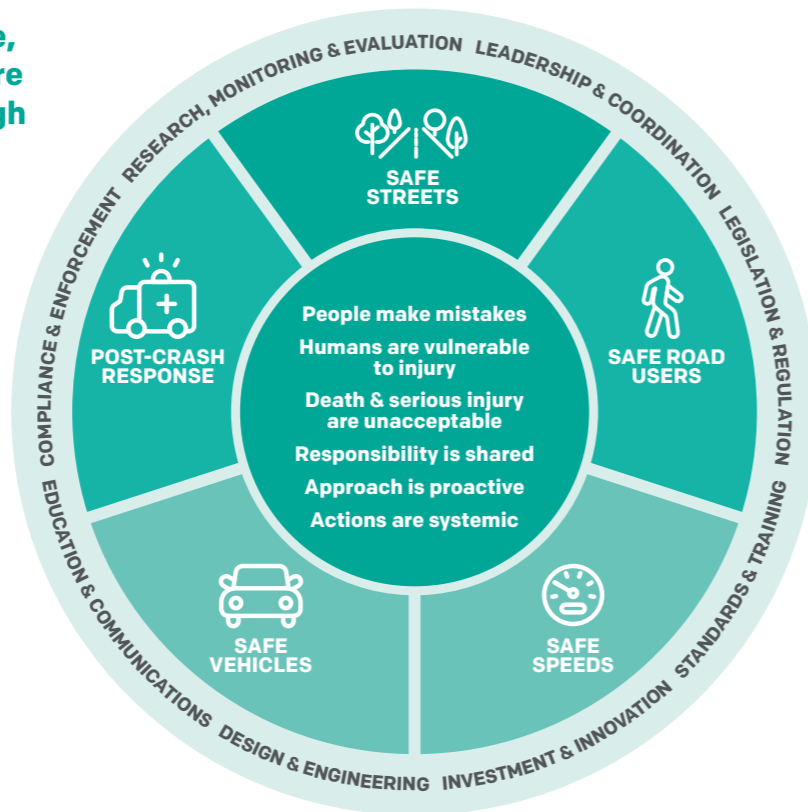


Figure 8: The Safe System³⁵

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³³ Proactive road safety management in the Netherlands is underpinned by 'sustainable safety', with Sweden pioneers in Vision Zero approaches, see SWOV (2018) Sustainable Safety 3rd Edition – The Advanced Vision for 2018-2030. The Hague, Institute for Road Safety Research.

³⁴ World Health Organisation (2021), Global Plan for the Decade of Action for Road Safety 2021-2030. Geneva.v

Safe System Principles

There are 6 simple principles at the heart of the Safe System:

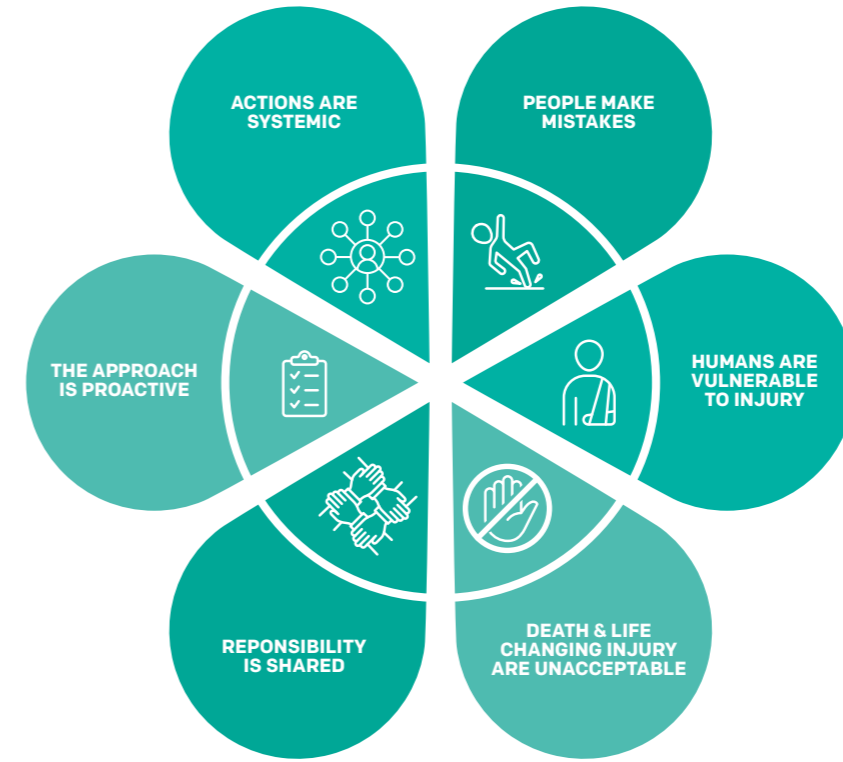


Figure 8: The Safe System³⁵



People make mistakes

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



Humans are vulnerable to injury

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



Death and life changing injuries are unacceptable

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

³⁵ Agilysis, 2023, building on models from Canadian Council of Motor Transport Administrators, 2016; Loughborough University, 2017; New Zealand Transport Agency, 2019; Commonwealth of Australia, 2022



Responsibility is shared

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



Approach is proactive

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



Actions are systemic

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

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

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

Billy Fenwick,
Area Manager, Head of Prevention

Safe System Components

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



Safe Streets

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

In Greater Manchester we have adopted the Streets for All approach, which provides a framework for everything we do with our streets.³⁶ Streets for All places a strong emphasis on reducing traffic and road danger and on improving the environment for pedestrians, cyclists and public transport users.

We can create safer roads and roadsides by:

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

³⁶ Streets for All, Transport for Greater Manchester

Safe Road Users

Road users are multi-modal transport users and the level of responsibility changes with the mode they are using. Road users need to be educated and regulated in their use of the roads, according to their chosen mode of transport and levels of risk that mode could inflict on themselves and other users of the roads. To maximise their effectiveness, behavioural interventions need to be based on best practice and informed by data, research and evaluation insights.

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

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

We can have safer road users by:

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

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

Paula Allen, Marcus’ mum

You can read Marcus’ story on page 11

Safe Speeds

Speed is a cross-cutting risk factor. Road users’ ability to avoid collisions and their survivability in the event of a collision are directly affected by the speed and energy involved. Even a 1% increase in average speed results in approximately a 3% increase in severe collisions and 4% increase in fatal collisions.³⁷ **The risk of being killed is almost 5 times higher in a collision between a car and a pedestrian at 30mph compared to the same type of collisions at 20mph.**³⁸

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

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

We know that perceptions and experiences of vehicle speeds significantly impact the levels of willingness to participate in active travel. Many people don’t feel comfortable or safe when cycling or walking where there are high speeds. Speed also causes noise stress and worsening air quality. Higher speeds impose greater stress on vehicles and increase braking particle and tyre particle emissions. Furthermore, designing for greater speed requires larger roads, with more generous space and greater lane widths. A speed management strategy is therefore a vital component of the Safe System (see appendix on page 45 for further discussion on a speed management strategy).

We can have safer speeds by:

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

^{37 38} International Transport Forum (2018) Speed and Crash Risk. Paris OECD/ITF

Safe Vehicles

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

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We can create safer vehicles by:

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

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

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

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

Post-Crash Response

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

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

We can improve the post-crash response by:

- Providing a quick and high-quality response to incidents
- Continuing to invest in specialised incident training
- Undertaking thorough investigations when collisions do occur, using the findings to improve the other Safe System components



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

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

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

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

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

Chief Constable Steve Watson QPM
Greater Manchester Police

Creating The Safe System

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

Existing Road Danger Reduction Approach

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

The SRGM Partnership set out actions needed to start to make our roads safer in the previous RDR Action Plan³⁹. The RDR approach recognises that to make the region’s streets safe for all, the levels of danger faced by all road users must be reduced through creating an environment which encourages walking, cycling and the use of public transport. It involves proactive management of the city region’s roads to reduce the levels of danger experienced by road users who are the least protected from collision forces where motorised and non-motorised modes share road space.

This approach aligns with the DfT’s 2022 update to the Highway Code; where road users capable of causing the greatest level of harm, often to other road users who lack the same levels of protection, have enhanced responsibilities to use roads in a safe manner.⁴⁰

This approach has been developed to directly support everyone who uses GM’s roads, with practical actions to reduce danger to benefit all road users who interact with the Key Route Network (KRN)⁴¹. We bring together urban and transport planning, speed management and behaviour change interventions to support strong RDR outcomes. The RDR Action Plans are already informed by the Safe System approach, providing a good foundation that we can build upon.

³⁹ Greater Manchester Road Danger Reduction Action Plan 2023–24

⁴⁰ Department for Transport, The Highway Code (January 2022)

⁴¹ The Key Route Network (KRN) is nearly 400 miles of Greater Manchester’s busiest roads, managed by TfGM. It covers 7% of the total length of the highways network but carries some two-thirds of peak-time traffic.

Safe System Change Mechanisms

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

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

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

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



Leadership & Coordination

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

“We all have a role to play to achieve Vision Zero – it’s not enough that somewhere is safer, it must also feel safe to our communities.

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

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

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

We currently have strong partnership working practices and forums which will help with the delivery of the Vision Zero Action Plan. The recent review of the structure of the partnership has helped to strengthen governance structures and will help with the delivery of the current RDR Actions (see appendix on page 45 for further details on governance structures). To help with the implementation of this strategy across partner organisations, we will look to build Safe System capacity and capability, so interventions are delivered to Safe System principles.

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

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

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

Kate Green
Deputy Mayor for Safer and Stronger Communities



Legislation & Regulation

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

The Vision Zero Actions include aligning our approaches to reflect wider policy developments, such as the DfT revision of the Highway Code and helping partners to develop policies which contribute to road danger reduction on our network.

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



Standards & Training

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

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

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



Investment & Innovation

Investment to deliver both immediate and long-term action means leveraging existing funds and being proactive in identifying new funding mechanisms which support Safe System activities. Traditional funding models and economic

modelling are not necessarily aligned with what is required to build capacity for the Safe System, so as we move forward, unlocking and securing finance is key.

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

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



Design & Engineering

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

Roads should be forgiving, intuitive and designed to accommodate the protection

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

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

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





Education & Communication

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

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

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

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

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



Compliance & Enforcement

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

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

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

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

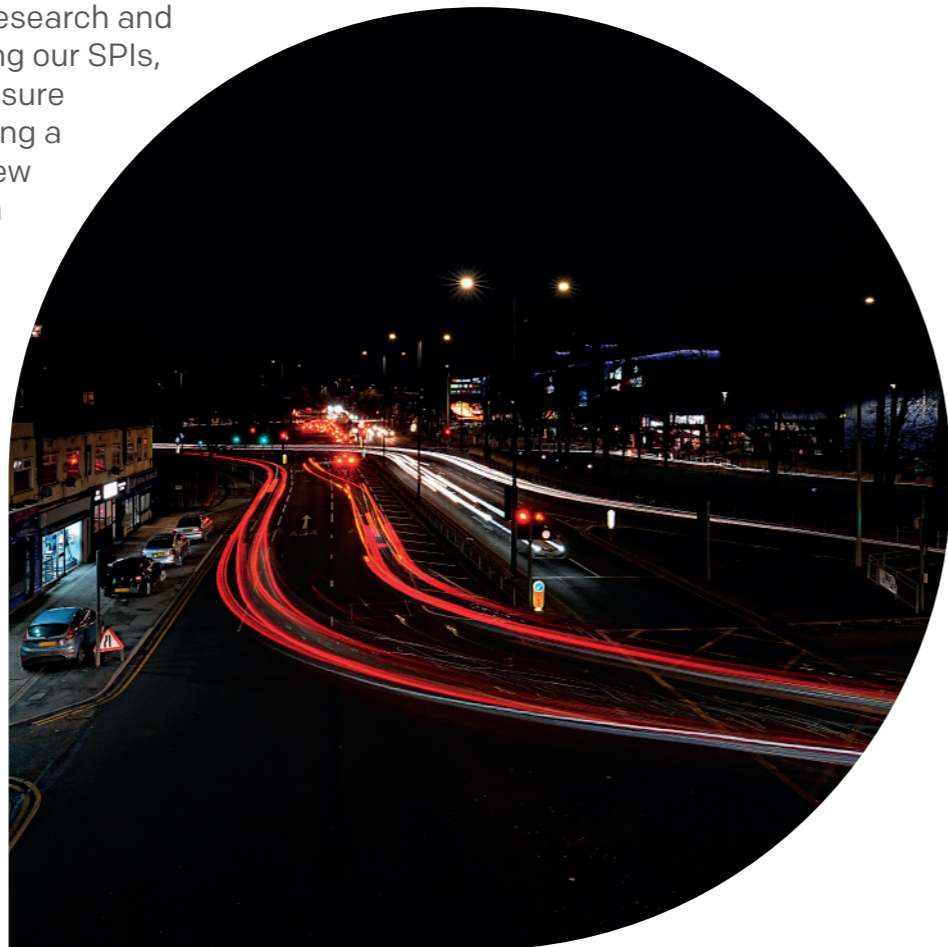




Research, Monitoring & Evaluation

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

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



Next Steps

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

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

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

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

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

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

- We need road designers and engineers to provide safe streets. We need them to set speed limits appropriate to the function of the road, understanding what the risks might be.
- We need the police to enforce speed limits utilising a proactive, rather than reactive enforcement strategy, and for road users to take responsibility and adhere to these limits.

- We need well-designed and well-maintained vehicles, which protect their occupants and other road users from harm. We need to take advantage of the advances in technology to help prevent collisions from occurring in the first place.
- Thinking about road users, we need all users of the system to understand their responsibilities and to respect one another. We don't want to pit road users against one another – different modes are used for different reasons, so we need to work together to share the roads, recognising that the reason we use the roads is to allow us to live our daily lives, connecting people and places.

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

Vision Zero Action Plan

Our Vision Zero Action Plan sets out our near term and long-term priorities, allowing partners to reflect on what has been effective, adapt to emerging challenges and plan immediate priorities.

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

As such, going forward we will produce a number of action plans between now and 2040 with the initial plans spanning three-year periods. Like our RDR plans, these will allow us to review our successes and ensure we concentrate our efforts on eliminating road danger as quickly as possible.

We will also report on performance management, producing an Annual Progress Report and detailing our progress against our Safety Performance Indicators.



Appendix

Governance Structures For Vision Zero

Mayor of Greater Manchester and the ten local authority leaders

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

The ten local authorities collaborate on issues which affect people across the region, including the Greater Manchester Strategy and the Greater Manchester Transport Strategy 2040, and our statutory Local Transport Plan.

Greater Manchester Combined Authority and Bee Network Committee

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

Vision Zero Strategic Steering Group

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

The Steering Group includes senior transport officials, police officers, academic experts and representatives from Road Safety Support (RSS) and UK Road Offender Education (UKROEd) as well as

other national road safety specialists. This wealth of expertise is used to provide support to strategic direction, ensure an evidence-led approach and scrutiny of partnership activities.

Safer Roads Partnership Board

GM has a long history of partnership working in road safety, evolving from a partnership focused on safety camera operations, through to improving road safety more broadly through the Greater Manchester Casualty Reduction Partnership from 2007, which in turn transformed into Safer Roads Greater Manchester Partnership. The Partnership includes representatives from:

- Bolton Council
- Bury Council
- Greater Manchester Combined Authority
- Greater Manchester Fire and Rescue Service
- Greater Manchester Police
- Manchester City Council
- National Highways
- Oldham Council
- Rochdale Council
- Salford Council
- Stockport Council
- Tameside Council
- Trafford Council
- Transport for Greater Manchester
- Wigan Council

Partners to be confirmed

- NHS Care Trust
- Crown Prosecution Service
- HM Courts and Tribunal Services

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

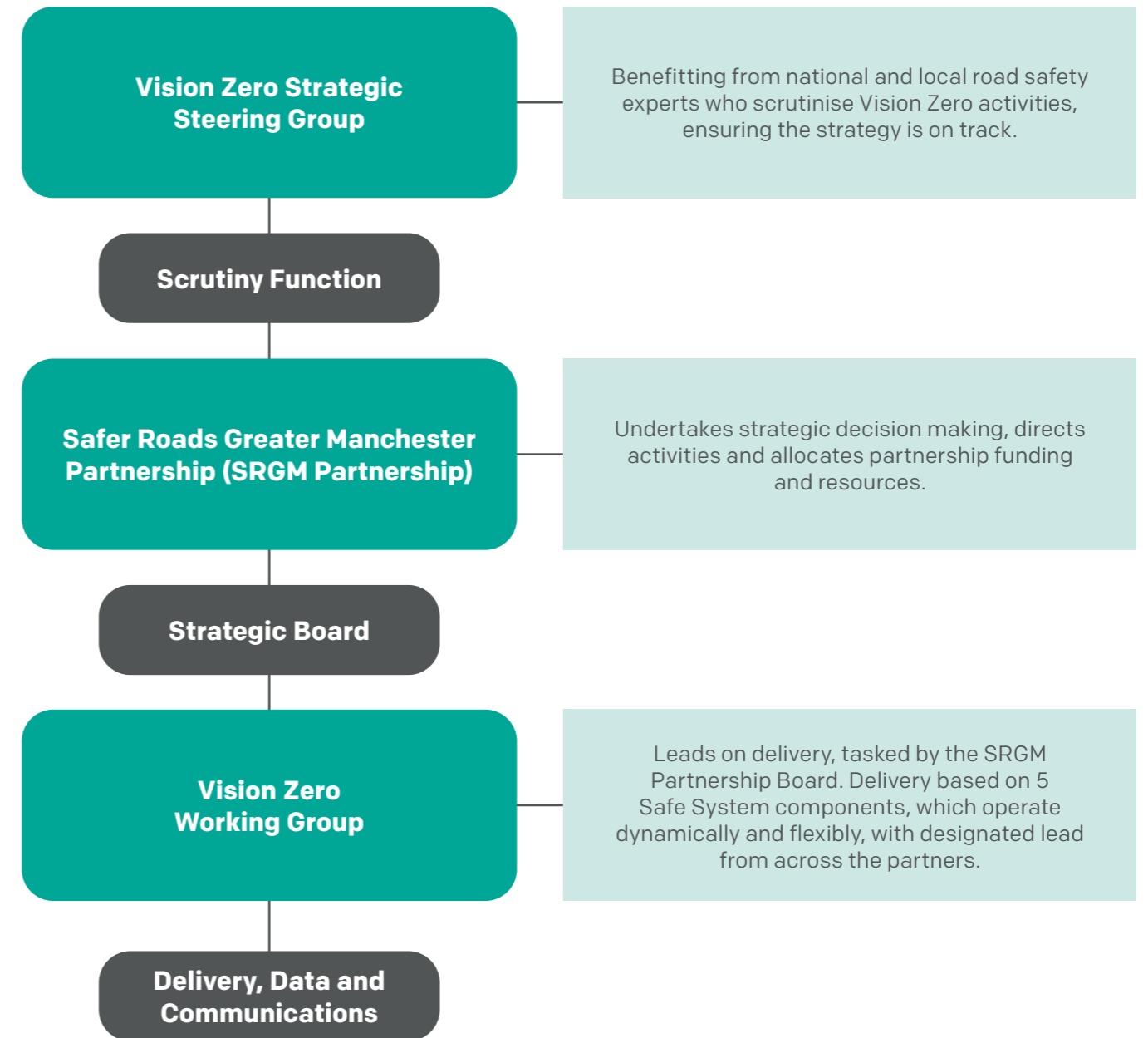
Vision Zero Working Group

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

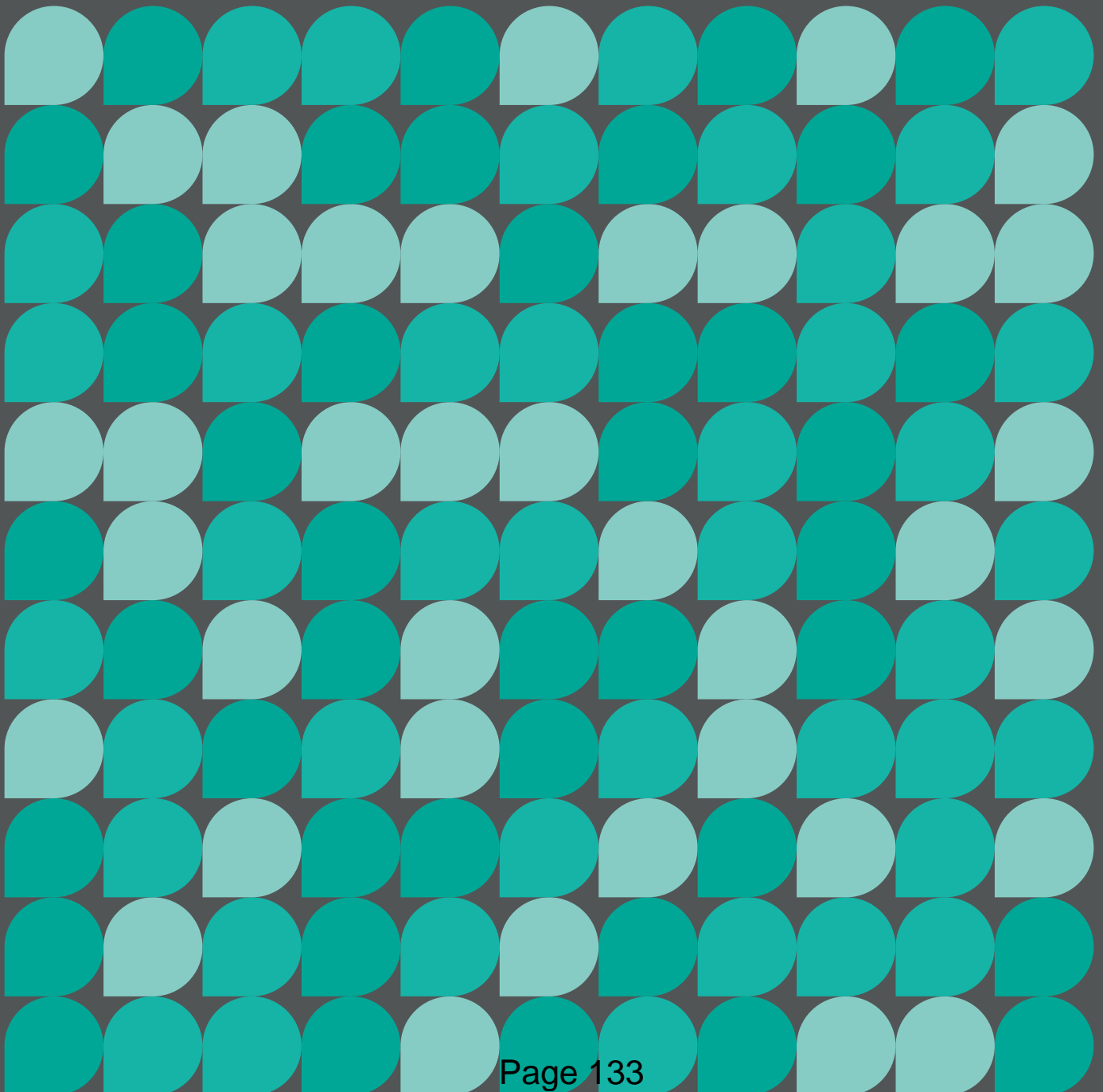
The Working Group will also provide input to future revisions of the GM 2040 Transport Strategy and also future GM Transport Delivery Plans, ensuring that Vision Zero is embedded into GM's core transport strategy, policy and delivery framework.

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

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



We continue to work towards Vision Zero alongside our partners and the public, we'd like to thank all those who have contributed to the Vision Zero Strategy and Action Plan.



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Greater Manchester Combined Authority

Date: 29th November 2024
Subject: Implementation of Greater Manchester VCFSE Accord
Report of: Cllr Arooj Shah, GM Portfolio Leader for Communities and Equalities,
Andrew Lightfoot, GM Portfolio Chief Executive for Communities

Purpose of the Report:

In September 2021, the Combined Authority approved a tripartite Accord agreement with the Voluntary, Community, Faith and Social Enterprise (VCFSE) sector and NHS Greater Manchester to act as a framework for collaboration involving VCFSE leaders and organisations in the delivery of the Greater Manchester Strategy (GMS) and the thematic strategies and delivery plans that will exist to deliver the GMS vision. The Accord has been endorsed through the Executive structures of all ten of the GM local authorities.

This report provides an update on the work that is currently taking place across Greater Manchester, including implementation of the VCFSE Fair Funding Protocol, agreed by the CA in October 2023.

A huge amount of progress has been made already, with VCFSE sector representatives “at the table” in many of the places where important decisions are made across the NHS Health and Social Care, GMCA and Transport for Greater Manchester partnerships. The sector is playing a strong role across all the commitments and thematic areas of the GMS, and improvements have been made in support for the sector’s workforce, in communication, in partnerships and in service delivery.

However, at the current time there is huge pressure on both public budgets and the resources available for VCFSE activities, and recent months have seen significant developments that will affect future delivery. The VCFSE Accord and its associated workstreams have built capacity across the sector, but it is important that this commitment by the GMCA and its constituent local authorities is strengthened if VCFSE organisations are going to continue to play their vital role in our communities and our ambitions.

<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>

VCFSE organisations should be part of shaping our strategy, at the heart of our delivery and an ambassador and trusted friend in our communities. Greater Manchester should achieve parity of esteem for the VCFSE sector with the way that we regard our business community. It is proposed therefore, that the CA extends an invitation to the Chair of the GM VCFSE Leadership Group to attend all future CA meetings.

Furthermore, it will be important that activities led by the VCFSE sector that are currently funded through UKSPF can continue into the 2025/26 financial year.

Work is ongoing between VCFSE leaders and public partners to explore the sector's role in the refreshed GMS and in Growth and Reform, including the delivery of flagship missions such as Live Well, the Bee Network, MBACC and Housing First. It is proposed therefore that a further paper is brought to the CA for consideration early in 2025 which describes a series of strategic undertakings in partnership with the VCFSE sector, which will be implemented through the VCFSE Accord.

Recommendations:

The GMCA is requested to:

1. Note the progress update provided, and next steps outlined at section 4, including that a further paper will be brought for consideration early in 2025.
2. Agree that an invitation should be extended to the Chair of the GM VCFSE Leadership Group to attend future meetings of the Combined Authority.

Contact Officers:

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Andrew.Lightfoot@greatermanchester-ca.gov.uk

Anne Lythgoe – VCFSE Accord Lead
Anne.lythgoe@greatermanchester-ca.gov.uk







Equalities Impact, Carbon and Sustainability Assessment:

Results of the [Sustainability Decision Support Tool](#) are included here:

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	<p>The Accord enables involvement of a range of communities of identity, experience and geography, facilitating support and advocacy for particular communities.</p> <p>Key to the work of the VCSE sector under the Accord will be to enhance its ability to tackle poverty and disadvantage</p> <p>The Accord will facilitate the involvement of VCSE organisations in the service reform programme and 'services for people' in localities and neighbourhoods.</p> <p>The VCSE Accord will include work to increase co-design of services, support the GM Equalities Alliance and enable structures that allow communities to have a say in shaping decisions that affect them</p> <p>Involvement of VCSE organisations will be key to work to support community cohesion across GM, and this will be embedded in work to deliver the Accord.</p>	
Health	G	<p>Through key VCSE-led programmes like GM Moving, also through development of structures for the GM-wide Live Well service.</p> <p>The VCSE Accord will build from existing successes around VCSE-led low level mental health programmes.</p> <p>Through key VCSE-led programmes like GM Moving, also through development of structures for the GM-wide Live Well service.</p> <p>Through facilitation of key VCSE-led wellbeing programmes including development of structures for the GM-wide Live Well service.</p> <p>Improving referral pathways and connections for support, via VCSE organisations collaborating with statutory services</p> <p>The VCSE Accord will enable VCSE involvement in key healthy food programmes, and enable a support infrastructure and resilient forms of funding</p>	
Resilience and Adaptation	G	<p>The VCSE sector has an important role to play in creating environmental benefits, reducing carbon use, responding to emergencies and mitigating risks to communities.</p> <p>The VCSE sector has an important role to play in the Coronavirus recovery work</p> <p>The VCSE Accord describes the sector's role in supporting resilience of society and environment</p> <p>A strong agreement with the VCSE sector will enable involvement in key community safety programmes such as the Violence Reduction Unit.</p> <p>VCSE organisations play a significant role in enhancing and maintaining green and blue space in GM</p>	
Housing	G	<p>The VCSE Accord will build from strong experience around the Homeless Action Network, for example</p> <p>Through the VCSE-led community homes programme</p> <p>Through community ownership and management of redundant and underused buildings and public spaces</p>	
Economy	G	<p>The VCSE Accord contains a commitment around making a more inclusive and social economy</p> <p>The VCSE Accord contains a commitment around improvement of workforce capacity and capability, also seeking for the sector to have 100% employees paid the Real Living Wage</p> <p>The VCSE Accord contains a commitment around improvement of workforce capacity and capability, also seeking for the sector to have 100% employees paid the Real Living Wage</p> <p>The Accord will include work to support social enterprises and other social economy organisations to thrive</p> <p>VCSE organisations play a key role in social innovation activities</p> <p>The VCSE sector can lever in funds from charitable funders, social investors and other philanthropic givers.</p> <p>VCSE organisations play a key role in community learning programmes that wrap around statutory provision</p>	
Mobility and Connectivity	G	<p>Focus in the VCSE Accord on accessible services, facilitating the hearing of lived experience from communities and co-design of infrastructure</p> <p>VCSE organisations play a role providing low carbon transport schemes</p> <p>Focus in the VCSE Accord on accessible services, facilitating the hearing of lived experience from communities and co-design of infrastructure</p>	
Carbon, Nature and Environment	G		
Consumption and Production	G	<p>VCSE organisations make commitments to reduce waste in their activities</p> <p>VCSE organisations make commitments to increase reuse and recycling in their activities</p>	
Contribution to achieving the GM Carbon Neutral 2038 target		<p>The UKG are interested in bids which are particularly strong on the need for UKCRF projects to demonstrate a contribution to national net zero and carbon reduction ambitions and this forms a key part of the UKG's assessment criteria. GM priorities should contribute to our carbon neutrality and environmental objectives. We would welcome projects which are innovative, inclusive and support the</p>	
Further Assessment(s):		Equalities Impact Assessment and Carbon Assessment	
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Carbon Assessment

Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport		
Roads, Parking and Vehicle Access	N/A	These may result through implementation of the Accord
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:

This report is considered to have a low level of risk

Legal Considerations:

Any legal considerations are set out in the body of the report

Financial Consequences – Revenue:

To support this work, a budget of £228,400 was approved by the GMCA in September 2020 funded from Cultural Fund met from District contributions, and approval delegated to the GMCA Treasurer, in consultation with the Communities Portfolio Leader and Chief Executive, to award grant agreements, subject to final agreement of GMCA budgets. This funding has been further supplemented by funding from GM Integrated Care Board.

Financial Consequences – Capital:

N/A

Number of attachments to the report:

Annex 1 - GM VCFSE Accord Interim Evaluation Report

Comments/recommendations from Overview & Scrutiny Committee:

Overview and Scrutiny Committee considered an update on progress with the VCFSE Accord and implementation of the Fair Funding Protocol at its meeting in March 2024, noting the report. Comments made by Committee members can be viewed at [Public Meeting Minutes Template \(greatermanchester-ca.gov.uk\)](#)

Background papers:

Information about GM VCFSE Leadership Group – <https://VCFSEleadershipgm.org.uk/our-work/>

Tracking/ Process

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

No

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction and Background

- 1.1 In September 2021, the GM Health & Social Care Partnership Executive Board and the Combined Authority approved a new tripartite Accord agreement with the VCFSE sector lasting until March 2026. The Accord acts as a framework for collaboration involving VCFSE leaders and organisations in the delivery of the Greater Manchester Strategy and the thematic strategies and delivery plans that exist to deliver the GMS vision.
- 1.2 The Accord has also been endorsed through the Executive structures of all ten of the GM local authorities and is an integral part of services for people in our communities.
- 1.3 The VCFSE Accord agreement facilitates a unified way of working and allows a single conversation with the sector in relation to all aspects of the GMS and its partner strategies. It also enables a focus on sustaining the sector's valuable work in communities and creating more resilient VCFSE services.
- 1.4 The work described in this paper is set within a period of extreme demand and dependence placed on both the public and VCFSE sectors. Active involvement of voluntary and faith-based organisations, community groups and social enterprises in places and neighbourhoods will be key to Greater Manchester being able to respond to these pressures and drive growth in the local economy, while addressing the priorities of tackling inequalities, building confidence, and co-design of a resilient city region.

2. Delivering the Greater Manchester VCFSE Accord

- 2.1 In April 2023, a Delivery Plan was put in place for the final 3 years of the current VCFSE Accord agreement which contains an iterative programme of enabling and developmental activities driven at a GM-wide footprint, informed by the support and capacity needs identified through locality working. These actions invested in at a GM footprint aim to enable and facilitate delivery in localities, neighbourhoods and communities. All commitments will be achieved in partnership.

Progress Update October 2023 – October 2024

- 2.2 Work to date at a GM footprint has focussed on building relationships: bringing people together, developing improved ways of working and addressing barriers to

productive working. It provides dedicated support, creates capacity and helps the VCFSE sector function as a collaborative ecosystem across the city region .

The successes so far have included:

- **Population Health** – strengthening relationships between the VCFSE sector and the population health system including increasing the sector’s delivery role in early intervention and prevention; in GM’s community-led Cardiovascular Disease and diabetes work; in Primary Care Networks and local referral pathways; establishing a data and intelligence community of practice and active participation in the Live Well system design.
- **Commissioning and Investment** – collaboration around implementation of the GMCA Fair Funding Protocol and its roll out for NHSGM alongside new VCFSE commissioning and contracting principles. The continuing development of the **GM Alternative Provider Collaborative** as a key player in the health provider system. Exploration of the implications of the new Procurement Act for the VCFSE sector in GM.
- **VCFSE Workforce development** – Launch of a pioneering GM-wide workforce development programme for the VCFSE sector, including a new workforce development hub and purpose-built recruitment website.
- **Communication** – delivering a communication and engagement strategy linked to groups across Greater Manchester to improve the sharing of information, build links to Accord delivery and better connect to public sector partners. New GM VCFSE Leadership Group website - [GM VCFSE Leadership Group](#)
- **Ecosystem development** – building capacity in the social infrastructure which underpins the VCFSE sector across GM, which links with strategic relationships at a locality and neighbourhood level. Increased collaboration between the VCFSE local infrastructure organisations across and between the 10 districts of GM. Enhancing links to faith communities, and bolstering sector capacity to collectively connect to action on poverty and inequality. Development of a shared EDI framework, creation of a new Local Infrastructure Climate Group and Volunteering Network.
- **GM Equalities Network** – acting as a collaborative of people from a wide range of communities of identity, working closely with the GM Equalities Panels to advise, support and bring insight from diverse and intersectional viewpoints on

key strategies and service design issues such as the GM Fire and Rescue Plan, Employment and Skills proposals and Transport Strategy, for example.

- **Inclusive Economy** – policy development arising from VCFSE-led discussions about the creation of a fairer and more inclusive economy, including a range of case studies and pieces of evidence of what an inclusive economy might look like in action as part of local growth in Greater Manchester.
- **VCFSE Involvement and Influencing** – involvement of members of the GM VCFSE Leadership Group as well as leaders from the wider sector in the partnerships, Boards and other collaborative structures of the work of the GMCA, NHS GM and GMS. Publication of the GM [VCFSE Manifesto 2024-2028](#).

2.3 **Annex 1** contains the mid-point evaluation report for the current Accord grant agreement, which shows that significant progress is being made towards the creation of a thriving VCFSE sector that is **involved, empowered and responsive**, and therefore better able to support diverse communities across Greater Manchester. There has been clear progress towards the Accord Commitments, evidence of increased understanding of the VCFSE sector, and successful building of effective partnerships and relationships across Greater Manchester. The VCFSE sector has been welcomed with, not only an open door, but with open arms, by public sector partners in order to improve outcomes for Greater Manchester communities and citizens.

Complimentary activities

2.4 Aligned to the work described above, activities across the 10 districts of Greater Manchester through **UK Shared Prosperity Fund E11** are focussing on capacity building of infrastructure support for local civil society. This work is led by a partnership of Local Infrastructure providers across Greater Manchester and has established a common framework of VCFSE infrastructure functions, working with each locality in Greater Manchester to identify strengths, weaknesses, gaps and development needs. This has led to a programme of capacity building which includes improved communication channels, development of new types of support (for example around social enterprise / investment, social value and Net Zero carbon), improved membership and collaborative leadership models, staff training, standardised equalities monitoring, and new arrangements for VCFSE

organisational health checks. This additional investment of UKSPF funding directly into localities has complimented locally commissioned VCFSE infrastructure and grants but is currently time-limited and will end on 31st March 2025, one year before the end of the current VCFSE Accord.

- 2.5 Additional UKSPF funding has also led to the creation of '**Our Business**', which supports the more commercial part of the VCFSE sector, acting as a new 'front door' to relevant business support services, creating a community of social economy service providers and an information hub to support VCFSE managers. This online platform is complimented by a programme of business support activity provided by the VCFSE local infrastructure bodies. As per paragraph 2.4, funding for this work currently ends in March 2025.
- 2.6 The **VCFSE Forum** has uniquely brought together representatives from all ten GM Councils, NHS and VCFSE together to discuss some of the key issues facing Greater Manchester and the VCFSE sector's role in addressing inequality. The Forum continues to drive forward consistent ways of working in partnership with the VCFSE sector across Greater Manchester, involving senior local politicians, local authority and NHS officers working with VCFSE representatives.
- 2.7 In September 2023, the GMCA Education, Skills & Work directorate procured a managing agent (the Workers' Educational Association) to deliver a long-term, **£5m Community Grants programme**. Community based projects are supported up to the value of £100k per grant and delivered by VCFSE sector organisations and housing providers working with disadvantaged and/or excluded unemployed and inactive residents (aged 16 and over) for the purpose of enabling their progress towards and skills employment across Greater Manchester. So far there has been an equitable share across all 10 GM boroughs, with 139 projects supporting over 5000 residents. Lessons learnt from Phase 1 will inform the potential Phase 2 programme of grants.

3. The changing landscape for VCFSE Sector activities

- 3.1 It should be noted that there have been significant changes in the last 12 months which will directly affect the work of the VCFSE sector.
- 3.2 The first of these changes has followed the re-election of the GM Mayor, whose Manifesto contained clear priorities which will require significant contributions from the VCFSE sector. Supporting people to **Live Well** in communities is endemic to the

work of the sector and it plays a vital role in prevention. VCFSE organisations can play a role across the supply, standards and support strands of the **Housing First** programme, as operators, users and supporters of the **Bee Network** and in providing a wider support ecosystem for the **MBACC and Adult Skills support system**, for example.

3.3 The change in national government has brought forward a set of **National Missions** around economic growth, clean energy, criminal justice, childcare, education and health – in which the work of the VCFSE sector plays an integral part. Furthermore, there will be a requirement for a **GM Plan for Growth and Reform**, in which the VCFSE sector will play a key role, in addition to the planned refresh of the GMS.

3.4 Work with government towards the **Integrated Settlement** for Greater Manchester must consider the role that the sector can play across each of its pillars, and lead to the channeling of support and funding into VCFSE activities and solutions. It will be important that the sector is engaged and involved throughout the development of the Settlement, and the VCFSE Accord principles and other commitments around co-design and Fair Funding, for example, are embedded within it.

3.5 The role of the VCFSE sector will also be instrumental in supporting the delivery of the **Greater Manchester NHS (three-year) Sustainability Plan**. The Sustainability Plan is based on five key pillars:

- Cost Improvement
- System Productivity and Performance
- Reducing Prevalence
- Proactive Care
- Optimising Care

Pillars three (Reducing Prevalence) and four (Proactive Care) will require significant VCFSE support. The VCFSE sector are already involved programmes of work that are working to maintaining the population in good health and avoiding future cost through prevention. In addition, the sector will be integral to delivering the Proactive agenda:

- Catching ill health early
- Managing risk factors

- Delivering evidence based, cost effective interventions to reduce the level of harm.

The Integrated Care Board is currently considering a number of papers which will clearly establish operational arrangements for commissioning, Fair Funding and VCFSE delivery in the GM Integrated Care System.

VCFSE organisations and localities

3.6 Recent engagement involving representatives from all 10 GM local authorities has shown:

- **Each of the GM local authorities has a different relationship / set of relationships with their local VCFSE sector**, with issues including policy capacity and available funding within the local authority for work with the VCFSE sector, leadership capacity within the local VCFSE sector and their ability to engage in council-led projects, and the current 'churn' in the system meaning that new relations are continuously having to be formed and re-formed. The impact of historic policy decisions and past relationship breakdown, for example, has led to a huge diversity across Greater Manchester's local authorities in the level of involvement and role of the VCFSE sector in each place.
- **Availability of sufficient, long-term, funding** for the activities of the VCFSE sector was described by all local authority areas as the biggest single issue that they face.
- All localities talked about the **role of VCFSE organisations in neighbourhood working**, supporting local communities. However, it was noted that many things that the VCFSE sector does could be regarded as 'services' in communities, not 'projects'. As such, funders such as the National Lottery Communities Fund find it difficult to support these activities, and individual Councils don't have the budget to pay for them. This will be a huge risk for programmes such as 'Live Well' as they roll out across GM.
- All local authority areas have some form of **local VCFSE 'Infrastructure Support'** and recognise the value of this service to both local authorities and the wider VCFSE sector in building partnerships and collaboration, enabling sector leadership and advocacy, building capacity and supporting volunteering. However, the capacity of this support is extremely limited in some localities, and

although some have 'place-based' community anchor organisations, much of the support to the wider VCFSE sector is provided through short-term contracts that can barely support an increasingly diverse and changing sector.

- Several local authorities described a challenge around being better able to jointly **describe the difference** that partnerships with the VCFSE sector are making and being able to articulate the added value of work with the VCFSE sector. A pressure to be constantly evaluating and re-evaluating value for money is being felt.

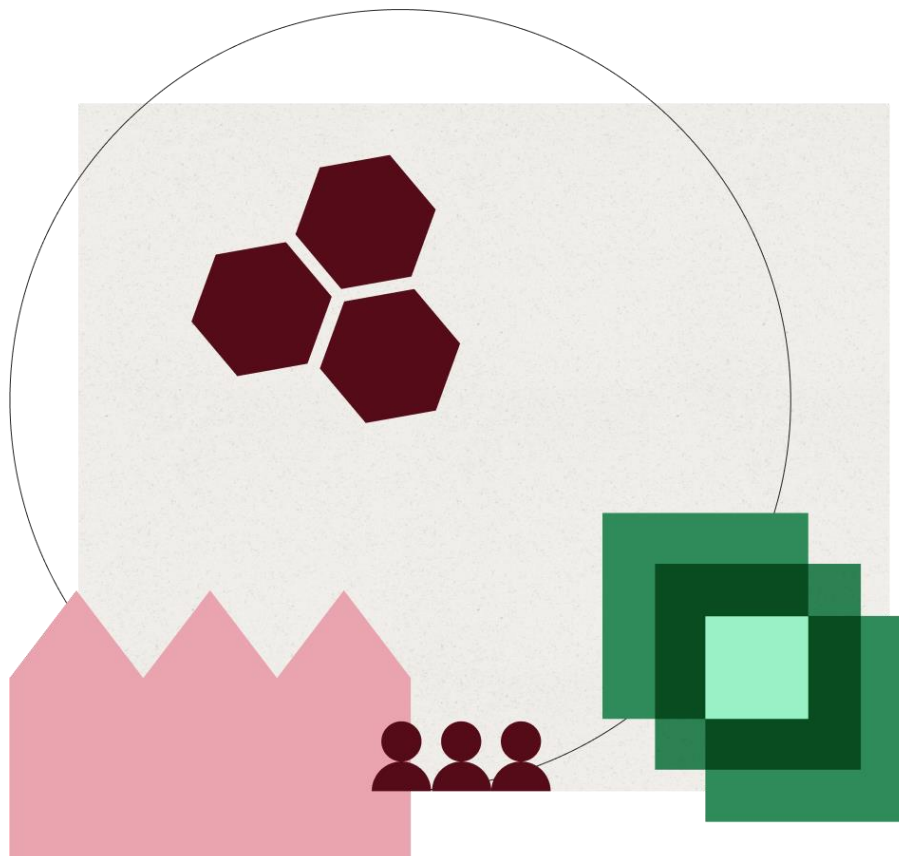
4. Next steps

- 4.1 The sheer scale of the challenge ahead means that the GMCA will need to work collaboratively with a range of partners, including the VCFSE sector. It is clear that leveraging VCFSE capacity is key if we are to deliver our commitment to the new Government.
- 4.2 Greater Manchester should achieve parity of esteem for the VCFSE sector with the way that we regard our business community. VCFSE organisations are a key part of our local economy, partners in our services for citizens, and anchors in our communities. **It is proposed therefore, that the CA extends an invitation to the Chair of the GM VCFSE Leadership Group to attend all future CA meetings.**
- 4.3 VCFSE organisations should be part of shaping our strategy, at the heart of our delivery and an ambassador and trusted friend in our communities. It will be important to involve VCFSE representatives in shaping Live Well and other key programmes of work at both a GM and locality footprint, as well as in our negotiations with Government around the Integrated Settlement. It will be vital that funding from the devolution settlement for GM can flow through to activities led by the VCFSE sector in localities.
- 4.4 The success of VCFSE delivery and their contribution towards community resilience in localities is underpinned by an ecosystem of support, and we will work with the sector to build on UKSPF funded work, and enable resilient VCFSE ecosystem / support infrastructure arrangements that support the sector effectively in every locality as well as working across and between localities and GM. It will be important that activities led by the VCFSE sector that are currently funded through UKSPF can continue into the 2025/26 financial year and that activity can connect directly with the emerging Live Well model during this funding extension.

4.5 In signing the Accord, GMCA has made an organisation-level commitment to the VCFSE sector and supporting / enabling the capacity building of VCFSE organisations. However, over the coming months and years it will be important to continue to support the sector to maximise their role. It is proposed therefore that a further paper is brought to the CA for consideration early in 2025 which describes a series of strategic undertakings in partnership with the VCFSE sector, which will be implemented through the VCFSE Accord.

Greater Manchester VCFSE Accord Interim Progress Report

October 2024



Secretariat



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The GM VCFSE Accord is an agreement between the VCFSE sector, GMCA, its constituent local authority members and statutory partners and GM NHS Integrated Care System a relationship of mutual trust, working together, and sharing responsibility.

vcfseleadershipgm.org.uk/work/the-accord

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Executive Summary

This report sets out a 'mid-point' evaluation for the first year and a half of the current GM VCFSE Accord Delivery Plan. As the first report of its type which has been prepared about the Accord work, it will also showcase achievements since the signing of the landmark Accord agreement in 2021, take a broad view of our partnership working, examine progress towards its eight commitments of the Accord and of its success in driving system change.

This evaluation also aims to examine the difference being felt by the partners in the GM VCFSE Accord across GM, explore what has and hasn't worked in the collaboration and consider the integrity of the Accord agreement itself. The report will consider the changes which have been influenced by work carried out using the funding provided by GMCA and GM NHS Integrated Care allocated at a GM footprint to enable delivery across the city-region. However, it should be noted that it has been difficult to directly attribute cause and effect in some cases – so the report also describes the wider impact and direction of travel towards the Accord vision, aims and commitments.

The primary audiences for this evaluation are the GM VCFSE Leadership Group, GMCA and GM Integrated Care. However, it will also contain information and learning for the wider VCFSE sector, local authority, Integrated Care System and other wider and national partners.

The evaluation uses a logic model which was created for the Accord to describe the agreed commitments, outcomes and longer-term impacts which are being looked for. The activities described in the report under each commitment are acting to enable change with the result that the VCFSE sector can better deliver positive outcomes for communities and citizens in GM. The evaluation prioritises consideration of process and outputs working towards the Accord commitments set against the framework of the logic model, over attempting to prove impact through specific and cumulative measurements. It contains analysis of feedback from key stakeholders, programme management reports, products and key achievements, presenting case studies, conclusions and recommendations against the commitments and key elements of the Accord.

The report shows that there have been **significant headline activities** that include:

- scaling up the VCFSE role in operational delivery of health and care outcomes
- building a VCFSE pipeline of skills and employment support
- investment in community ownership models and community-centred economic development
- embedding the VCFSE role in mental health and wellbeing support structures
- pivotal involvement of the VCFSE sector in new models of thinking in public service delivery (for example Changing Futures, Live Well, Primary Care)
- establishing the first Alternative Provider Collaborative in England
- supporting system-level access to the voice of equalities and intersectional lived experience through the GM Equalities Network (GM=EqAI)
- improving commissioning and procurement processes and impact through the Fair Funding Protocol and GM VCFSE Commissioning Framework
- building stronger links to Greater Manchester's GM Networks Connect – which brings together activity around key aspects of poverty and inequality in society
- embracing the work of faith organisations in the GM VCFSE Accord work through interfaith mapping, GMCA covenant and interfaith statement
- supporting a VCFSE distributed leadership model and embedding the voice of the sector in GM boards and decision-making processes, and supporting a ground-breaking revolution in the delivery of population health, early intervention and prevention work across gm as highlighted in the recent King's Fund report¹ on Population Health in GM.

¹ <https://www.kingsfund.org.uk/insight-and-analysis/reports/population-health-greater-manchester>

It is clear that there has been strong progress towards the Accord Commitments, evidence of increased understanding of the VCFSE sector, and the successful building of effective partnerships and relationships across Greater Manchester. The VCFSE sector has been welcomed with not only an open door, but with open arms, by public sector partners in order to improve outcomes for Greater Manchester communities and citizens.

The programme of work is enabling the VCFSE sector to be better supported, putting 'scaffolding' in place and formalising structures for the future. The sector is increasingly recognised for its role in service delivery, as part of an inclusive economy, its connection to communities, with good practice being shared between VCFSE organisations which are better connected.

The evaluation shows that the Accord has raised the profile of the VCFSE sector with public sector leaders, facilitating its inclusion in strategic discussions and co-design. As a result of the sector's raised profile, the Accord has changed the approach taken by GMCA, NHS GM and their partners, with an improved understanding of the value that the VCFSE sector brings and public commissioners increasingly looking to the sector as part of their work. Core to the ways of working set out in the original Accord agreement, trust and positive individual relationships have been fostered between the VCFSE and public sectors, with numerous examples of the creation of safe spaces for open dialogue and collaboration.

Recommendations

Based on the progress mapped against each commitment, the evaluation highlights that further attention to commitments covering: the financial resilience of the VCFSE sector; the strength of our VCFSE ecosystem; increasing of co-design of local services; and embedding of the VCFSE as a key partner for the delivery of them, is required. Delivery planning for the next year and a half should include activity to address this.

Accord stakeholders were asked if they thought the Accord is having an impact and leading to change, and what work they felt still needed to be done. The resulting recommendations were:

1. **Investing in the Sector:** Given the significant challenge posed by NHS and other funding cuts in Greater Manchester, it is crucial that partners continue to recognise that investing in the VCFSE sector is not a cost but a strategic investment.
2. **Strengthen District-Level Engagement:** While Greater Manchester level work has seen progress, it is vital that the activities and benefits extend to and involve all districts.
3. **Enhance Communication and Awareness:** Many respondents to the stakeholder survey noted that the Accord's visibility is still limited, particularly among public sector partners.
4. **Sustain and Build on Relationships:** The Accord has allowed for strong relationships to be built over the past several years, but there is a risk where these relationships are between individuals. To ensure a lasting impact, connections and governance could be further formalised with clear frameworks and shared accountability.
5. **Address National-Level Challenges:** Greater Manchester is an exemplary model VCFSE involvement in devolution. However, there is a need to continue to advocate for the VCFSE sector in the national political context, challenging historic financial management regimes that stifle local-level collaboration and innovation.
6. **Championing the sector's role in prevention and growth:** The next phase of Greater Manchester's devolution work will be an important focus for all of us and will set the tone for not only how we collectively improve opportunities and outcomes for our communities, but also how we set the tone for how the sector is seen and understood nationally.

Introduction

The following report sets out our progress under the GM VCFSE Accord Agreement, or a ‘mid-point’ evaluation for the first year and a half of the **2023-2026 Delivery Plan²**, ahead of the full final evaluation report in March 2026. As the first evaluation report of the Accord, it will showcase the achievements since the signing of the landmark agreement in 2021. It aims to set out much of our headline activity, taking a broad view of the progress in partnership working, in working towards its eight commitments and of its success in driving systems change.

About the Accord

The GM VCFSE Accord is a three-way collaboration agreement between the Greater Manchester Combined Authority, its constituent local authority members and statutory partners (including Transport for Greater Manchester) and the Greater Manchester Integrated Care System and the GM Voluntary, Community, Faith, and Social Enterprise (VCFSE) Sector³ represented by the GM VCFSE Leadership Group, based in a relationship of mutual trust, working together, and sharing responsibility. The purpose of this Accord is to further develop how we work together to improve outcomes for Greater Manchester’s communities and citizens.

In this document, where the words ‘we’ or ‘our’ or ‘us’ are used, this includes all parties to the Accord agreement acting with a single voice.

In accordance with the agreed Accord evaluation framework this report sets to review the work through gaining an understanding of:

- **System change** – 360° views assessing and learning from the process of partnership delivery to refine the future delivery model(s)
- **Progress** – Assessing the progress made towards and agreed set of outcome indicators and targets linked to the 8 Commitments in the GM VCFSE Accord
- **Integrity** – seeking a view of the Accord itself and compliance with the values that it contains

The report will explore the development of relationships, system changes and working practices which are happening

as a result of the GM VCFSE Accord, as well as identifying any outcomes achieved so far.

Purpose

The purpose of the evaluation will be to understand the difference that has been reported by the partners in the GM VCFSE Accord across GM as a result of the Accord being put in place. It will also explore what has and hasn’t worked in the collaboration and joint working ‘system’ arrangements which have developed through the delivery of the Accord commitments. It will also consider the integrity of the Accord agreement itself.

The evaluation is a key requirement of the GMCA and GM Integrated Care with both bodies pledging key funding towards the Accord activities.

Accord Evaluation processes fulfil reporting duties but are also seen as capacity building for the leadership in the VCFSE sector. Through programme evaluation, we are building up a longer lasting system of insight gathering and inform continuous improvement, which will be invaluable to the GM VCFSE Leadership Group and other Accord partners.

The results of the evaluation will be used to consider Delivery Planning and VCFSE Accord arrangements after March 2026, including any future funding agreements. Findings will also be shared within the individual districts of GM to inform locality working.

Scope

The evaluation will **only** consider the changes which have been influenced by work which has been carried out using the funding provided by GMCA and GM NHS Integrated Care and allocated at a GM footprint to enable delivery of the Accord across the city-region. However, it should be noted

² <https://www.vcfseleadershipgm.org.uk/news-and-events/three-year-plan-for-the-greater-manchester-vcse-accord-agreed-2023-26>

³ When discussing the VCFSE sector in Greater Manchester, we are referring to voluntary organisations, community groups, the community work of faith groups, and those social enterprises where profits will be reinvested in their social purpose.

that it has been difficult to directly attribute cause and effect in some cases – so the report also describes the wider impact and direction of travel towards the Accord vision, aims and commitments.

it will also contain information and learning for the wider VCFSE sector, local authority, and Integrated Care System partners. The evaluation report may also be of interest for other regions of England which are following our example with the GM VCFSE Accord and developing collaboration agreements like the GM VCFSE Accord.

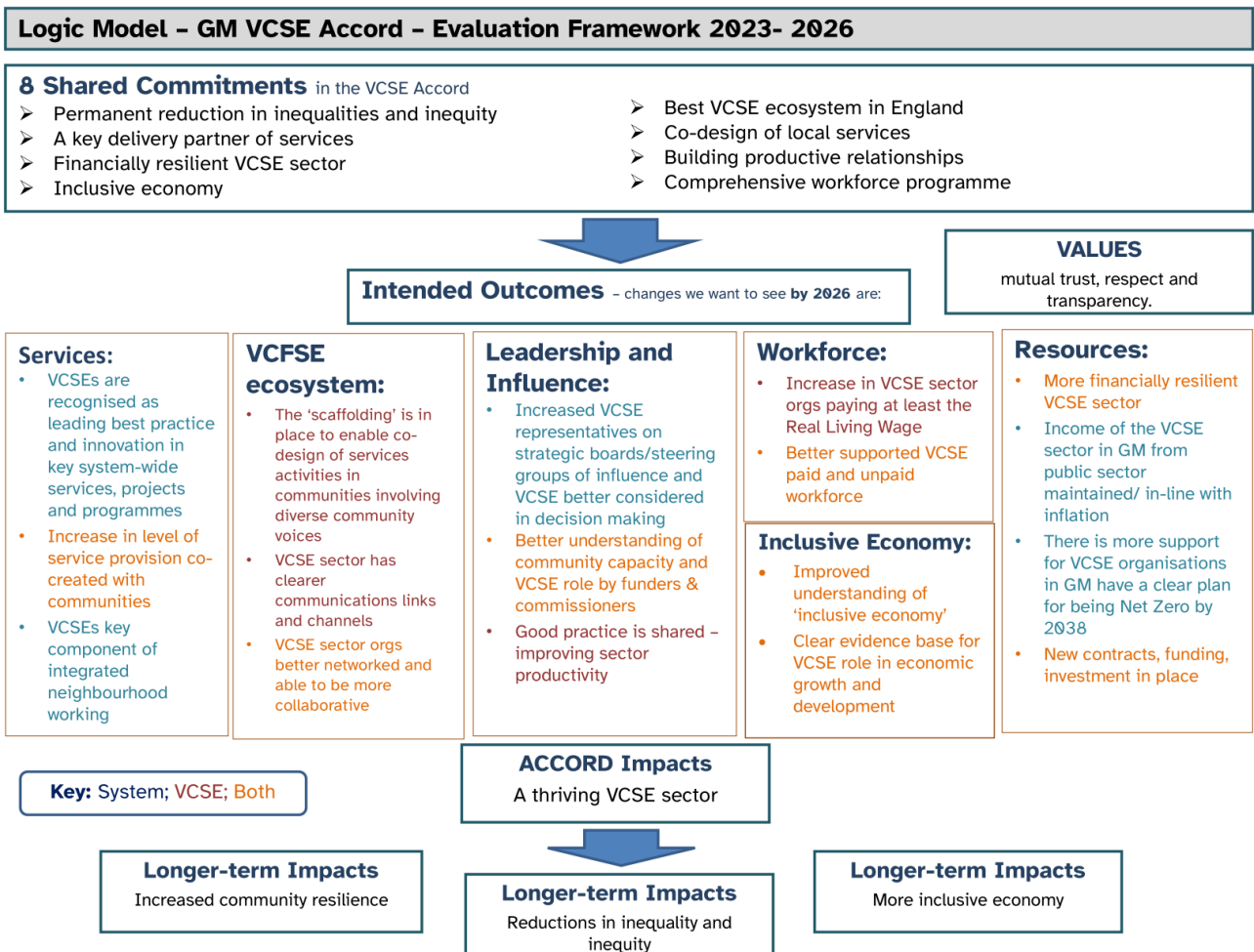
Audience

The primary audiences for this evaluation are the GM VCFSE Leadership Group, GMCA and GM Integrated Care. However,

Logic model

Due the Accord being a programme of enabling work for the VCFSE sector to better deliver positive outcomes for communities and citizens in GM, many of the impacts made will be indirect. As such, a process evaluation model was prioritised, reviewing the process and outputs working towards the Accord commitments set against the framework of the logic model, over attempting to prove impact through specific measurements.

The following logic model for the GM VCFSE Accord has been developed with the GM VCFSE Leadership Group.



Commitment 1: Working together to achieve a permanent reduction in inequalities and inequity

We will work together to achieve a permanent reduction in inequalities and inequity within Greater Manchester, addressing the social, environmental and economic determinants of health and wellbeing.

Our aim is to ensure active VCFSE participation and parity in strategic work to enhance equality, equity and wellbeing.

At the core of the Greater Manchester VCFSE Accord is a shared commitment to collaboratively address and permanently reduce inequalities and inequity within the region. Recognising the interconnected social, environmental, and economic determinants of health and wellbeing, we aim to ensure active participation and equitable representation of the VCFSE sector in strategic initiatives designed to enhance equality and promote wellbeing. Addressing these disparities is fundamental to the Accord's mission, driving the work of the Greater Manchester VCFSE Leadership Group and its various collaborative working groups through a distributed model of leadership. Each delivery objective outlined in the Accord is fundamentally geared toward fulfilling this commitment, reinforcing our dedication to fostering a fairer and more inclusive community.

Headline Activities

- Strategic work with NHS Population Health Team
- Primary Care Network test and learn sites, learnings and recommendations
- The creation of a community of practice around VCFSE data & intelligence

A Shared Vision for Population Health

Leading much of the work, since 2021, the **Population Health working group** and leading organisation **10GM** have been working with our partners to scale up and systematise the role of the VCFSE sector as a strategic partner and provider of services in Greater Manchester's Population Health system, with addressing inequalities at the core of its objectives. This work aligns with, and directly contributes to, the delivery of the Integrated Care Partnership Joint Forward Plan (2024-2029), and NHS Greater Manchester's annual business plans. This works alongside the Accord Agreement bringing together VCFSE organisations with NHS Greater Manchester, the Greater Manchester Combined Authority and others in a strong partnership arrangement with a shared vision.

Person and Community-Centred Approaches

Work has been done to maximise the role of people and communities (including through activities such as Social Prescribing, universal and targeted wellbeing and prevention work) to sustain and grow preventative activity which addresses the wider social determinants of health and activities which support the individuals and groups who are at greatest risk of poor health.

Through the Accord, **integrated neighbourhood working and co-design has fed-back vital information on community centred approaches to Primary Care Networks (PCNs)**. Test and learn pilots were developed using the national NHS **CORE20PLUS5** model as a framework through which to explore how long-term, sustainable VCSFE and PCN partnerships can drive targeted action to reduce health inequalities. 10GM awarded **grant funding of over £160,000 between five Test & Learn sites**. These sites sought to engage with PCNs in an area of Greater Manchester in the 20% most deprived in England, focusing on a group that is adversely affected by ill-health and at least one of five key clinical areas of health inequalities, each in a

different locality with focuses on specific communities or clinical need:

1. Stockport Progress and Recovery Centre – **Mental Health and Physical Health Needs**
2. Salford CVS – **Cervical Cancer Screening**
3. Trafford Community Collective – **Holistic Support and Engagement**
4. Groundwork – **Health Services and Wellbeing**
5. Afrocats – **Maternity Care**

The programme worked to:

- **Improve information/knowledge** - Improve the two-way flow of information regarding access to services and need in the community.
- **Increase Access** - Primary Care services visible and present in community settings, building trust and engagement.
- **Improve Experience** - Working with providers and other stakeholders to influence and shape the future delivery of Primary Care services.
- **Improve Outcomes** - Delivering our overall ambition of reducing health inequalities on a hyper-local footprint in our most deprived neighbourhoods

An evaluation partner worked with all colleagues across the five test and learn sites to help deliver the learning and evaluation work creating a full evaluation report⁴. A series of online and face-to-face activities took place, each with a different theme. **A final learning event took place on 5th September 2023 to share learning and a set of 10 recommendations for further action.**⁵

10GM evaluation of the project delivered several design, delivery and sustainability-related learnings, as well as recommendations for VCFSE organisations, primary care networks and the Greater Manchester Integrated Care Partnership setting out a **defined model for future working**. This included using the CORE20PLUS5 model as a basis for PCNs and VCFSE collaboration to support Fairer Health for All, and a shift to prevention-based healthcare as well as making more effective use of community and clinical spaces.⁶

Live Well

The Live Well programme aims to build community-led health and wellbeing to tackle health inequalities in GM. We have seen VCFSE leaders in all stages of the developing model of Live Well, with co-design ensuring the **VCFSE is embedded as an equal partner through governance, delivery and investment at GM, borough and neighbourhood levels.**

We saw **early involvement with the development of the successful National Lottery Community Fund Bid** for Live Well cross-GM programme, with **five locality ‘accelerator sites’** with voluntary sector partners as part of the activity. The VCFSE sector shaped the approach and embedded insight and existing good practice from the sector. Local infrastructure Organisations (LIOs) were involved in developing local proposals and VCFSE leaders have been part of the Live Well Steering Group.

Since the programme’s development into a broader movement, we have seen the **launch of Live Well Community Marketplace** being supported as well as co-design on the programme in Autumn/Winter 2023. This continued with the content planning for the LiveWell **events taking place in 2024**, with an event in October themed around Community Power, **attended by almost 500 people**, in which 10GM hosted a **data & intelligence workshop** and **chaired a panel**. In Autumn 2024, 10GM are collaborating with the **Live Well team to co-host an event** entitled: *‘Getting to the root of good health: The role of VCFSE in Health Creation’*

In November 2023, GM=EqAl consulted on an overview of the Live Well programme, highlighting the need to remove barriers to participation (such as improving the cultural competency of staff), acknowledging and addressing the lack of trust in certain institutions, the need to develop participatory decision-making methods to provide mechanisms for shared decision-making.

The VCFSE leading the Live Well model in Greater Manchester as a key vehicle for community preventative activity has been an influencing and leadership focus for the GM VCFSE Leadership Group, aligning with its confirmation as a Mayoral priority in the lead up to the May 2024 election. Since then, in Autumn 2024, **a letter was written to GMCA**

⁴ <https://10gm.org.uk/wp-content/uploads/2024/09/Final-EvaluationReportMatthewBaqueriza-JacksonLtd-August2300A.pdf>

⁵<https://10gm.org.uk/PCN-test-and-learn.html>

⁶<https://www.10gm.org.uk/assets/files/VCSE-PCNPolicyPaper.pdf>

from the **VCFSE sector** putting forward the role of the sector in the Integrated Settlement. The Live Well model was set out as an important example of how the sector will lead by delivering community services and enacting core community functions such as mobilising communities and offering a positive vision of community power and action.

Live Well Moving Forward

Plans to embed the VCFSE sector in future programme planning for Live Well have been part of strategic and prioritising conversations for the Accord 2024-25, and 2025-26

Intelligence & Insight

A **community of practice for VCFSE data and intelligence has been established** over the last few years, alongside a significant **VCFSE data maturity scoping project**.

Data Group

In Summer 2024, the Population Health Data Group, as an Accord delivery structure, refreshed its terms of reference, purpose and membership, showing how we are improving partnership working and **governance to evidence our values of transparency**.

The Population Health work was **funded and supported by NHS Greater Manchester Population Health**, exemplifying the **additional aligned contracts and work that the delivery structures of the Accord has enabled**.



Photo of a Population Health Data Group Workshop

⁷ <https://10gm.org.uk/VCSE-data.html>

Case Study – Data & Intelligence Maturity Report

From August 2023-March 2024, 10GM partnered with Data Orchard CIC to research and understand the state of data and intelligence in the VCFSE sector in Greater Manchester on a **‘VCFSE Data and Intelligence’⁷ Scoping Project**. The project’s purpose was to understand the current state of data maturity, explore challenges and barriers, and identify opportunities and actions for advancing data capabilities in the Greater Manchester VCFSE sector. The project explored how the sector is doing currently, listened to existing challenges and needs around data, and planned future support and resources that will support identified needs, **producing a report⁸**, a clear set of **key recommendations and several case studies showing how to improve data maturity, and the required systems change**.

As a result of this work, in Summer 2024 a **Peer Learning Network was set up** for VCFSE sector data professionals in Greater Manchester to connect, share best practices, and develop skills. The network aims to inspire improved data approaches and foster a supportive community. Sessions will explore challenges, discuss tools and tips, and build data expertise. The Network will shape sessions and contribute to the **intended outcomes of ‘system access to collective data’; ‘ensuring VCFSE intelligence built into decision-making’**, as a key way of carving out the **VCFSE sector’s strategic role in future delivery models**.

GM Population Health System

Encompassing all the work in this area, strong strategic collaboration with GM population health board has ensured supported integration of the VCFSE sector within local population health priorities including co-design of programmes and initiatives.

In early 2024, the VCFSE sector **participated in the NHS GM Population Health Business Planning Process 24-25** resulting in an objective to *scale up and systematise the role*

⁸ <https://10gm.org.uk/wp-content/uploads/2024/09/10GM-DataandIntelligenceImprovementReportv1.4.pdf>

of the VCFSE sector as a strategic partner and provider of services’.

Success in VCFSE population health activity led to a further need for VCFSE Strategic Capacity, with additional funding being secured for a strategic lead post, commenced in February 2024.

Throughout 2023, input was given into the Primary Care Blueprint by VCFSE leaders across many different workstreams including Population Health, Commissioning, GM Equalities Alliance leaders.

The recent **Kings Fund report⁹ on Population Health in Greater Manchester** highlights us as leading the way.

GM=EqAI

VCFSE sector intelligence has been built into decision-making via improving the partnership and engagement of the VCFSE equalities sector with GM Integrated Care and allied services.

GM=EqAI has ensured the voice of lived experience and an intersectional equalities lens has been considered in input in many public sector strategies and programmes. Some examples being; The **GM Mental Health Strategy, GM Health and Poverty Intelligence, VCFSE Mental Health Leadership Group Scoping Project, BeeWell Survey** and many more.¹⁰

Commitment 1 – Conclusion & Recommendations

Work to set up new models of working towards a permanent reduction in inequalities has been undertaken, through the Primary Care Network project, we have demonstrated a successful model of community working.

Live Well is a key example of Greater Manchester leading a bottom-up approach to welfare and health & wellbeing. Because of this, it has garnered interest from central government as a method to help achieve its health and growth missions. We need to ensure the VCFSE is a recognised leader in this model and is involved in the development of Live Well as it expands and develops into a flagship programme of work. Data is a key area of development across the sector, with regards to health and wellbeing and more broadly. The recommendations of the data & intelligence project in relation to Skills, Tools, Analysis, and Leadership, present a vital piece of future work. Enhancing data literacy, promoting digitisation and automation, and improving access to analytical tools and techniques across the sector, must be prioritised. Additionally, leaders should be supported to develop data strategies, invest in data resources, and build expertise to drive data maturity and innovation within their organisations.

The differing definitions of prevention used across the VCFSE sector and Accord partnership risk causing confusion at a critical time. Work is underway to create a unified definition, which should be widely adopted and promoted once finalised.

Work towards this commitment has been collaborative, with many key health and preventative strategies being co-designed with the VCFSE sector in their conception. With a backdrop of NHS funding cuts, it is important that we maintain this level of involvement at a strategic level. The VCFSE is an investment, not a cost, as community models are the solution to alleviating many current NHS pressures.

⁹ <https://www.kingsfund.org.uk/insight-and-analysis/reports/population-health-greater-manchester>

¹⁰ See [Commitment 6](#), for the full scope of GM=EqAI work that contributes to the achievement of Commitment 1.

Commitment 2: Embed the VCFSE sector as a key partner for the delivery of services

We will embed the VCFSE sector as a key delivery partner of services for communities in Greater Manchester

Our aim is to ensure that VCFSE organisations are seen as integral to the delivery of services in communities, alongside statutory-run services and commissioned contracts.

The VCFSE sector plays a critical role in delivering both innovative and mainstream services to communities across Greater Manchester. Efforts to fully embed the sector as a key delivery partner within the wider system are being driven through strategic approaches, including the use of accessible and innovative funding routes such as grants, alongside sustained investment in valued services and infrastructure. Strengthening the sector's capacity and promoting system-wide recognition of its value are also key priorities, supported by influencing work under public service reform.

Headline Activities

- The creation and development of pioneering Alternative Provider Collaborative
- Fundamental programmes for the sector in mental health via Greater Manchester Health Leadership Group
- Influencing Public Service Reform

Public Service Reform

Core efforts towards VCFSE organisations being seen as integral to the delivery of services in communities, alongside statutory-run services has been supported by the Accord through the **VCFSE organising itself at GM level and in localities; the Leadership Group, GM Eq=AL, Mental Health Leadership Group, Inclusive economy, 10GM/LIO Network, locality equalities networks, VCFSE place-based leaders' networks, locality thematic/social action alliances.**

There has been substantial **influencing and involvement work around Public Service Reform** supported by Accord relationships and partnerships in the last few years. In December 2023, **a meeting took place with the GMCA Reform team and VCFSE board** representatives to discuss the current landscape for the VCFSE sector's role in this space moving forward. This led to a **January 2024 GM**

VCFSE Leadership Group meeting dedicated to this topic, with many recent examples supported by the Accord outlined:

- **GM Mental Health Leaders Group** is a network of VCFSE leaders linked to every borough in GM which influences the roll out of mental health services and ensures the voice of the VCFSE is at the heart of this work. Established in 2019, with refreshed membership in early 2024, the group has secured a shift in the working culture and a number of investment streams for the sector, including funds for diverse ethnic communities, online support, integrated crisis care and young families. It has also contributed to the refresh of GM Mental Health strategy.
- **GM Moving – MoU** for the next seven years of partnership working on 'Active Lives for All' signed off in Summer 2024. GM VCFSE Leadership Group, GMCA, GM ICP, TfGM all key partners.
- **Fairer Health 4 All** in Action ([see Commitment 7](#))
- **Live Well model**, VCFSE leadership in innovation sites National Lottery project.
- **Community-led approaches to tackle violent crime** – VCFSE-led Alliances and influencing the Violence Reduction strategy, the work of the Violence Reduction Unit.
- **Multiple Disadvantage** – Changing Futures pilots in 4 Localities, 2 led significantly by VCFSE orgs or partnerships. Presentation on work to Leadership Group in early 2024.
- **Ongoing Cost-of-Living response** in each locality led by 10GM with LIOs, and the GM VCFSE Leadership Group briefing for MPs on the cost-of-living crisis.

Alternative Provider Collaborative (APC)

The Alternative Provider Collaborative (APC) is an example of Greater Manchester leading the way, showcasing a unique approach in driving innovation within the VCFSE health service provider space. The **Alternative Provider Collaborative was founded in July 2022** from direct Accord support in response to the new NHS Integrated Care System. Its establishment was driven by the need for stronger and specific Provider leadership and identity within the Greater Manchester health landscape. In the context of: 20% of GM population not being connected with the NHS on a regular basis; children's health service and adult Mental Health services degenerating into illness-only offers; and NHS GM sustainability and outward credibility challenges

The APC has developed to have **52 partner organisations, 'on-boarding' approximately 2-3 per month.** It also engages with around **25 'associate partners'** who have an ambition to work with the NHS. Services of member organisations range from talking therapies, to cancer screening, to primary and urgent care and reach nearly 2 million residents. **Partners are collectively employing over 2000 people and show turnover well in excess of £150m.** Demand to join the APC exceeds its capacity.

The APC has **worked with a large number of strategic partners** – HealthWatch GM, NCA Procurement team, MFT Procurement team, Salford Uni, Bolton Uni, NHS Confed, NHS Providers, UCL Institute of Health Equity (Prof Sir Marmot), NHSE, TPC, GMCVO, 10GM, GMPCB, demonstrating Accord collaborative working. The Chair of the APC is part of the Fairer Health for All Oversight Group, further linking cross-sector initiatives.

The APC is building a profile nationally as the first provider collaborative of its kind. It stays responsive to national policy, for example through hosting a successful **information**

event¹¹ on the Provider Selection Regime in December 2023, ahead of the January 2024 legislation change.

Recognition in Greater Manchester has built on the Accord, through the **levering in of additional funding by NHS GM Integrated Care**, and the Alternative Provider Collaborative **inclusion in Integrated Care Board (ICB) delivery model.**

Strategic collaboration with the GM NHS is also evident through the work with **Primary Care Blueprint workforce**

team on priorities and its focus of engagement at the **Inaugural Alternative Provider Collaborative Annual Convention.** The well attended event included many senior staff from across the NHS health system.

Case Study - Pioneering Alternative Provider Collaborative's Annual Convention



Context

The Alternative Provider Collaborative's Annual Convention 2023 provided a platform to raise the collective voice of VCFSE health providers regarding variation in health outcomes, showcasing the work of APC members, share best practice and challenge the healthcare status quo, after its first year of operation.

Action

Through influencing activity, the VCFSE sector is embedded as a key co-design partner in shaping and delivering Greater Manchester systems. Market Supply is developed through partnership-building; design and delivery of new solutions; and securing capital investment.

Outcomes

- 130+ attendees, new relationships/collaborations
- APC demonstrated capacity/ability for innovation – important partner in development of creative NHS solutions
- Enhanced positioning within NHS GM
- Challenging conversations re: inequality, racial justice, system overload and social value in GM and beyond

Impact

- VCFSE sector orgs better networked with commissioners, each other and NHS leadership
- Good practice is shared – improving outcomes for people of GM
- Better understanding of community capacity and VCFSE role by funders & commissioners
- More financially resilient VCFSE sector

¹¹ <https://10gm.org.uk/wp-content/uploads/2024/09/APC-PSR13-12-23.pdf>



Photos of the Alternative Provider Collaborative Convention 2023

In Summer and Autumn 2024, APC expertise has been focussed on work with the NHS sustainability planning team and new care model work. This is likely to have a considerable impact given current NHS GM pressures like funding cuts and a political landscape shift towards preventative, and community based, models. Despite so much development, a testament of its success is that founder partners are all still actively involved.

Commitment 2 – Conclusion & Recommendations

The VCFSE sector has consistently proven itself as a leader in delivering impactful, innovative services that often surpass the outcomes of traditional models. Yet, despite its successes, the sector’s status and recognition remains often undervalued. Contracting realities for VCFSE services do not always align with the foundation of agreements such as the Accord, so there remains a need to turn intention through the Accord into practical outcomes that reflect the sector’s established strengths. While innovation is a value of the sector, sustained funding for established and successful programs is equally essential. Evaluation measures for VCFSE services can be inappropriate, overlooking the unique and meaningful contributions of VCFSE organisations to public service delivery. Contracting frameworks and the implementation of the Fair Funding Protocol across the 10 boroughs, as well as any NHS GM versions, must recognise and support both the sector's proven approaches and emerging innovations. This will help us work towards our **intended outcome of ‘VCFSEs being recognised as leading best practice and innovation in key system-wide services, projects and programmes’**.

Within health, the Alternative Provider Collaborative is an innovative model putting the VCFSE sector at the heart of service delivery. Its work is well connected across the health system, and it continues to raise the profile of the sector. The priority for the Alternative Provider Collaborative of transforming Greater Manchester’s health provider landscape rests on initiatives like the APC Primary Care Transformation Project and strengthening partnerships with anchor institutions. It aims to enhance contracting parity with trusts, increase market share, and emphasise social value. Key efforts include fostering creative service solutions, lobbying for greater recognition, and occupying leadership spaces within NHS GM. The plan also highlights collaboration across networks, the Talking Therapies Working Group, and Mental Health Commissioning meetings. This will all work to amplify GM’s not-for-profit narrative, promote community-driven primary care, and enable providers to hold contracts, ensuring financial stability and improved service quality across the sector. Systemic collaboration and opportunities to challenge existing practices are crucial to this strategy.

However, significant challenges persist. These include the need for stakeholder buy-in, particularly as the APC model is seen as an underdog. There are concerns regarding formal governance, liability, and the complexity of the NHS GM Enforcement undertakings. Additionally, the lack of understanding of social businesses, an uncertain operating environment, and stakeholder resistance pose barriers. Selecting the right strategic spaces to operate, alongside navigating a highly challenging commissioning landscape, will require a careful balance between strategic decisions and winning the hearts and minds of all involved stakeholders. This work is contributing to our **intended outcome of a ‘better understanding of community capacity and VCFSE role by funders and commissioners’**.

Commitment 3: A financially resilient VCFSE Sector

We will build a financially resilient VCFSE sector that is resourced to address our biggest challenges of ending poverty and inequality in Greater Manchester. **Our aim is to work together to maximise new funding sources, ways of contracting and grant giving**

The Greater Manchester VCFSE Accord is committed to fostering a financially resilient VCFSE sector that is well-resourced to tackle the pressing challenges of poverty and inequality in the region. In the face of a difficult economic landscape—marked by systemic challenges and an ongoing cost-of-living crisis—there is a collective determination to explore and maximise new funding sources, innovate contracting methods, and enhance grant-giving practices more locally across our city region.

The current economic conditions have laid bare long-standing issues within the VCFSE sector, such as short-term contracts that foster instability, chronic underfunding, and delays in payments. The pressure is further exacerbated by re-tendered contracts that increase delivery expectations without considering inflation, placing additional strain on resources. In response, **10GM** leads collaborative efforts via the cross-sector **Commissioning & Investment Working Group** of the GM VCFSE Leadership Group. We work with commissioners and system leaders to influence procurement and funding practices that support a sustainable and financially robust VCFSE sector.

Headline Activities

- GMCA Fair Funding Protocol agreement, with implementation in localities and NHS GM version planned
- Educating and guiding the sector and commissioners with blogs, briefings and guidance on challenges and best practice
- Strong collaborative working relationships enabling the VCFSE sector to flag the risk of GM NHS contract cliff edge

- Briefings for the VCFSE sector, **Commissioning & Investment Spotlight** published May 2023
- **Briefing on NHS Contract Concerns** published to support VCFSE in local negotiations in February 2024
- **Procurement Act briefing**¹² published Autumn 2024
- **Commissioning Framework 4 years on Survey** in 2024.
- **Commissioning & Investment Update**
- **Cost-of-Living briefing and activity by local infrastructure, and MP briefing**

Raising Awareness of the Challenges facing the VCFSE sector

Key to this work is listening to the VCFSE sector, understanding present challenges, and helping commissioners to understand and address problems.

This is supported through surveys, blogs, explainers and briefings both for the sector and with the audience of commissioners such as:

¹² https://cdn.prod.website-files.com/6682c2b63024dc5fac17ec7d/66e97b7eb893b39ec0e8402e_The%20Procurement%20Act%20and%20VCFSE%20Sector.pdf

Empowering the VCFSE sector

Through information sharing, we empower the VCFSE sector to have the knowledge and language to make the case for itself more strongly in contracting negotiations.

There are examples of VCFSE organisations successfully petitioning commissioners for fair treatment; including through singular negotiation and collaborative approaches by groups such as the Mental Health Leadership Group; Alternative Provider Collaborative; Commissioning & Investment Working Group; and Local Infrastructure Organisations.

Highlighting Good Commissioning Practice

Key to influencing change is showing what good looks like and the impact that fair commissioning can make in response to the challenges that we face. Several explainers and case studies have been put together and publicised as part of the Accord, demonstrating improved paths forward. Examples include:

- **Transparent Commissioning Case Study Rochdale**¹³, published June 2024
- **Blog**¹⁴ on the **Benefits of Flexible Funding** published Feb 2024
- **Thinking Differently about Social Value in Bolton Case Study**¹⁵ published June 2024
- **Improving Social Value connections in Oldham**¹⁶, published June 2024

Fair Funding Protocols and Commissioning Principles

The **VCFSE Commissioning Framework** was launched in Jan 2020, and re-launched post Covid and Brexit in 2021. It contains 8 key recommendations that would improve commissioning of the VCFSE sector in Greater Manchester. A recent **4 Years On – Survey Review**¹⁷ showed positive practice being retained and emerging, with: Commissioners acting as allies, attempting to navigate unhelpful systems to achieve the best outcomes. Pockets of great co-production practice in localities, and commissioners exploring how they can deliver longer term funding models.

Building on this, Accord principles have been further embedded through the landmark development of a **VCFSE Fair Funding Protocol (FFP) agreement for the GMCA**¹⁸, approved in October 2023 covering: *‘activities and services that the VCFSE sector carries out in communities that are funded by the GMCA’s budget in Greater Manchester’*. The protocol has been a significant step that will: *‘guide how the combined authority plans its grant funding, commissions, and manages contracts with VCFSE organisations’*.

¹³ <https://www.vcfseleadershipgm.org.uk/resources/transparent-commissioning-in-rochdale>

¹⁴ <https://10gm.org.uk/about/blog/blog-benefits-of-flexible-funding/>

¹⁵ https://cdn.prod.website-files.com/6682c2b63024dc5fac17ec7d/66e9847f6755f155ed6c801a_Commissioning-andInvestmentCaseStudyBoltonandSocialValue.pdf

Case Study – Fair Funding Protocol (FFP)

Context

Following the publication of the Commissioning Framework in 2019, GMCA and VCFSE colleagues recognised the need for a more practical tool which would help to embed key elements of the Framework, with the aims of increasing market opportunities for the VCFSE Sector and addressing risks to sustainability in the Sector. This was recognised at the VCFSE Forum in October 2023 – *“How we invest is as important as where we invest”*.

Action

A full co-design process between GMCA, VCFSE Sector, Locality VCFSE portfolio holder and leads, was undertaken with oversight from VCFSE Commissioning and Investment Group. The contents were shaped by conversations at the VCFSE forum in March and October 2023 where key edits were made. A refined draft was then taken through formal decision-making governance within the GMCA, culminating in formal GMCA sign off at Board in October 2023.

Implementation plan developed, outlining both GMCA and VCFSE action required to implement the protocol.

Outcomes

- Growing relationships between VCFSE and GMCA commissioning and procurement leads, and a commitment to work together to test out new approaches *“Huge opportunities for how we procure local services”* (VCFSE Forum, Oct 2023)
- GMCA commissioning and procurement colleagues across the organisation having increased awareness of VCFSE Sector and commissioning challenges; and being supported to understand the protocol, and consider how they might implement it in their own work.

¹⁶ <https://10gm.org.uk/wp-content/uploads/2024/09/Commissioning-andInvestmentCaseStudyOldhamandSocialValue.pdf>

¹⁷ <https://10gm.org.uk/wp-content/uploads/2024/09/VCFSE-CommissioningFramework4YearsOn.pdf>

¹⁸ <https://democracy.greatermanchester-ca.gov.uk/mqConvert2PDF.aspx?ID=29416>

- GMCA work and skills commissioners and procurement colleagues refreshing policies and procedures to reflect the protocol and Commissioning Framework recommendations
- Locality Commissioners starting to consider their own Fair Funding Protocols; and including Commissioning Framework and Fair Funding Protocol recommendations in locality policy and process refreshes.

Impact

Ultimately the impacts will include:

- *“A recognition of the need to invest in VCFSE sector activity and give recognition for its role”.... And a way of working that “acknowledges VCFSE is a pivotal part of system not a nice to have”.* (VCFSE Forum Mar 2023)
- Clearer communication channels between VCFSE and GMCA to identify practice issues and collaboratively design and test new models of commissioning and procurement – enabling *“a conversation based on trust and transparency to understand funding challenges”* that is *“built on values, trust and respect, and challenge long standing paternalisation”* (VCFSE Forum Mar 23)
- Wider commissioning bodies (locality and GM NHS) being influenced to develop their own Fair Funding Protocols.
- A more financially resilient VCFSE sector, where:
 - Payments are on time and up front where appropriate
 - Longer term contracts are considered wherever possible
 - VCFSE organisations know about and are ready to respond to future opportunities
 - More employees in the VCFSE sector receive at least the Real Living Wage; and
 - Sector income from GMCA is maintained/in-line with inflation

As a result of this landmark agreement, we can see the wider system being influenced to develop similar commitment. Following the lead of the Fair Funding Protocol, an **NHS Commissioning Framework** is now in progress, alongside work to implement the FFP in the 10 boroughs, by local authorities. The Greater Manchester VCFSE Fair Funding Protocol has shown our city region and Accord partnership is **leading the way**, with VSNW delivering a National Lottery funded project now underway to **develop similar protocols for other parts of the North West**.

Strong Relationships and Shared-Sector Forums

Cross-sector partnerships are key to influencing for financial resilience of the VCFSE sector under the Accord. Capacity has been directed towards supporting, building and maintaining relationships with key commissioners and decision makers across GM and locality systems and towards holding influencing discussions with senior health leads.

NHS Contract Reviews

In Summer 2023, the Greater Manchester VCFSE Leadership Group flagged the need for a more robust process to ensure national concerns regarding a funding cliff-edge for VCFSE groups are addressed and effectively managed in Greater Manchester, despite increasing pressures on NHS funding.

A letter was sent by the GM VCFSE Leadership Group to the NHS outlining concerns regarding risks in VCFSE commissioning and contracting¹⁹. A response letter²⁰ from Mark Fisher, Chief Executive NHS Greater Manchester, was received, providing the assurances requested.

Alongside this letter exchange, **a health roundtable** convening senior health leaders and commissioners in GM, as well as VCFSE leaders on behalf of the sector, took place and the cliff-edge, and other pertinent VCFSE issues were discussed. These included fair payment and parity of esteem with other providers, turning the ICS strategy into consistent practical action, honouring the Accord, Compact and Commissioning Framework, as well as the importance of early conversations, co-design and adding the loss of contracts to risk registers.

¹⁹ https://cdn.prod.website-files.com/6682c2b63024dc5fac17ec7d/66e8515de9de67547d032390_VCFSE-Commissioning-Letter-to-Health-Leaders-28.7.23-Final.docx

²⁰ https://cdn.prod.website-files.com/6682c2b63024dc5fac17ec7d/66e851aa830c7b00eb335b79_230817-VCSE-CC-Risks.pdf

Following these discussions in late 2023, a patchwork view of VCFSE contract funding by NHS GM was highlighted, making it difficult to understand the full scale of the risk to the sector across the city region. Through VCFSE leaders having regular meeting spaces and strong relationships with senior leaders at NHS GM, **a full collaborative review of contracts was able to take place. The risk was logged on the ICB risk register** after a formal paper was submitted. Mitigating action plans were decided collaboratively and worked on together.

Moving into contract reviews for 2024-25, lessons from the process were learnt, with the process improving, through better communication and planning. Commissioning Intentions letters were due to be issued in April/ May, with a target date of 30th June to get all contracts and grants out to providers.

Hospital Trusts and Local Provider Collaboratives

The Alternative Provider Collaborative's work to build relationships with our Hospital Trusts continues, with a Summer 2024 meeting with the Northern Care Alliance Chair, whose Foundation Trust encompasses the areas of Salford, Oldham, Bury and Rochdale. The Collaborative are also growing their recognition and relationships at locality level, with recent invites to present at Stockport and Trafford's Local Provider Collaborative Boards.

Ecosystem Indicators of Financial Resilience

In the Accord Stakeholder Survey, work towards this commitment was deemed the least effective in achieving its aim, with:

61.9% of respondents disagreeing that we have been successful in creating a 'financially resilient VCFSE sector' through the Accord.

Our operating environment is of course a huge factor here. The cost-of-living crisis, inflation, and the increasing pressures on the VCFSE sector threaten an ecosystem which was already struggling to maintain stability.

Despite this, there are certainly some examples that point to success, for example in often underfunded equalities organisations, in Greater Manchester we have examples of success in organisations such as CAHN, GM=EqAl and Ethnic Communities Network that have gone from strength to strength. However, how much these examples point to a wider trend is hard to pinpoint, as the resilience is not felt across the board, a fact sadly evidenced through loss of organisations like Breakthrough UK. We should do more under the Accord to address this commitment.

Other failures we must learn from are not managing to scale up alternative investment streams, for example the community foundation-linked work that fell apart, as well as Live Well Lottery being small scale. Social Prescribing contracts have been particularly under threat, with the contract for Tameside recently being pulled.

Commitment 3 – Conclusion & Recommendations

The findings from the "VCFSE Commissioning Framework: 4 Years On" survey conducted in early 2024 underscore the significant challenges faced by the VCFSE sector in Greater Manchester regarding commissioning practices. Gains made during Covid in grant-making are starting to recede because of the significant system budget pressures, and frustrations surrounding systems for measuring and reporting social value remain high. Additionally, varied practice across localities and GM is creating confusion, with changes in ICS commissioning arrangements leading to increased bureaucracy and a one-size-fits-all approach and loss of crucial local VCFSE and commissioner relationships. These insights are critical as they inform the VCFSE Commissioning and Investment Group's strategic plans for the final year and a half of the Accord agreement.

The operating environment is a huge factor in the sector's journey toward financial resilience. While global financial systems might be beyond local control, there is an opportunity to improve practices within Greater Manchester that can bolster the sector's stability. The historical challenges posed by national funding regimes, compounded by the recent crises such as the pandemic and the cost-of-living crisis, have placed considerable strain on the sector. Current funding cuts from NHS Greater Manchester add to this pressure.

A persistent perception of the VCFSE sector as a financial burden rather than a strategic asset remains a barrier. To counteract this narrative, collaborative efforts from Accord partners are needed to shift the perspective, emphasising that investment in the VCFSE sector yields significant returns in terms of early intervention and prevention, community wellbeing, social value, and economic resilience. By repositioning the sector as a strategic investment rather than a cost, stakeholders can help ensure its continued relevance and effectiveness in addressing the pressing needs of Greater Manchester's communities.

Finally, the implementation of the Fair Funding Protocol, including across the 10 boroughs, and advancing a similar agreement in NHS GM present pivotal opportunities over the next 18 months. This has the potential to bolster the financial resilience to the VCFSE sector amid a challenging economic backdrop. Prioritising this commitment will be essential to realising the Accord's vision and strengthening the sector's sustainability in the path ahead.

Commitment 4: To make Greater Manchester a truly Inclusive Economy

We will grow the role of the VCFSE sector as an integral part of a resilient and inclusive economy where social enterprises, co-operatives, community businesses, charities and micro-social business thrive.

Our aim is to increase the market share of social economy organisations in Greater Manchester.

Our intended outcome under the Accord logic model is to improve understanding of 'inclusive economy' within VCFSE sector and, with Accord partners, create a clear evidence base for VCFSE role in economic growth and development. The Accord has supported a large amount of evidence gathering from VCFSE organisations to help feed into policy around inclusive economy. The work led by **GMCVO** on behalf of the GM VCFSE Leadership Group's **Inclusive Economy Working Group** has helped articulate concepts around what we mean by an inclusive economy, building existing practice, and changing the operating environment.

Headline Activities

- 3 x Portfolios of Good Practice for an Inclusive Economy
- The GMCA Foundational Economy Innovation Fund, led by GMCVO and Unlimited Potential
- Influencing to help increase the sector's role in work & skills

Dedicated space to develop shared understanding

The Inclusive Economy working group of the GM VCFSE Leadership Group was set up in 2019 to be a **dedicated regularly meeting space** for conversation the role of the VCFSE sector, social economy, and communities – **particularly those who are marginalised** – within economic policy & development. 'Inclusive economy' has not always been a broadly understood concept within the VCFSE sector and amongst policy makers in GM. In the last few years, major events such as the Covid-19 pandemic and the cost-of-living crisis have forced people to think differently about the economy and to question what we consider 'business as usual'. There has been an increasing understanding in the way that mainstream economic models cause and perpetuate disadvantage, the awakening to this concept has underpinned much of this work.

Describing an Inclusive Economy & Revealing Existing Practice

Articulating what we mean by an inclusive economy has been a central goal of our work, in order to then expand the sector's role within it.

To this end, a number of useful **explainers have been written and widely shared:**

- [What is an inclusive economy?](#) April 2022
 - [What does an inclusive economy look like?](#) June 2022
 - [What do we mean by 'Just Transition'?](#) Sep 2022
 - [Good employment – a key ingredient in an inclusive economy](#) May 2023
- [Breaking down the Greater Manchester devolution Trailblazer Deal](#) Oct 2023

Portfolios of Good Practice

A range of **portfolios** have been produced, to give examples from GM and supporting / brokering experience exchanges to help point to best practice and increase learning:

- [A Portfolio of Good Practice for an Inclusive Economy: Part 1 – Community Ownership](#)
- [A Portfolio of Good Practice for an Inclusive Economy: Part 2 – Net Zero: A Just Transition](#)
- [A Portfolio of Good Practice for an Inclusive Economy: Part 3 – Good Employment](#)

To ensure policy-making around inclusive economy is truly inclusive of communities who are marginalised, much work has been done to ensure **regular collaboration spaces and open events** allowing information exchange and the brokering of key relationships:

- **Week of Action on a Just Transition** 7th to 13th November 2022 – A week of events and workshops showcased the work of the VCFSE sector in support of the environment, sustainability and Just Transition. The week promoted learning about environmental issues, how to become more environmentally friendly and how to support people and communities to make the economy fairer while contributing to the green agenda.
- **Post-election briefing session** ‘*Could our new government deliver a fairer economy?*’ on 31st July 2024 - IEWG co-chairs John Hannen and Helen Clayton; and Graham Whitham presented an online workshop for over 90 participants concerning the new government plans for growth and how these plans might impact social economy.
- **Upcoming events** for late 2024 and early 2025 will explore the Government Budget and its impacts on the sector as well as the role of faith organisations in an inclusive economy.

Case Study - Engaging the VCFSE Sector in Bolton

Through their involvement in the Inclusive Economy Working Group and GMCVO’s inclusive economy outputs – such as the inclusive economy blogs, partners in Bolton have developed a shared understanding of what an inclusive economy looks like and the steps needed to create it. Using this shared understanding, the **Bolton Family (a cross-sector partnership)** developed a new strategic focus ensuring accountability for implementing the plan through local governance structures, including the inclusion of the plan in the Economic Growth and Resilience Plan - the economic strategy for the borough.

²¹ <https://www.gmcvo.org.uk/news/blog-breaking-down-greater-manchester-trailblazer-devolution-deal>



Outcome

The framework of what elements create an inclusive economy was used when co-producing the relaunch of the Bolton Family as The Bolton Family Social Value Partnership, a more strategic space for businesses, VCFSE and anchor institutions to come together and create an inclusive economy through created social value, see the [Bolton Family Social Value Pledges](#)

Impact

- Through helping the local sector to identify and prioritise the GM level policy developments that are likely to have the biggest impact on their organisations and communities, this has freed up capacity through providing a ‘horizon scanning’ function, helping to demystify GM developments
- The inclusive economy work has equipped the local sector with the language they need to articulate their collective role in creating an inclusive economy,

Changing the Operating Environment

Devolution Trailblazer

With the announcement of a new Devolution Trailblazer in the 2022 levelling up paper, and the deal in March 2023, we have led vital work to engage the GM VCFSE sector regarding this change and what it means for the city region and its communities. **Engagement with the Leadership Group**, and the inclusive economy group, including GMCA briefings at meetings throughout 2023 and 2024, and a **letter on the sector’s role in the Integrated Single Settlement** agreement ahead of the October 2024 budget announcement, has driven VCFSE involvement in the latest devolution changes.

Our consultation with the wider sector has been key to this successful work. GMCVO produced a **VCFSE sector devolution explainer**²¹. In April 2024, the sector held an in-person event in collaboration with the GMCA devolution

leads, **“Exploring the VCFSE sector's role in the Greater Manchester devolution single settlement”** which explored the sector’s role in the GM devolution journey for the 5 pillars of the single settlement fund.

Work and Skills

Work to **re-build the VCFSE skills and employment pipeline** is underway, which will be a focus area for 2024-25. Collaboration Planning for an Autumn Inclusive Economy Working Group – **discussion on inclusive employment** with members from the GMCA work and skills team will strengthen this work.

Greener Communities

VCFSE involvement in the Green Challenge group and GMCA Bee Net Zero work has increased through collaboration meetings.

A new environment expertise lead has been appointed onto the GM VCFSE Leadership Group from **Groundwork GM**.

The GMCVO-produced portfolio on a **Just Transition**, supports this work.

Contribution to Greater Manchester Strategies

There has been **VCFSE involvement in the Local Industrial Strategy**, through initiatives such as the **VCFSE administered ‘Foundational Economy Innovation Fund’** developed between the VCFSE sector and GMCA, as part of the Accord in partnership:

Case Study: The Foundational Economy Innovation Fund



Context

The foundational economy or the ‘everyday’ or ‘essential’ economy – is made up of the businesses we all rely on for our daily needs. The foundational economy accounts for over 42% of jobs in the city-region and is made up of more than 60,000 businesses.

One of the aims of Greater Manchester Local Industrial Strategy (LIS) is to improve the productivity of this sector – which includes social care, early years, retail, hospitality and leisure businesses. To this end, GMCA developed the Foundational Economy Innovation Fund (FEIF).

Action

The GMCVO team worked closely with Accord partner GMCA to engage the VCFSE sector in the FEIF. This involved publishing an [inclusive economy blog](#) and hosting a partnership information event all about the fund tailored to the VCFSE sector, involving 30 organisations.

Outcomes

Round 1 of the FEIF invested £190,000 (out of a total pot of £400,000) in VCFSE organisations operating in the foundational economy across the 4 target sectors:

- health and social care
- early education and child care (0-5 years)
- retail and personal services
- hospitality and leisure

One of these organisations was [Unlimited Potential](#), a community benefit society based in Salford, which secured funding for two projects relating to health & social care and early education & childcare.

Impact

“The grant has been essential in helping us explore how our non-traditional solution could fit alongside a mainstream public service system. What we have learned is that there's a far bigger demand for a low-cost solution to loneliness than we'd originally thought, extending beyond health and social care. We have engaged with professionals involved in suicide reduction, for example, as well as the police, who spend considerable time with people who are experiencing mental health issues.

As a result, we have now got a much better idea of how wide the Spreading Our Net approach could be applied, and how to market it in a way that the system understands, which had been a fundamental problem for us.” - Chris Dabbs, Chief Executive of Unlimited Potential.

Commitment 4 - Conclusion & Recommendations

The gathering of evidence, creation of resources, and regular policy dialogues all work to integrate the VCFSE sector's perspectives into regional economic strategies. Building a strong evidence base is crucial to illustrating the VCFSE sector's unique contributions to an inclusive economy, offering clear insights into how social value-driven approaches can reduce inequalities embedded in traditional economic models.

The upcoming devolution deal presents an opportunity for the VCFSE sector to use its evidence base, expanding its influence in policymaking, enhancing its role in shaping local economic strategies, ensuring any additional powers from Central Government can flow right through to communities. Moving forward, upcoming plans like the Social Enterprise Summit and post-budget briefings, are all set to deepen the sector's influence. These planned engagements will enhance VCFSE capacity to respond to policy shifts.

To sustain momentum, it is recommended that the Accord delivery should look to join up the work on inclusive economy to current GM priorities like LiveWell, which takes a holistic approach to community wellbeing by supporting people in accessing employment and leading healthier lives, supporting GM's goal of reaching 80% employment support for those currently out of work. These collaborative, forward-looking efforts will ensure that inclusive economy goals remain central, ultimately enhancing economic resilience across the city-region

Commitment 5: To develop the best VCFSE ecosystem in England

We will build on our existing strengths to build the best VCFSE ecosystem in England

Our aim is to enable VCFSE organisations to become 'anchors' for their place or their community, creating resources, support and connections for them to thrive.

Working towards a shared vision for a Greater Manchester with the best VCFSE ecosystem in England through the Accord we recognise and work from a foundation of shared strengths, empowering VCFSE organisations as "anchors" within their communities, enhancing their roles in building resilience, connecting people, and providing essential resources for local success. The strategy is twofold: fostering a robust infrastructure for co-designing services with communities and creating a cohesive ecosystem that thrives on communication, collaboration, and inclusivity. Through **10GM's** coordinated support across the ten boroughs and the ongoing evolution of strategic frameworks, Greater Manchester has laid the groundwork for a resilient and interconnected VCFSE sector. Key to this ecosystem's effectiveness are enhanced communication channels and networking opportunities supported by **VSNW**, which allow VCFSE organisations to work together, share knowledge, and expand their reach, thus increasing their capacity for impact.

Headline Activities

- Local Infrastructure Organisation Network with work towards Accord commitments driven in 10 boroughs
- Accord Ecosystem Fund
- Growing Networks such as GM Networks Connect, and GM Ethnic Communities Network

Ecosystem Model Established

The work of Local Infrastructure Organisations (LIOs) continues to position VCFSE organisations as central 'anchors' for their communities, a position put forward clearly in the 2020 VCSE Policy Paper. The notion of a "VCFSE ecosystem" is now firmly embedded across the region, and leverages 10GM's strategy to connect and strengthen VCFSE organisations across all 10 boroughs, creating a cohesive network of stakeholders working together for greater impact

Strategic Collaboration

A key success is the establishment of the quarterly **GM VCFSE Forum**²², set up in March 2023, which has driven positive leadership across GM. The Forum facilitates collaboration among various stakeholders, ensuring that VCFSE organisations remain engaged with policy discussions and community priorities. This effort is bolstered by other new GM-wide proponents of activity like **GM Networks Connect**, a network of networks driving social and environmental action, and the **GM Ethnic Communities Network** developing, ensuring diverse and under-represented communities are better included in strategic decisions. **The LIOs group**, supported by 10GM, have created new monthly infrastructure collaboration spaces—covering areas like violence reduction, multiple-disadvantage, and contract pressures. A **successful UKSPF Social Economy bid** was submitted by several VCFSE infrastructure organisations. Working groups were established to develop best practices in Environmental Response, Equality, Diversity, and Inclusion monitoring, and to facilitate Development Managers and Volunteering Network meetings. A coordinated pan-GM engagement was also initiated around the **GM Healthy Weight Strategy**, focusing on collaboratively selecting pilot

²² <https://www.vcfseleadershipgm.org.uk/news-and-events/inaugural-gm-vcse-forum-brings-sector-and-partners-together>

sites when funding was insufficient for all ten Local Infrastructure Organisations (LIOs).

LIOs have also played a key role in advancing violence reduction efforts, evidenced through work with the Violence Reduction Unit (VRU) to co-design safety strategies, thus reinforcing the sector's role as a critical partner in addressing local challenges.

Case Study: LIOs Joint Cost-of-Living Work

The cost-of-living crisis is impacting our community and the VCFSE sector. VCFSE Local Infrastructure Organisations (LIOs) are vital due to their expertise and trusted community ties. They have united to assess their role and advocate for systemic change.

Action

- LIOs provided toolkits, warm spaces, and local practical leadership to lessen the impacts of the crisis for their communities.
- LIOs hosted events with councils, managed emergency grants, and collaborated with Greater Manchester Poverty Action on advice tools.
- A scoping session highlighted LIOs' roles and challenges in the crisis, resulting in a summary paper on key issues and opportunities shared with partners.

Outcomes

- Money Advice Referral Tools were developed in six localities with GMPA.
- 60 warm spaces were established in Wigan by the VCFSE sector.
- Cost-of-living information events were hosted in Bolton with the council.
- The cost-of-living crisis impacts on health and wellbeing were researched and reported on in Tameside.
- The Macc Spirit of Manchester fund provided 20 grants of £1,000 to local VCFSE organisations.
- Discussions on the Bury Anti-Poverty Strategy with various local networks fed into the strategy.

Impact

The VCFSE sector has become a crucial partner in delivering services to Greater Manchester communities affected by the cost-of-living crisis, advocating for under-represented groups, fostering collaboration, and enhancing funders' understanding of community capacity and the VCFSE's role, thereby strengthening the overall VCFSE ecosystem.

Support and Development of VCFSE Organisations in the 10 boroughs

Targeted support to VCFSE organisations has been a focal point of the LIOs' activities, particularly in the crucial context of the ongoing cost-of-living crisis. **The 'Social Investment Pilot'** has empowered organisations by granting them access to critical resources for delivering community-based services.

Across 2023-24, the following work has contributed to the furthering of this commitment in each borough:

- Implementation of the **Community Health Champions** initiative in **Manchester**, engaging residents in health improvement efforts.
- Development of the **Salford Employment and Skills Strategy**, focusing on partnerships with local businesses to create job opportunities.
- Establishment of the **Bolton Refugee Support Network**, providing resources and community integration programs for refugees and asylum seekers.
- Launching of the **Bury Youth Violence Prevention Strategy**, aimed at reducing youth violence through community engagement.
- Capacity-building support through the **Oldham Locality Plan**, enhancing grassroots organisation effectiveness.
- Initiation of the **Rochdale Ethnic Minorities Network**, promoting cultural events and supporting diverse communities.
- Rolling out of the **Tameside Mental Health Strategy**, focusing on awareness and support initiatives for mental health.
- Organisation of the "**Stockport Together**" forums to address local inequalities through cross-sector collaboration, as well as presenting on Accord priorities at **Stockport Meet, Greet and Grow**
- Implementation of the **Trafford Social Connections Project**, aimed at reducing isolation among older adults.
- Promotion of the **Wigan Green Spaces Initiative**, encouraging community involvement in environmental sustainability projects.

Recognised “Anchor” Status and VCFSE role as a Grant Funding Partner

The public sector often collaborates with the VCFSE sector in Greater Manchester to administer key public sector funds targeted at community organisations. This is key evidence of the sector being trusted as anchors and valued for their community knowledge. The embedding of the notion of ecosystem; the raising of the profile and demonstration of how connected the VCFSE sector is; and the building of an even stronger foundation of trust between sectors, is undoubtedly as key to achievements in this area, whilst this is not directly Accord funded activity. Examples of this include:

- **VCFSE-targeted £5 million community grants programme from WEA**
- GMCA Foundational Economy Fund by GMCVO, offering 40 projects were awarded initial grants of £10,000 plus expert support and 15 projects receiving additional grants of £60,000
- GMCA Inspire Arts & Culture Fund by 10GM, worth £300,000
- GM ICP Partnership Fund GM Mental Wellbeing Grants by GMCVO, worth £75,000 this year.

The **£60k Accord Ecosystem Fund** distributed by VSNW, was a key investment from the Accord supporting GM-wide ecosystem activity in 23-24, through **thematic infrastructure grants** delivering the following:

1. The establishment of the **GM Anti-Poverty Forum**, led by Resolve Poverty (formerly GMPA), providing a valuable platform for organisations to collaboratively shape anti-poverty strategies and influence policy development. The collective effort of Resolve Poverty in this area has contributed to 80% of local authorities in Greater Manchester now having an anti-poverty strategy, significantly higher than the 13% observed across the UK.²³
2. **GM Interfaith Mapping** - Engagement with GM Local Infrastructure Organisations, the Metro Mayor, borough leaders, and wider partners involving mapping local interfaith networks to gather data and develop an evidence-based model for effective interfaith collaboration. This has resulted in a **GM Faith and Belief Contribution Statement**²⁴ and a **GM Faith, Belief and Interfaith Covenant**²⁵ both demonstrating improved recognition of this part of the sector in communities

²³ <https://www.resolvepoverty.org/access-anti-poverty-strategies-in-england/>

²⁴ <https://www.greatermanchester-ca.gov.uk/media/8447/gm-faith-and-belief-contribution-statement.pdf>

3. **GM Sanctuary Seekers Response Group** delivery by Macc, holding fortnightly meetings to share updates and resources regarding refugee and asylum seeker rights, a WhatsApp group for real-time communication. An in-person event is planned for Refugee Week 2024 to unite VCFSE, public, and private sector partners in support of refugees. Strengthening connections with related initiatives, such as the GM Homelessness Action Network and the Migrant Destitution Action Group, to enhance collaboration and impact.

4. Case Study: GM Mental Health Leaders Group

The Group convened Locality leads from Bury, Rochdale, Oldham, Tameside, and Stockport co-designed a £10k funding initiative to strengthen the VCFSE's role in the GM mental health system, securing matching funds from Pennine Care Trust. They hosted the "Human Factor" launch event in October 2023, attracting over 100 attendees and generating 170+ collaboration ideas, followed by a January 2024 event to develop action plans.

So far, their achievements include enhanced sector relationships, established locality cross-sector working groups, **collaboration with GM mental health trusts to create a Mental Health Providers collaborative**, significant investment from Pennine Care in VCFSE leadership, prototyping similar events in Wigan, and transitioning clinical roles to VCFSE, such as peer support workers in Community Mental Health Teams.

Resilience

August 2024 saw the sector respond at crisis point when violent rioting erupted across the streets of the UK. Work is being done by 10GM and the Greater Manchester Resilience Forum (GMRF) to understand the sector's responsiveness to this and the impact on communities. This remains a pertinent issue moving forward.

²⁵ <https://www.greatermanchester-ca.gov.uk/media/9606/greater-manchester-faith-belief-and-interfaith-covenant.pdf>

Commitment 5 - Conclusion & Recommendations

Through the Accord, we have successfully embedded the concept of a VCFSE 'ecosystem' in Greater Manchester. Via 10GM, the ecosystem has been strengthened by a coordinated approach to VCFSE infrastructure support across all 10 boroughs. It is crucial that this continues, ensuring that the ecosystem concept evolves beyond strategic planning and GM-wide connectivity, translating into tangible, locality-based outcomes. By strengthening partnerships, supporting leadership development, and creating inclusive networks like GM Networks Connect, the VCFSE ecosystem demonstrates key examples that point to growing resilience and capacity.

While considerable progress has been made in building partnerships, fostering leadership, and developing inclusive networks, the ongoing challenge is ensuring these advances result in tangible, equitable outcomes at the local level.

A recurring theme is the tension between GM-level strategies and their translation into local authority action. Although some initiatives like the Fair Funding Protocol are trying to push past this - with implementation being consulted on in shared locality and GM spaces such as the VCFSE Forum in October 2024 - there is likely to still be considerable variability in local funding models unless steps are taken to make them more unified, with consistent funding frameworks, enhanced collaboration, and a focus on community outcomes. This inconsistency, coupled with funding cuts from NHS GM and local authorities, complicates the push for a seamless pan-GM approach.

To fully realise the benefits of the VCFSE ecosystem, there needs to be a coordinated and consistent funding framework that bridges local and GM-wide goals. This is especially critical as the sector faces uncertainty around the end of UK SPF funding. UK SPF and E11 have been a vehicle that supports GM locality connectivity, so funding ending in March 2025 represents a cliff edge for other strands of VCFSE work. Furthermore, as LiveWell evolves into a movement shaping public sector thinking in GM, to be delivered in place, we need to ensure plans are joined up across GM and the districts from the start. The VCFSE sector's role in crisis response—such as during the riots in August 2024—also needs support and recognition within these frameworks.

In conclusion, continued investment in local infrastructure, sector-wide collaboration, and the expansion of initiatives like the Fair Funding Protocol will be crucial in overcoming existing challenges. By doing so, Greater Manchester can further embed the VCFSE ecosystem into both strategic planning and local delivery, ensuring the sector remains a critical partner in building resilient, equitable, and thriving communities.

Commitment 6: To ensure that co-design of local services is the norm

We will put into place meaningful mechanisms to make co-design of local services the norm, including expanding channels for service design to be informed by 'lived experience'. **Our aim is to create arrangements to enable local people, groups and organisations to be involved in the design of the services which are provided for them.**

The development of the **Greater Manchester Equality Alliance (GM=EqAl)** supported by **GMCVO**, launched in September 2020, has been a key driver in realising this Accord commitment. GM=EqAl has worked in alliance with VCFSE, public and private sector individuals and organisations, to connect communities to policy makers, and vice versa, to assist with strategic equality and diversity work in Greater Manchester. This alliance has co-created service provisions with communities, incorporating insights directly from the VCFSE sector to better align services with community needs.

The work led by GM=EqAl has also established the **foundational "scaffolding" required for co-designing services** and activities that engage diverse community voices, **setting up clearer communication channels for the VCFSE sector**. This coordinated framework has allowed organisations to be **more effectively networked**, fostering a collaborative ecosystem that amplifies impact across Greater Manchester.

Headline Activities

- GM=EqAl ensuring diverse input with an intersectional is heard in GM wide strategies
- The Voice of Lived Experience in Policy Making Guidance being developed
- A suite of Inclusive Language Guidance being kept up to date

An Intersectional Approach

GM=EqAl takes an intersectional approach, recognising that each individual experiences marginalisation in unique ways due to how multiple forms of inequality or disadvantage compound exclusion. By bringing together a diverse range of voices in a pan-equalities space, GM=EqAl channels multiple perspectives to develop solutions through dialogue. The GM=EqAl Working Group comprises of **30+ VCFSE equalities experts** drawn from a wide range of communities of experience and identity across GM, **with regular meetings, a monthly bulletin, and impact report**. They are a diverse mix of grass roots community organisers and voluntary sector strategic operators who volunteer time each

month to influencing policy at a GM level. GM=EqAl annually conducts a membership review to ensure this. **Key documents, including the Membership Pack and Terms of Reference, were revised in 2023. A member survey was conducted** to guide improvements such as a **new annual celebration event** and better tracking of speakers' post-engagement impact.

Strategic Engagement and Networking

GM=EqAl facilitates connections between the VCFSE sector and partners like the GM Equality Panels and Local Infrastructure Organisations. It serves as an equalities reference group and works closely with local authorities and the Integrated Care System (ICS). Regular roundtables are held with LIO leads to address locality-specific inequality issues and foster collaboration helping equalities organisations be better networked.

Groups, Networks, and Forums Attended

As well as their own network groups, GM=EqAl members actively engage with numerous other boards and networks, such as the Tackling Inequalities Board and GM VCFSE Leadership Group, to influence decision-making and share insights across Greater Manchester.

GM=EqAl Consultation

Across 2023-2024, GM=EqAl has engaged Accord partnership members in a number of thematic areas relating to service design, advocating for inclusion and equity, with lived experience at the core:

- **Age Equality:** Contributed to “**Ageism: What’s the Harm**”²⁶ March 2023 report for **Centre for Ageing Better** highlighting digital exclusion, intersecting discrimination and how it should inform service delivery.
- **Criminal Justice:** GM=EqAl wrote a **letter raising concerns with Greater Manchester Police (GMP)**’s handling of arrests and custody conditions, resulting in a **meeting in October 2023** requesting trauma-informed approaches, with **commitment from GMP to engage more with GM=EqAl through 2024**.
- **Digital:** Feedback on the **GM Information Strategy** focused on transparency and inclusion. Concerns about AI bias led to **discussions with Open Data Manchester** in February 2023.
- **Disability:** In December 2022, **GM Disabled People’s Panel** shared its Cost-of-Living survey, revealing barriers disabled people face in accessing services. In October 2023, a conference on **Neurodiversity, Culture, and Autism** took place, showcasing best practices and intersectional approaches to autism in ethnically diverse communities. Members are currently developing guidance for GPs on these issues.
- **Education:** In October 2023, GM=EqAl discussed with GMCA **Tackling Inequalities in Education**, particularly addressing absenteeism and the impact of poverty, especially following the pandemic. Members raised concerns about punitive measures against parents and the need for integrated educational provisions for disabled children. In May 2024, GM=EqAl discussed the GM 18+ **Skills and Education & Multiple Disadvantaged Offer** to shape the next iteration of the Changing Futures programme to better reach the various communities in GM and reduce inequalities.
- **Environment:** Reflections on unequal climate change impacts and the lack of support for VCFSE sectors were discussed during the **Green Summit and Environment Plan** consultations.
- **Gypsy, Roma, Traveller (GRT+)** communities: GM=EqAl advocated for updated **GMP policies** to adopt

progressive policy of negotiated stopping pioneered by Leeds Gypsy and Traveller Exchange. GM=EqAl have been working alongside GMCA to have the principles of negotiated stopping adopted by all ten localities, as well as developing a strategy of expanding the number of legal sites for nomadic communities. A GM=EqAl member attends this Task and Finish group has highlighted that the absence of data around GRT+ communities is a key barrier in the provision of resources, and that rectifying this should be a key priority.

- **Health:** Engagement with the **GM Mental Health Strategy** and **VCFSE Mental Health Leadership Group** addressed mental health stigma and culturally sensitive care. GM=EqAl have fed into the **BeeWell Survey; GM Health and Poverty Intelligence; GM Primary Care Blueprint Consultation; Fairer Health for All Framework; Live Well**.
- **Race Equality:** A **GMCA and University of Manchester** and **CoDE** presentation in October 2022 highlighted racial disparities and the need to influence policy makers to take further decisive action.
- **Women and Girls:** In April 2023, **End Violence Against Women Coalition** addressed communication barriers for victims from marginalised communities, aiming to improve access to justice for these groups through **collaboration with GMP**.
- **Transport:** GM=EqAl contributed to the GM Transport Plan Consultation and the evaluation of Virtual Wards

Guidance and Publications

Inclusive Language Guidance

GM=EqAl has an inclusive language subgroup which **meets regularly to develop inclusive language guides**. These provide the preferred language by diverse communities as a key resource, to help them be better recognised, heard and understood. In 2023, it updated guidance on race and poverty, and a new social class guide published October 2024 adding to its existing catalogue of guides covering the following²⁷:

- Disability
- Sex and Gender
- Religion and Belief
- Age
- Sexual Orientation
- Neurodiversity and Autism

²⁶ <https://ageing-better.org.uk/sites/default/files/2023-02/Ageism-harms.pdf>

²⁷ <https://www.gmcvo.org.uk/publications/gmeqal-inclusive-language-guidance>

- Gypsy, Roma and Traveller (and other similar) communities
- Gender reassignment and trans and non-binary identities
- Learning Disability
- Poverty
- Social Class

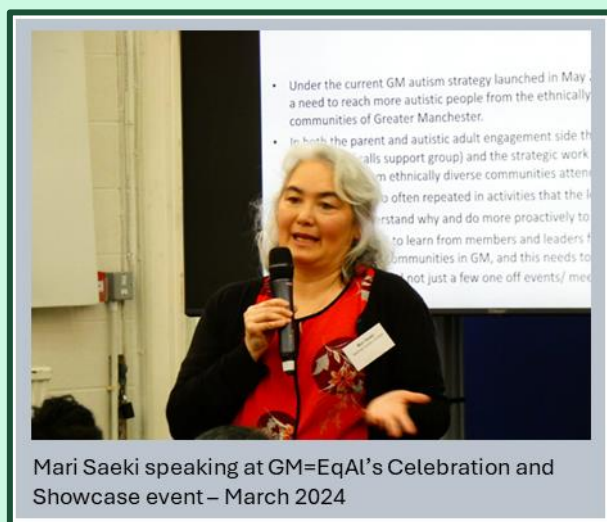
Case study: Greater Manchester Autism Strategy Ethnically Diverse Communities Focus Group



Context

The Greater Manchester's All Age Autism Strategy was launched in May 2022. GM=EqAL is one of the key stakeholders listed in the strategy. Mari Saeki has been leading this work, as a GM=EqAL member and Project Lead for GMAC.

Greater Manchester Autism Consortium (GMAC), managed by National Autistic Society, has developed an implementation plan for the strategy. Tackling health and care inequalities is a priority, and a commitment was made to increase the participation of autistic people from ethnically diverse communities in the work of Greater Manchester Autism Consortium (GMAC) including the strategic work, events, workshops and groups. In both the support and engagement, and strategic work being delivered, people experiencing racial inequalities are poorly represented and there is a need to both understand and proactively address this.



Mari Saeki speaking at GM=EqAL's Celebration and Showcase event – March 2024

Action

An Ethnically Diverse Communities Focus group was set up to develop, oversee and drive a work-plan to increase the participation of people experiencing racial inequalities across the lifetime of the strategy. GM=EqAL supported the development of the focus group, and its membership is currently made up of five GM=EqAL members, local authority staff, autistic adults and three community groups. GM=EqAL also connected the group to colleagues who expressed interest in the intersectional needs of neurodivergent people.

Outcomes

Mapped organisations interested in the intersectional needs of neurodivergent people.

Collectively designed and delivered a 'Human Library' event in October 2023 with members sharing insights on best practice, discussing the need for cultural competency and exploring the compounding effects of multiple forms of discrimination or disadvantage.

The focus group remains in place and is currently developing a guide for GPs on the intersectional needs of neurodivergent people from ethnically diverse communities, and is working alongside GMCA, the Race Equality Panel and the Faith and Belief Panel to raise awareness and understanding within African churches in GM.

Impact

GM=EqAL members played a key role in the development and continuation of the focus group, allowing GMAC to be better networked and able to work more collaboratively, with good practice being shared.

'Scaffolding' in place to enable co-design of services and activities, with the lived experience and intersectional needs of ethnically diverse autistic adults is being amplified and valued as part of the Greater Manchester All Age Autism Strategy implementation.

There is now a meaningful mechanism in place to increase the participation of people experiencing racial inequalities in the implementation of the Greater Manchester All Age Autism Strategy, increasing community ownership of solutions, and increasing the level of service provision co-created with communities.

The Voice of Lived Experience in Policy Making Guidance

A flagship piece of work progressed from the end of 2023 and into 2024 was the Lived Experience in Policy Making Guidance. It aims to be a **framework for best practice** to allow the voices of people and communities to truly be involved in co-design. **The guidance has been co-produced itself**, through several conversations with networks and groups of individuals and organisations across the VCFSE Accord partners including GM Equality Alliance, GM VCFSE Leadership Group, GM Equality Panel facilitators, GM Equality officers, NHS GM communications and engagement group and GMCA co-production group members to ensure it reflects current thinking and challenges. Planning for uptake and use by the public sector is underway and will be key to the future of progress under this commitment.

New Victims & Justice Workstream

Along with GM=EqAl contributing to 10-year strategy to tackle serious violence across VRU, in Summer 2024, the GM VCFSE Leadership Group have set up a new Victims & Justice working group. This has been led by Duncan Craig from WeAreSurvivors and Gail Health from The Pankhurst Trust with the aim of shaping and supporting the sector's work on victims, witnesses, offenders and the justice system. The objective is to **build a system** and **influence decisions** to ensure that **victims and witnesses** receive the best treatment; while work with offenders is focused on **justice, rehabilitation, and reducing recidivism**. Specific work planned is on leading the challenge to gender-based violence (GBV) in Greater Manchester and delivering the GBV strategy, and ensuring violence against women and girls is not lost within the GBV language. The group will also seek to improve VCFSE representation in key boards of influence. A related campaign to establish the groups leadership voice is planned for 2024-25.

Commitment 6 - Conclusion & Recommendations

GM=EqAl has been incredibly successful in ensuring the voice of lived experience, equalities and diverse communities have been considered in many public sector strategy and plans. While GM=EqAl members contribute expertise, challenges in obtaining follow-up information on progress limit their ability to assess their impact systematically. National policy can further complicate local ambitions, for GM=EqAl and the new Victims and Justice Accord workstream. Looking forward, the work led by GM=EqAl should focus on a select number of priority thematic areas, in line with the Accord, with the public sector committing to enhanced follow-up mechanisms to track the impact of GM=EqAl contributions. The flagship **'The Voice of Lived Experience in Policy Making' guidance** will be a key vehicle towards achieving this commitment in expanding channels for lived experience in service design. Its implementation across the public sector, through embedding and defining clear mechanisms will be essential to its success.

Commitment 7: To build productive relationships between sectors

We will fulfil the potential for building productive relationships between the VCFSE, public and private sectors to address inequity and build back fairer.

Our aim is to work closely with local businesses as well as the public sector to increase their focus on social value and addressing inequalities.

This commitment emphasises the potential of cross-sector collaboration that addresses inequalities. It encourages integrating social value into business practices and public sector work to "build back fairer" through collaborative approaches. Survey data demonstrates that this commitment has achieved notable success, with **92%** of stakeholders agreeing on its effectiveness, marking it as the highest-rated commitment in terms of perceived impact.

Initiatives that work towards this commitment are many, encompassing collaborations with businesses on social value practices, policy input through high-level boards, and the development of frameworks like Fairer Health for All to address inequality in health outcomes across Greater Manchester. Notable progress includes the VCFSE sector's active involvement on key policy and operational boards with the GM NHS Integrated Care and GMCA, which has led to the development of guiding frameworks and collaborative approaches to tackle pressing regional issues.

Headline Activities

- Creating the Greater Manchester VCFSE Forum for public sector and VCFSE leaders to meet driving work across the localities such as the Fair Funding Protocol
- Increase in GMCA grant funding for VCFSE activities has increased from £5.5m in 2021/22 to an estimated £9m in the current financial year.
- Fairer Health for All videos series 'stories of change'

Tackling Inequality and Fairer Health for All

The Fairer Health for All Framework was developed to help the Greater Manchester Integrated Care Partnership (GM ICP) deliver against their commitments to improve health, reduce inequalities and create a greener, fairer, more

prosperous city region as outlined in the GM ICP strategy and the Greater Manchester strategy. Through strong Leadership Group consultation, many **VCFSE organisations participated in a range of co-design and engagement sessions to develop the framework.**

This GM framework will strengthen and enable local action through place-based partnerships by outlining: shared principles for delivery against GM Strategy and ICS priorities to reduce health across the lifespan (Start Well, Live Well, Age Well). It aims to strengthen the system infrastructure required to support policies and programmes that create healthy places and reduce inequalities in access to care, to deliver against national planning guidance and the 5 national clinical priorities in CORE20PLUS5.

Local infrastructure organisations developed a **video series of 'stories of change'**²⁸, illustrating examples of integrated neighbourhood working and transforming health through collaboration and partnerships with local communities and voluntary organisations.

²⁸ [View Stories of Change from the Fairer Health for All programme](#)

A Different Approach to Social Value

A significant portion of the work geared towards increasing organisational social value has been influencing work led by the Commissioning & Investment Group. They spotlight examples to inspire other partners to take a broader and more sustainable approach to social value. An example of this is the June 2024 published Case Study "**Thinking Differently about Social Value in Bolton**"²⁹ which highlights a partnership approach to creating a local Social Value framework, shifting from transactional 'one off' support to building community partnerships through 20 Social Value pledges. This initiative, launched with Bolton's businesses in January 2024, aims to strengthen collaboration between the VCFSE sector and local businesses, culminating in a year-long journey to celebrate Bolton's Fund's 5th anniversary.

Case Study: Relationship with GMCA

This case study explores how the relationships with, and shared understanding of, the VCFSE sector, as well as our own internal ways of working have developed within GMCA since the signing of the Accord.

Work to date at a GM footprint has focussed on building relationships: bringing people together, developing improved ways of working and addressing barriers to productive relationships. Over the last 3 years, there has been a dramatic improvement in the depth, nature and scope of relationships between GMCA and the VCFSE sector. Analysis in the summer of 2024 has shown that **the VCFSE sector is represented on 15 Strategic Boards and over 60 policy development and operational partnerships linked with the work of GMCA**

New ways to collaborate with the VCFSE sector have been created. For example, there have been 3 meetings of the **GM VCFSE Forum** since its inception in March 2023. Around 50 people attended each meeting, including local Councillors, senior officers from GMCA, the GM local authorities and local Health systems, and VCFSE sector leaders from across the city region, including members of the VCFSE Leadership Group. This Forum has led to a number of valuable policy initiatives, including the GMCA **'Fair Funding Protocol'** which supports our financial relationship with the VCFSE sector.

Within the GMCA, there is now a **50-person virtual team of officers** 'working with the VCFSE sector' across all the policy areas. This team shares a Teams channel and meets regularly (online and in person) to hear about each other's work, discuss key operational topics (such as the GM Faith Covenant and approaches to social value) or hear from external speakers.

GMCA also facilitates a **group of commissioning staff from the 10GM local authorities**, enabling operational continuity between the VCFSE Accord work taking place at a GM footprint and locality-driven activities. It is clear from a recent engagement exercise held by the CA with all local authorities, just how important this engagement and collaboration is improving our chances of successfully achieving shared goals.

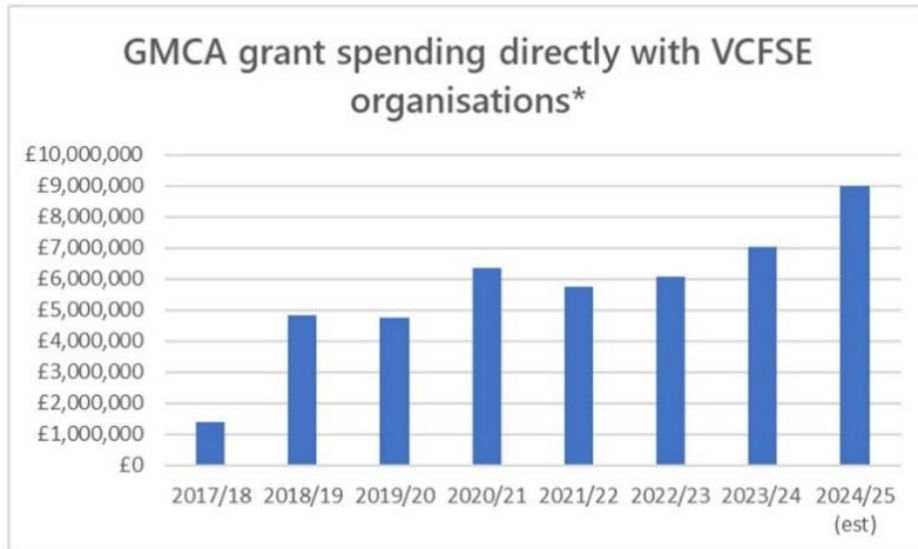
We have created a complex fabric of relationships and engagement which focuses on having the right people in the right conversations. Behind the numbers are conversations between GMCA and its partners, with VCFSE experts bringing lived experiences, technical expertise and solutions, knowledge of issues, people and communities, and a willingness to collaborate around shared goals.

83% of all respondents agreed that the Accord had helped them understand the VCFSE's sector contribution to the **Greater Manchester Strategy**.

In signing the Accord, GMCA has made an organisation-level commitment to the VCFSE sector and supporting/enabling the capacity building of VCFSE organisations. It will be important that we sustain and build these collaborative arrangements as we move towards the new Integrated Settlement with central government, and work towards priorities around Live Well, Housing First and the MBACC, to ensure increased focus on social value and addressing inequalities together.

²⁹ <https://cdn.prod.website-files.com/6682c2b63024dc5fac17ec7d/66e9847f6755f155ed6c801>

[a_Commissioning-andInvestmentCaseStudyBoltonandSocialValue.pdf](#)



* Taken from transparency reports at [Transparency Reports - Voluntary, Community & Social Enterprise \(VCSE\) Grants Awarded - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/transparency-reports)

Figure 1: A chart showing GMCA grant spending directly with VCFSE organisations

Furthermore, the **total amount of grant funding going to VCFSE activities has increased from £5.5m in 2021/22 to an estimated £9m in the current financial year.**

Commitment 7 – Conclusions & Recommendations

The Accord has effectively strengthened cross-sector partnerships, positioning the VCFSE sector as vital in Greater Manchester’s strategies to reduce inequality. By embedding the VCFSE perspective in policy development and operational planning through strategic boards and initiatives, these partnerships have successfully enhanced the impact of both the GMCA and NHS Integrated Care System, even amid ongoing pressures and uncertainties impacting NHS roles and resources. This collaborative approach has not only expanded the VCFSE sector’s influence but has also been integral to supporting public sector resilience in times of constraint.

While businesses are not signatories to the Accord, there remains significant potential for a stronger partnership approach with the private sector, particularly around social value and sustainable practices. As we can certainly continue to shape public sector frameworks more, a concerted effort to engage local businesses could broaden these initiatives, ensuring consistency and fair access to resources across GM localities. Furthermore, sustaining and growing the VCFSE sector’s representation in decision-making will reinforce its strategic contribution to regional priorities, including emerging goals linked to the Integrated Settlement. Equipping the VCFSE sector to adapt to shifting partnership needs will help solidify its role in addressing Greater Manchester’s social and economic challenges through cohesive, inclusive partnerships.

Commitment 8: To provide a comprehensive workforce programme for VCFSE organisations

We will put in place a comprehensive workforce programme to support organisational and workforce development for VCFSE employers based on and facilitating a more integrated public facing workforce.

Our aim is to improve capacity, capability and employment standards across the paid and voluntary VCFSE workforce in Greater Manchester

Through influencing activity of the GM VCFSE Leadership Group a 2019 VCFSE workforce capability report, was commissioned by GM Health and Social Care Partnership, in collaboration with Macc. This highlighted issues, and recommendations across 6 key areas: HR support, Recruitment, Inclusion, Personal Development, Leadership Development and Wellbeing. **The 10GM workforce development programme** for the VCFSE sector in Greater Manchester was designed to address the recommendations from the report and work towards our **intended outcome of a better supported VCFSE paid and unpaid workforce.**

Delivered throughout 2023 and 2024, the programme ensured long-term sustainability by engaging key Accord partners like GMCA, GM NHS ICP, and the private sector. The programme **aligned with the GM Workforce Strategy** by addressing recruitment, retention, leadership, wellbeing, and new ways of working. **A focus on Equality, Diversity, and Inclusion (EDI)** included workforce data analysis, support for communities of identity, and provision of bursaries to remove barriers to participation. The delivered programme provided an innovative, collective resource for strategic workforce development in the VCFSE sector, ensuring its sustainability and inclusivity in line with broader workforce priorities across Greater Manchester. Some of the achievements of this long and hard fought for programme demonstrate the impact this has had in several areas:

Headline Activities

- 6-month Leadership Development Programmes for existing leaders and emerging leaders
- Recruitment and workforce hubs
- New research into HR, Pay Conditions and Payroll

recruitment challenges by streamlining hiring processes and uniting efforts to attract talent. Launched alongside it, the Workforce Hub offers extensive support resources and best practices to improve workforce wellbeing and resilience. Within its first two weeks, the Workforce Hub recorded 6,365 page views and engaged over 1,700 users, underscoring its immediate impact on the VCFSE ecosystem.

HR Support

A detailed **analysis of the VCFSE sector's HR support landscape** was undertaken, via the HR Survey³² with the aim of identifying opportunities for collaborative purchasing and pro-bono services. This resulted in the creation of a **specialist database of HR providers** with expertise in the VCFSE sector, as well as the **development of updated HR policy templates** shared across local infrastructure organisations and the **workforce hub**. These actions

Recruitment & Workforce Hubs

The **GM VCFSE Recruitment**³⁰ and **Workforce Hubs**³¹, launched in April 2024, have significantly bolstered sector-wide recruitment and workforce support. The Recruitment Hub provides a centralised platform to increase the visibility and reach of job opportunities, making VCFSE roles more accessible and promoting talent mobility across the sector. Through sector-wide careers communication, it tackles

³⁰ <https://gmworkforcehub.org.uk/recruitment-hub/>

³¹ <https://gmworkforcehub.org.uk/>

³² https://mcusercontent.com/21478fb85b6d9d8b5bcab9838/files/db7492a3-ee20-7130-9b29-4c4a3fb0d3af/VCFSE_Workforce_Development_Programme_HR_Survey_Snapshot.pdf

enhanced the capacity of VCFSE organisations to attract, retain, and develop their workforce, ensuring that even **smaller organisations could access crucial HR support without significant financial burdens.**

Research

Key pieces of research were undertaken through surveys, which remain open to continuously collect data, not only in relation to HR support, but also payroll and pay and conditions. The **Pay and Conditions Survey Snapshot report published** shared with VCFSE organisations will provide useful insight to inform benchmarking and organisation policies. The results will help the sector to illustrate to funders and commissioners the challenges faced by VCFSE organisations in maintaining competitive salaries and terms – joining up with the work of the GM VCFSE Accord and the GM Fair Funding Protocol. The **Payroll Survey Snapshot report published** will be used to produce recommendations, and a proposal for a shared payroll for smaller organisations.

Inclusion

The programme placed a strong emphasis on fostering diversity and inclusion within the workforce. This included a masterclass designed to promote workforce diversity for minority groups from diverse ethnic backgrounds and LGBTQIA+ staff. These initiatives were underpinned by research into workforce diversity, pay scales, and workplace accessibility. **The findings led to key recommendations**, and resources published on the workforce hub, positioning the VCFSE sector as a leader in promoting an inclusive, fair, and diverse workplace that reflects the communities it serves.

Leadership Development

The programme also focused on leadership development, particularly for under-represented groups, **through three distinct programmes:**

1. Emerging leaders;
2. Existing leaders;
3. Open workshop series.

This programme offered masterclasses in system leadership, equipping both current and aspiring leaders with the skills needed to drive transformational change in the sector. The provision of **bursaries ensured that**

Case Study: Existing Leaders Workforce Programme

Razia Shaikh-Patel, Educator, Director and Founder, Women's Empowerment through Arts (Trafford/Manchester). Organisation size: Small

About WETA: *"We empower women from a marginalised racial background. We create opportunities and a pathway of progressions for women who never got the chance in their life – especially women who just consider themselves as a "just mothers or a home maker". We help them to be more independent through attending our projects, learning skills, courses, becoming volunteers, gain confidence to climb the ladder of workforce and create a role for them in our own organisation for them to work as a paid staff."*

What motivated you to join the programme? *"I hoped to learn from other experienced leaders, as a peer learning opportunity to improve my performance and productivity, to gain knowledge and to be more effective in my organisation. I want to create a leadership style that inspires and motivates my team with a vision and emotional connection. As a leader, we all know how important it is to keep learning and improving your skills and competencies. There is always room for an improvement through our own reflections, and I always believe in continuous personal and professional development through learning."*

What have you valued about the leadership development programme?

"This programme has been very helpful for me in the sense of learning the systemic, graduation to lead a system. I'm not just a leader, I'm leading the whole organisation, so in that aspect it has been really helpful for me to understand different layers, the iceberg and systems and the functions and motivations. All the learning materials were spot on, I felt heard and listened to. I honestly learnt so many things."

What are you doing differently?

"Everything has been something new to learn and implement in my role in my organisation. Creating an impactful organisation with an understanding of strategic and operational functionality – the functions of every individual – rather than doing everything. We are being more strategic in implementing and we are being more impactful - understanding from that lens as well. We are creating structural changes at WETA going forward. We are only five years old – we are quite new. But then our strength is that trust that we have built, the networking, the ripple that we have created around the people. And the impactful and successful projects. It's the people who make it successful or not successful. Because we understand the need and the grassroots need of the community. There's a gap and when you see there's a gap you can do something about it."

individuals facing financial barriers could participate fully, thereby promoting greater diversity in leadership and fostering more robust succession planning across VCFSE organisations.

Workforce Wellbeing

Recognising the importance of employee wellbeing, the programme delivered masterclasses on the GM Workforce Wellbeing Toolkit, equipping VCFSE organisations with practical knowledge and tools to support their staff. Additionally, **research was conducted into the availability of Occupational Health services and staff welfare programs**, leading to the exploration of collaborative purchasing models.

Good Employment and Real Living Wage Campaign

Other activity outside of the 10GM workforce programme that has looked to support the VCFSE sector workforce in GM is around Good Employment and aiming to **increase the number of sector organisations paying at least the Real Living Wage**.

GMCVO on behalf of the Inclusive Economy Working Group produced **a blog³³** detailing why good employment, as seen in the VCFSE sector, is an important part of building an inclusive economy. They also produced a full **portfolio³⁴ of good practice for an inclusive economy** focussed on this topic, demonstrating several examples of jobs that are fairly paid, provide security and wellbeing at work, and in many cases employing people who may face additional barriers to entering the job market.

In May 2023, the GM VCFSE Leadership Group discussed experiences in paying the Real Living Wage, reviewing member organisation practices, and having an honest discussion about the barriers. Working towards becoming an accredited Real Living Wage Employer became part of the GM VCFSE Leadership Group protocol agreement for members in December 2023.

Commitment 8 - Conclusions & Recommendations

Overall, the coordinated efforts across the 10GM workforce programme mark a significant impact in the level of support available for the VCFSE sector in Greater Manchester. Initiatives under which like leadership development, have clear impact through a set of leaders with strengthened capabilities, fostering a more inclusive, diverse, and resilient ecosystem capable of delivering greater social impact. The programme's innovative design purposefully sought lasting impacts beyond its one-year funding by the GM Integrated Care Partnership. By automating updates between local infrastructure organisations' recruitment hubs and the GM workforce hub, it streamlines workforce practices. The ongoing HR, pay, and conditions and payroll surveys all remain open for future updates, with continuous data input through the Workforce Hubs.

However, progress in some areas risk stalling without further funding, particularly the leadership programme, which was transformative for a cohort of people is tailored to the unique challenges of the VCFSE sector. Prioritising this programme is critical, as it offers sector-specific solutions and insight that broader cross-sector programmes cannot address.

The VCFSE sector has been the birthplace of flexible working arrangements which puts staff and volunteer wellbeing first. But VCFSE organisations are struggling to keep up with private and public sector wage uplifts amid the cost-of-living crisis, as well as back-office costs, and staff are feeling the squeeze. In 2021, 74% of GM VCFSE organisations reported paying staff the Real Living Wage. Support to keep investment flowing into our sector is essential to ensuring this figure rises, not falls.

³³ <https://www.gmcvo.org.uk/news/blog-good-employment-%E2%80%93-key-component-inclusive-economy>

<https://www.gmcvo.org.uk/system/files/publications/Inclusive%20Economy%20Portfolio%20part%203%20-%20Good%20Employment.pdf>

³⁴

<https://www.gmcvo.org.uk/system/files/publications/Inclusive%20Economy%20Portfolio%20part%203%20-%20Good%20Employment.pdf>

Engagement and Reach

This section evaluates the impact of the Accord on the engagement and reach of Greater Manchester's VCFSE sector. Our **intended outcome** is to foster a more **interconnected and collaborative VCFSE sector, with strengthened communication links, wider representation on strategic boards, and improved involvement in decision-making**. To achieve these aims, we have established structured engagement routes and key points of contact, enabling strong governance and visibility for VCFSE leaders. This section examines how these efforts have promoted collaboration across sectors, elevated the VCFSE's influence in public sector spaces, and enhanced communication channels to reach and engage stakeholders more effectively.

Headline Activities

- New GM VCFSE Leadership Group website
- Established engagement structures with clear points of contact
- 107 VCFSE representative seats on public sector boards

Clear Routes of Engagement

The GM VCFSE Leadership Group operates with a **distributed leadership model**, forming a coalition of leaders that reflect the diversity and strengths of Greater Manchester's >17,000 VCFSE organisations. As the primary delivery structure for the Accord, the Leadership Group has developed formal engagement routes and reinforced these by maintaining strong governance, including published terms of reference¹, member details, and accessible information across all working groups. **The consistent supported structure of the group is a significant achievement in itself**, ensuring the group's effectiveness and visibility within regional systems and the broader VCFSE sector.

The GM VCFSE Leadership Group and its direct working group structures include **127 individual VCFSE leaders**, regularly meeting to hold open dialogue and collaboration spaces to steer, deliver, and keep in operational or strategic contact with the entire breadth of work cited throughout this report.

Key Points of Contact

Key points of contact within the Accord are well-defined, as shown through robust cross-sector relationships (explained under [Commitment 7](#)) and an increasingly accessible view of the leadership across Accord activities. To facilitate connections, the GM VCFSE Leadership Group has maintained an **up-to-date list of representatives on various boards**³⁵, visible on its website alongside photos and contact details in a new **"Who We Are"**³⁶ section, and inclusion in quarterly Accord reporting. This enhanced transparency and accessibility supports ongoing engagement, fostering trust and making it easier for those seeking to connect with specific areas of Accord work to find the right leaders and contacts.

Our Reach in Numbers

- **1385** Monthly GM VCFSE Leadership Group Bulletin Recipients
- **16992** Combined VCFSE Sector Accord Partner Bulletin Recipients
- **127** Individual VCFSE Leaders in Leadership Group and working groups
- **107** VCFSE seats on public sector boards
- **10291** is the combined number of X/Twitter followers for leading VCFSE Accord Partners
- **3114** is the number of LinkedIn Followers Combined for leading VCFSE Accord Partners
- **259** Monthly website users 2023-24

³⁵ <https://www.vcfseleadershipgm.org.uk/list-of-representation>

³⁶ <https://www.vcfseleadershipgm.org.uk/who-we-are>

Accord Communications Group

The **Accord Communications Group** has been a consistent example of cross-sector working in the past few years. Meeting monthly, it convenes communication leads across key VCFSE partners, the GMCA, TfGM and GM NHS.

In 2022, the group undertook an extensive communication channels and network mapping exercise. In May 2023, a **Terms of Reference** were agreed for the group. Other successes have been **early input on the new GM VCFSE website**, a meeting with GMCA to improve their communication around the Accord and agreeing a **new communications plan**.

VCFSE Representatives on Public Sector Boards

Alongside the working groups, also sit **107 VCFSE representative seats** on **64 known GM public sector boards** held by **57 individual leaders**, advocating for the sector on a range of topics. In 2024, **increased demand for VCFSE representatives** on public sector boards created a need for developing a **new streamlined recruitment process** to allow rep positions to be filled more quickly. This new process, led by VSNW on behalf of the GM VCFSE Leadership Group, has allowed for the recruitment of **17 new representative positions in the last 6 months alone**, strengthening the position of VCFSE sector in decision making spaces and allowing better networking across the partnership,

Regular Communication

To compliment in-person engagement, collaboration and influence, strong communication channels and consistent supporting output are essential. Work in recent years, with the **appointment of dedicated GM Comms Officer**, has allowed the group's profile, key messages and contacts to become increasingly visible, within regional systems and across the VCFSE sector.

73% of Accord stakeholders agreed that "The Accord has improved communication and established better channels of communication between sectors"

According to monitoring data, in the period between April 2023 to March 24, under the Accord there were **7037 recorded³⁷ engagements**, representing individual interactions via attendance at meetings, workshops and events, or recipients to emails and surveys across all 9 delivery areas.

1787 engagements were recorded in from April 2023 to March 24 through Accord meetings and events.

Meetings

Online and face-to-face collaboration spaces for the VCFSE sector are an important driver of the Accord activity.

In addition to the Leadership Group, which the Accord supports to meet at least **eight times a year**, there are several "working groups" that serve as collaborative spaces, meeting regularly—some as often as once a month.

- Commissioning & Investment Group
- GM Equalities Alliance (GM=EqAI)
- Population Health Group
- Data & Intelligence Group
- Inclusive Economy Group
- Health Influencing Group

Events

Involvement with and hosting events and opportunities for engagement are all key to the Leadership Group being well networked with the wider VCFSE sector.

In 2024, the Leadership Group and its working groups hosted a series of events that saw successful engagement with the VCFSE sector. These events included the **GM Metro Mayoral VCFSE Hustings** in May 2024 and the GM Integrated Single Settlement Event, and Provider Selection Regime Information Session.

To further support Leadership Group member's involvement with events an 'event calendar' was set up in 2023, to advise leaders of upcoming meetings and events. We also have a new event page of the website, helping to publicise engagement opportunities with GM communities and organisations.

³⁷Due to the nature of the data collection, the actual figure is likely to be much higher.

Bulletins

The GM VCFSE Leadership Group engages with the wider sector, sharing news, opportunities, events and resources via its monthly bulletin, shared with a **mailing list of 1300+ recipients**, across **635** individual organisations.

The Leadership Group bulletin includes news from the Leadership Group and its partners; updates on the Accord; specific GMCA, TfGM, and NHS news and updates; and news, updates and opportunities from the VCFSE sector. It is designed as a ‘quick digest’ and ‘way in’ to the varied work going on across our partners and city region.

Accord outputs and news are also regularly cascaded by Accord partners via their bulletins too, representing the following VCFSE sector reach:

Bulletin Mailing List	Number of Recipients
GM VCFSE Leadership Group	1385
10 Local Infrastructure Organisation Combined Mailing Lists	10738
GMCVO	4372
GM=EqAI	447
Total Bulletin Reach*:	16992 recipients

Figure 2: Table to show the numbers of recipients through VCFSE partner bulletin mailing lists.

*Leadership group members also regularly share content, so the above reach is likely to be even higher.

Responding to Engagement Priorities

The Leadership Group conducts an annual review that examines its structures and engagement to ensure that it is meeting the needs of the sector and our partners. The most recent review identified a need to strengthen expertise and networks with work going on in Faith, Environment, Victims and Justice, and Older People.

This led to new members joining the Leadership Group, including Deborah Murray CEO of Groundwork GM to represent environment networks, and Reverend Ian Rutherford on behalf of faith groups and networks. Duncan Craig, CEO of WeAreSurvivors, joined the Leadership Group to strengthen its leadership in the area of Victims and Justice.

³⁸ See [Commitment 6](#) for more information about the new Victims & Justice workstream

Responsive Structures

Duncan Craig (CEO of WeAreSurvivors) inclusion into the Leadership Group led to the creation of a new Victims and Justice working group³⁸.

The process that saw the creation of this new work stream shows how the structures of the Leadership Group allow for necessary changes to facilitate cross sector collaboration and enhancing the VCFSE sector’s voice.

New Communication Channels Developed

New Public Sector Bulletin

In 2023, a **new bulletin for GMCA officers** working with the VCFSE sector was created with around 50 recipients. This aims to highlight relevant delivery and opportunities to connect up existing activity across the partnership. Expansion of this bulletin to more public sector colleagues is planned.

New Website

From April 2023 to March 2024, our old GM VCFSE Leadership Group website attracted an average of **259 monthly users**. While it served as a valuable resource for the sector, there was significant potential for it to expand its reach and engage a larger audience. In 2024 the new website was developed and launched:

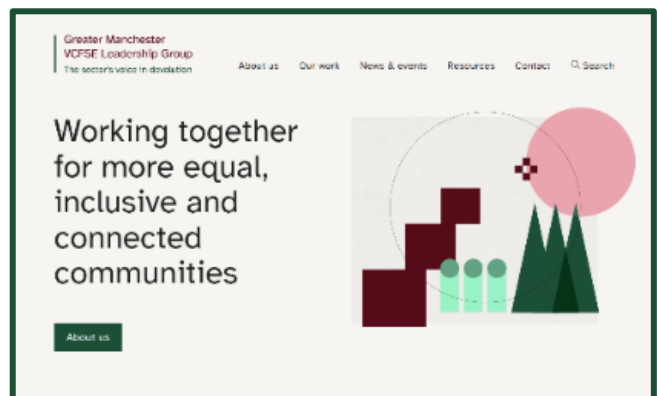


Photo of the new Greater Manchester VCFSE Leadership Group Website Home Page, Published September 2024

Case Study – New GM VCFSE Leadership Group Website

Context

The GM VCFSE Leadership Group required a new website to act as a hub of information for and about the VCFSE sector across the sectors. The redevelopment of the website was needed to enhance the usability and accessibility of the site to fulfil its potential as a resource, and support the aims of the Accord and work of the Leadership Group.

Action

VSNW staff developed a web brief in collaboration with Good Governance Institute consultants. Using the Local Infrastructure Organisation communications network, to connect with web developer Jamabuck. Led by VSNW, the planning was supported by the cross-sector Accord Comms Group at key stages throughout.

Outcomes

- Improved About Us – including [history](#), [FAQ](#), clearer [what we do](#) and [how we work](#)
- [GM LG Member profiles pages](#) – to connect leader expertise

- More useful [Our Work](#) Pages – clearer links to who to contact to get involved, Organisations logos, relevant resources and news
- Additional Our Work pages – new workstreams and work we're involved in e.g., [Victims & Justice](#), [GM Networks Connect](#), [Resilience](#) and [Research Engagement Network](#)
- [Resources directory](#)
- Improved Accessibility

Impact

This work shows the strength of the partnership under the Accord and that systems are in place to support mutual benefit and collaboration.

The impact is clearer communications channels allowing better understanding and recognition.

New LinkedIn Page

In 2024, the **GM VCFSE Leadership Group** launched a page on professional social network site LinkedIn to join other Accord partners and there and to connect the work to an increasing audience of users. The content on LinkedIn is being developed to appeal to the professional audiences there. Significant scope exists for developing knowledge and understanding on this platform.

Engagement and Reach - Conclusion & Recommendations

Feedback throughout many stakeholder surveys indicated that participants from all three parties (GMCA, GM NHS ICS, and the VCFSE) feel the Accord's visibility is somewhat limited, particularly among public sector partners in local areas and in discussions that are not of a high strategic level. This situation, alongside recent communication channel developments such as the GM VCFSE Leadership website, represent an opportunity to enhance communication efforts, which could help raise awareness and ensure that all stakeholders understand the Accord's objectives and achievements. Additionally, exploring ways to align VCFSE communication strategies with those of the public sector, and promoting the Accord's principles throughout all levels of public sector organisations, in particular through the Accord Comms Group, could further strengthen engagement and collaboration. Planning for a campaign to develop knowledge of the VCFSE sector within the public sector is underway to further support this work.

Equity, Diversity, and Inclusion

Equity, diversity and inclusion is integral to every part of the work to deliver the GM VCFSE Accord. We have developed several practices to ensure the delivery of the work embeds Equity, Diversity and Inclusion (EDI) throughout its activities as well as being core to specific parts of the programme plans.

An Active, Shared Learning Approach to Our Equality Impact Assessment

In January 2023, ahead of the new 3-year delivery plan, **Lead EDI officer at GM Integrated Care presented to Accord officers** around how to approach EDI for the Accord. The **sharing of NHS GM best practice** spurred an iterative and collaborative process with cross-sector officers of defining and developing the **Accord Equality Impact Assessment framework**. As a result, the GM NHS equality impact assessment checklist has been **part of the annual delivery plan** in each delivery area for the past two delivery years.

Subsequently, to ensure Equality Impact Assessment work became live and enacted practice, rather than a document on the shelf, **Accord Officers undertook an EDI 'action learning set'** led by GM=EqAl lead officer. Taking a dynamic approach to assessing equality impact, this allowed a safe space to learn and discover best practice together as the core group driving activity to support Accord deliverables. **The action learning set gave officers individually owned commitments** with self-set time-frames, working to improve EDI practice across working groups in a realistic, supported and accountable way. Commitments made included:

- Centring diverse group engagement in communications, membership reviews, and planning processes such as monitoring form for group members across workstreams
- Applying EDI learnings to refresh Population Health and Data groups, fostering inclusivity, collaboration, and diverse leadership in meetings.
- Ensuring accessibility by addressing any potential barriers to meeting attendance and participation by asking people
- Broadening community involvement in the inclusive economy workstream, following best practices for comprehensive representation and a wider programme of events

- Expanding reach and awareness of Commissioning and Investment work through a planned calendar of sector engagement activities.

A review of progress on this action learning set, and the setting of new commitments is planned for late 2024.

GM=EqAl

GM=EqAl are a key vehicle for the Accord to ensure the voice of diverse communities, with lived experience are listened to - and increasingly heard by - the public sector³⁹.

To reduce barriers to involvement, a bursary is provided to GM=EqAl members who require one to be able to participate. To ensure wide representation is maintained, **GM=EqAl review their membership and bursaries every year.**

In 2024, the first **'annual celebration' event for GM=EqAl** event was held, to celebrate the achievements of 2023-24 and launch their latest **annual impact report.**

Monitoring

Since the signing of the new delivery plan in 2023, we have strengthened our activity in tracking our success in diverse engagement and involvement by **starting to collect monitoring data** covering whether the organisations engaged with direct Accord activities (via meetings events, mailings and surveys), **represent communities from different inclusion groups.** The monitoring data for 2023-24 is in the process of being analysed with plans to review the findings, gaps and plan accordingly in Winter 2024.

In addition to this, to accompany the sharp uptick in demand for recruitment of VCFSE representative to public sector boards, the Leadership Group has started issuing a **monitoring form to help us understand the reach of the representative recruitment process** in attracting applicants from diverse communities and how successful we are in representing diverse backgrounds in filled seats. Furthermore, in Autumn 2024, the GM VCFSE Leadership

³⁹ Under the [section for commitment 6 \(page 27\)](#) you can find many specific examples on how we have done this and results.

Group will undergo its **first leader monitoring exercise**, to highlight the diversity in the group's leadership and assess recruitment needs.

Data collected via monitoring of Accord engagements, and leader monitoring forms will all feed into the Leadership Group annual review and the Action Learning Sets moving forward.

Race Equality Action Plan

The GM VCFSE Leadership Group has a race equality action plan that is reviewed every year. It was reviewed last formally in June 2023, when three key actions taken on were: equalities representation investment across all LG working groups over next three years; chairs of working groups to review membership of working groups and improve comms &

campaigning. In 2024, a representative from GMCA presented their new Race Equity Framework, with actions being picked up since to cross reference and improve the GM VCFSE Leadership Group's plan as a result. Plans to review the plan for 2024 are scheduled in December.

Core to Delivery

In addition to supporting practices to underpin the work across the whole Accord, the impact assessment process highlighted a number of key areas where EDI is an explicit focus of the programme objectives. This includes the **Commissioning for Inclusion** work with NHS GM, **Population Health** work in utilising the **Core20 PLUS5 Model**, the underpinning objectives of the **Inclusive Economy work** and **GM=EqAl delivery**.

Equity, Diversity, and Inclusion – Conclusion & Recommendations

To ensure sustained progress and focus on Equity, Diversity, and Inclusion (EDI) within the GM VCFSE Accord, the integration of monitoring, data analysis, and planned activities will be crucial. The iterative development of the Equality Impact Assessment framework and the commitments emerging from the EDI action learning set have been instrumental in embedding EDI practices across the programme. Efforts to track and analyse data on engagement diversity, community representation, and leadership group composition highlight the Accord's commitment to inclusive leadership and meaningful representation. Regular reviews, such as the upcoming action set evaluation and race equality action plan assessment, will provide ongoing insights, helping to refine and strengthen EDI practices. Going forward, these measures are crucial to ensure the Accord remains adaptive and responsive, fully honouring our commitment to equity, diversity, and inclusion.

Integrity of the Agreement and Ways of Working

The GM VCFSE Accord is intended to work in a number of ways:

- Through a shared understanding of the contribution that VCFSE organisations make towards tackling inequality in society, creating a more inclusive economy and addressing the climate crisis.
- Through the building of effective partnerships and relationships between the statutory sector with VCFSE organisations across different geographies (for example GM-wide, district-wide, or in neighbourhoods and communities)
- Through a shared vision, ways of working principles and set of commitments which underpin these partnerships and relationships

Our shared vision is for a thriving VCFSE sector in Greater Manchester that works collaboratively and productively with the GM Integrated Care System, the GM Combined Authority, its constituent local authority members and statutory partners. Our ways of working are those listed in the Greater Manchester Strategy.

A Shared Understanding of the Contribution of VCFSE organisations

Communications output directed at public sector strongly focuses on achieving this aim. The combined efforts of new comms channels such as the public sector briefing, website, MP briefing, all contribute to this. When surveyed:

73%* of **public sector respondents** agreed that the activity of the Accord has **helped them understand the contribution** that VCFSE organisations make in communities.

*A high proportion of respondents who disagreed, said they already were aware of the contribution of VCFSE.

Effective Partnerships and Relationships

The evidence of an effective partnership has featured throughout this report, where examples of cross-sector working have created impactful outcomes.

Some specific examples of cross-sector partnerships that would not exist without the Accord are:

- **GM VCFSE Forum** quarterly GM and locality public sector and VCFSE convening space.
- Internal **GMCA meetings for VCFSE officers** working with the VCFSE and across local authorities convened by Accord lead.
- **NHS Contract Review meetings** that were able to be set up due to the commitment from NHS to the Accord, open communication channels and strength in partnership

- **LiveWell team collaboration** with GM VCFSE sector through Leadership Group and Population Health
- **GM=EqAI numerous network meeting consultations** on public sector strategies

Effective partnerships have spanned both across GM and in localities.

When asked about relationships in the survey across localities a stakeholder from TfGM commented on already having strong connection across GM and also that:

"[TfGM]...being a member of the Accord has supported connections to LA colleagues who support the VCFSE sector on a locality level"

A Shared Vision, Ways of Working Principles

Shared Vision

The GM VCFSE Accord's foundation is a shared vision, as articulated through its commitments, which aims to align Greater Manchester's public sector and the Voluntary, Community, Faith, and Social Enterprise (VCFSE) sector in tackling critical social, economic, and environmental challenges. This alignment has been validated through significant stakeholder support:

92% of Accord stakeholders agreed that: *the Accord has created a shared vision for partnership working.*

This sense of collective purpose has also led to strengthened collaboration, with:

85% of stakeholders agreeing that the Accord has **positively impacted collaborative working between the public sector and VCFSE organisations.**

The realisation of this shared vision has been supported by key regional strategies—the VCFSE Policy Paper 2020, the Greater Manchester Strategy, and the Greater Manchester Integrated Care Strategic Plan—indicating cohesive efforts across the region. Collaborative engagements in priority-setting, consultations on many new or refreshed high-level strategies, such as the Primary Care Blueprint, NHS GM Joint Forward Plan & Sustainability Plan, the Greater Manchester Strategy refresh, and engagement around the Devolution Trailblazer further reflect this alignment and ongoing dialogue to influence major regional plans.

Survey responses indicate a strong sense of shared vision within the partnership, with one respondent noting the Accord has:

"...laid the foundation for collaboration and working together in partnership."

Others highlighted its practical value, as one respondent shared:

"I have used [The Accord] to check back on the work I do—e.g., around Live Well, to ensure alignment with the commitments."

In May 2024, the **GM VCFSE Manifesto 2024-28** was launched and signed by the Metro Mayor at the VCFSE Hustings, establishing a vision created by and for the VCFSE sector that calls for collaborative action with local statutory partners. This vision builds on the Accord's successes but also highlights barriers to progress, such as the cost-of-living crisis, the lasting impacts of Covid-19, and constraints imposed by national government policy. The manifesto expands on the original Accord's goals, creating new opportunities to champion needed changes that address community challenges. With a timeframe extending beyond the current Accord, the manifesto opens a path for continued collaboration even after the Accord's completion.

Ways of Working Principles

The chart overleaf shows the Accord stakeholder survey responses highlighting the perception of whether the ways of working have been 'upheld' or 'dropped'. As you can see, many Accord Stakeholders in the majority thought the ways of working had been 'upheld' rather than 'dropped'. A few who answered, 'Neither upheld nor dropped' (green) commented that they were not close enough to the work to comment either way.

The strongest principles and ways of working were: **'positive relationships** – building trust'; **'listening** – to understand each other'; and **'respecting** – strengths and alternative viewpoints.

The weakest, with the highest number of answers perceiving the principle had been 'dropped' were **'spreading good practice** – not just 'scaling up'; **'enabling** – activities happening in communities and places' and **'celebrating success'**

A chart to how the perception of Accord Stakeholders on how much the Accord Ways of Working have been 'upheld' or 'dropped'

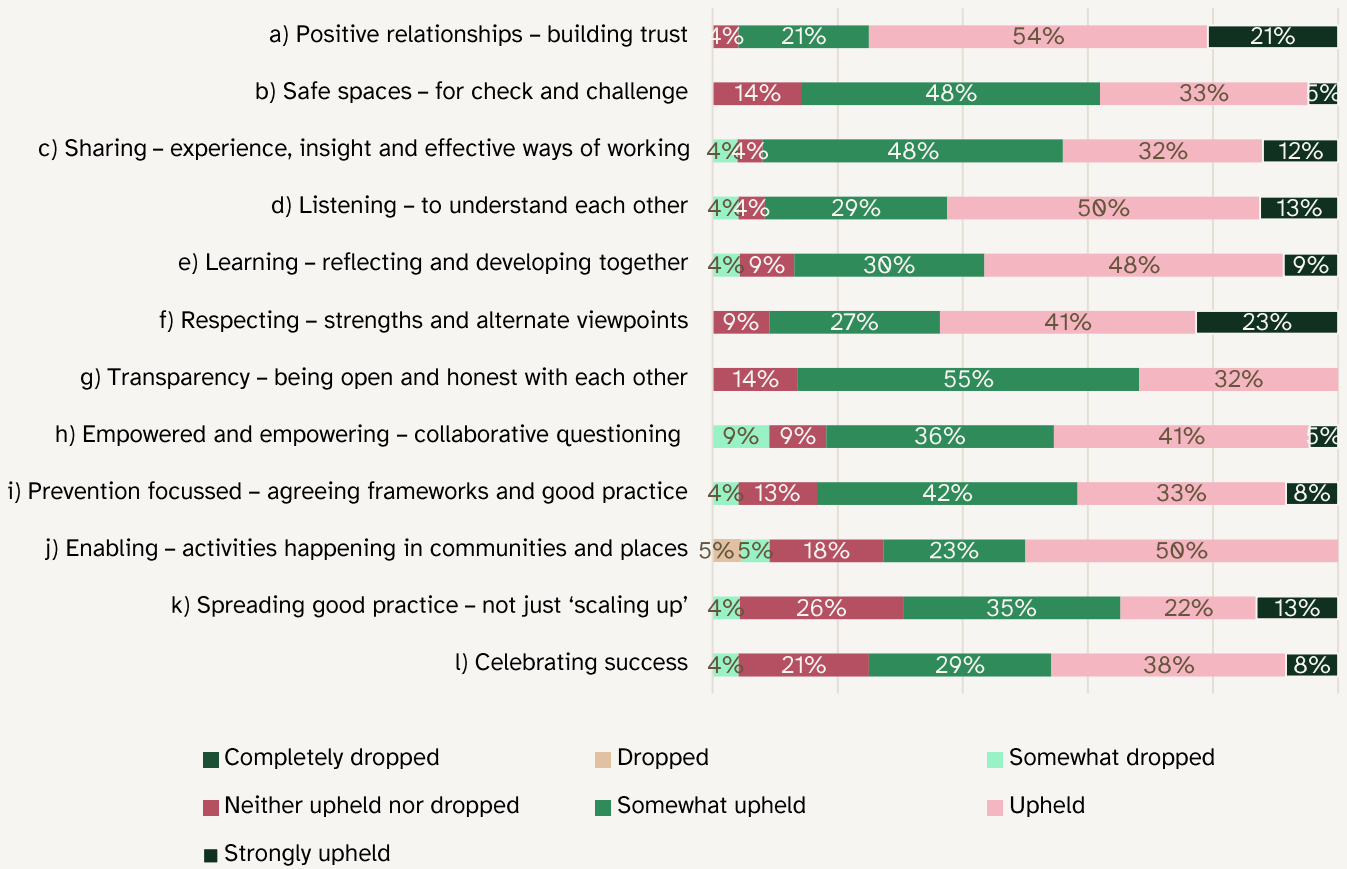


Figure 3: A chart showing stakeholder perception of the ways of working principles

Ways of Working - Conclusions & Recommendations

In conclusion, reinforcing the Accord’s principles can further enhance the existing strong foundations of trust, respect, and effective listening. Celebrating successes more regularly—through case studies, updates, and more recognition events taking inspiration from the GM=EqAl success event and the Alternative Provider Collaborative convention—will embed a culture of achievement and positivity. There remains a need to improve at sharing insights and adapting effective practices rather than merely scaling them. The Accord Commitment Delivery Group quarterly reporting allows a space to celebrate the highlights from delivery in the last quarter, but more regular feedback opportunities on this, with the slides being used more via established and new communication channels, will create a continuous improvement cycle, ensuring the Accord’s approach remains responsive and trusted across stakeholders. Together, these steps will strengthen the Accord’s principles and impact, building on its current strength.

Accord Interim Report Conclusion & Recommendations

There has been clear progress towards the Accord Commitments, evidence of increased understanding of the VCFSE sector, and successful building of effective partnerships and relationships across Greater Manchester. The VCFSE sector has been welcomed with, not only an open door, but with open arms, by public sector partners in order to improve outcomes for Greater Manchester communities and citizens. There are high expectations of the sector in Greater Manchester.

Key Achievements

There have been **significant high-level achievements** that include:

- scaling up VCFSE role in operational delivery of health and care outcomes
- building a VCFSE pipeline of skills and employment support
- investment in community ownership models and community-centred economic development
- embedding VCFSE role in mental health and wellbeing
- driven new models of thinking in public service delivery (Changing Futures, Live Well, primary care)
- establishing the first Alternative Provider Collaborative in England
- supporting system-level access to the voice of equalities and intersectional lived experience through Gm=EqAI
- improving commissioning and procurement processes and impact through the Fair Funding Protocol
- building stronger links to Greater Manchester's Network of Networks
- embracing of faith organisations in the GM VCFSE Accord work through interfaith mapping, GMCA covenant and interfaith statement
- supporting a VCFSE distributed leadership model and embedding the voice of the sector in all GM boards and decision-making processes, and
- supporting a ground-breaking revolution in the delivery of population health, early intervention and prevention work across Greater Manchester. The latter was highlighted by the recent King's Fund report.

We have raised the profile of the VCFSE sector with public sector leaders, facilitating its inclusion in strategic discussions and co-design. The overwhelming consensus is that the Accord has built a shared vision, with **92%** stakeholders surveyed confirming this, whilst there is a strong response from public sector stakeholders that the Accord has helped them understand the contributions of the VCFSE.

As a result of the sector's raised profile, the Accord has changed the approach taken by GMCA, NHS GM and their partners, with an improved understanding of the value that the VCFSE sector brings, therefore public commissioners are increasingly looking to the sector as part of their work. Evidenced by the graph of GMCA spending⁴⁰, and a number of commissioned projects such as the development of VCFSE workforce support; social enterprise initiatives like Our Business; the Work and Skills Community Grants scheme. There are many examples of GM level developments that whilst not funded by the Accord agreement directly, most likely would not have been in place without the basis of activity under the Accord and the principles of the agreement being there to underpin their progress.

When setting the activity from the past few years against our eight GM VCFSE Accord commitments

we can be proud of a huge amount of progress towards the intended outcomes by 2026 that are part of the underpinning framework of the Accord logic model. We have a programme of work that is enabling the VCFSE sector to be better supported, putting 'scaffolding' in place and formalising structures for the future. We have increasingly recognised expertise being drawn upon for our role in service delivery, and in an inclusive economy, our connection to communities, with good practice being shared with VCFSE organisations which are better connected.

Commitment Delivery Recommendation

This report's findings indicate varied progress across different commitments, with some areas advancing more robustly than others. The conclusions and recommendations

⁴⁰ Graph under [Commitment 7, page 34](#)

suggest that several commitments would benefit from more focused Accord activity as outlined in each commitment section conclusion. **Strengthening efforts in the following areas should be a priority as we move into the final 1.5 years of the work programme:**

- Commitment 2 - Embed the VCFSE sector as a key partner for the delivery of services
- Commitment 3 – A financially resilient VCFSE sector
- Commitment 4 – To ensure that co-design of local services is the norm
- Commitment 5 - To develop the best VCFSE ecosystem in England.

Core to the **ways of working** set out in the original Accord agreement, we have built trust and fostered positive relationships between the VCFSE and public sectors, with numerous examples of creating safe spaces for open dialogue and collaboration. We have embraced the **values** of transparency, respect, and shared learning, leading to mutual understanding and shared success detailed throughout this report. By focusing on enabling both GM and local activities, and spreading good practice across our city-region, we've empowered each other through collaborative work. We have worked with integrity; aligned with the Accord's values and commitment to driving meaningful change.

Going Further Together

Looking to the final year and a half of the current 2021-2026 agreement, to maintain our trailblazing status, we seek to continue pushing boundaries, by going even further championing the vital role of the VCFSE sector. By galvanizing the successes outlined in this report, we can unlock our full potential and continue to lead the way for other areas in England.

Through conversation at VCFSE Forums and from the evaluation survey, it is clear amongst Accord stakeholders, while there are so many examples of local success, there is a consensus on the day-to-day that changes, while promising, are not yet widespread or uniformly felt across Greater Manchester's districts. Substantial change towards the Accord ambitions in some cases is hindered by external pressures, such as national financial regimes and the diversion of funding to private sector consultants rather than the VCFSE sector. Many stakeholders cited the potential in the Accord but feel it requires more coordinated action, visibility, and resourcing in some areas, to further realise the vision.

Recommendations:

Accord stakeholders were asked if they thought the Accord is starting to have an impact or lead to change, and in addressing barriers to understanding of the VCFSE sector, what work we still had to do. The below recommendations are a summary of answers given by respondents from right across the cross-sector partnership. These were confirmed at the October 2024 Accord Commitment Delivery Group Meeting.

1. **Investing in the Sector:** Given the significant challenge posed by NHS funding cuts in Greater Manchester, it is crucial for us to continue to recognise that investing in the VCFSE sector is not a cost but a strategic investment. By diverting substantial resources from consultancy and management fees to community services, we can maximise the sector's capacity to address many of the pressures we face. Continued collaboration with the sector is essential to develop sustainable solutions and enhance community health outcomes.
2. **Strengthen District-Level Engagement:** While Greater Manchester level work has seen progress, it is vital that the benefits extend to and involve all districts. Whilst much progress has been made by the work of 10GM, more focus should be placed on ensuring equitable impact across the region, with a tailored approach for local areas, where needed.
3. **Enhance Communication and Awareness:** Many respondents to the stakeholder survey noted that the Accord's visibility is limited, particularly among public sector partners. Greater communication efforts are needed to raise awareness and ensure all stakeholders are fully informed of its aims and successes. Current VCFSE communication efforts should be complemented/met by public sector ones alongside socialisation of Accord principles in all levels within public sector organisations.
4. **Sustain and Build on Relationships:** The Accord is successful as a partnership and has allowed for strong relationships being built over the past several years. In some cases, where individual relationships or specific people have been paramount to progressing of the work, this may pose a level of risk. To ensure lasting impact, connections and roles and governance could be further formalised with clear frameworks and shared accountability. This approach will help embed the VCFSE

sector as a strategic partner across Greater Manchester's public services.

5. **Address National-Level Challenges:** Greater Manchester is an exemplary model for devolution, with our level of VCFSE partnership being what many other regions would strive for. We should continue to advocate for the VCFSE sector in the national political context, challenging historic national financial management regimes that stifle local-level collaboration and innovation, encouraging collaboration and innovation in the sector on an even wider scale.

6. **Championing the sector's role in prevention and growth:** The next phase of Greater Manchester's devolution work will be an important focus for all of us and will set the tone for not only how we collectively improve opportunities and outcomes for our communities, but also how we set the tone for how the sector is seen and understood nationally.

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Greater Manchester Combined Authority

Date: 29th November 2024
Subject: Five Year Environment Plan 2025 – 2030
Report of: Councillor Tom Ross, Portfolio Lead for Green City Region and Sue Johnson, Portfolio Chief Executive for Green City Region

Purpose of Report

The purpose of this report is to present the penultimate draft of the next Greater Manchester Five Year Environment Plan (2025-30) for approval, to provide an overview of the process undertaken to develop the Plan and the next steps prior to publication and launch in December 2024.

Recommendations:

The GMCA is requested to:

1. Approve the Greater Manchester Five Year Environment Plan (Annex 01).
2. Note the development process and next steps for its' professional design, publication and launch at the Green Summit on 9th December.
3. Note the Greater Manchester Climate Risk Assessment as a technical appendix to the Plan (Annex 02)
4. Note that the co-benefits sustainability assessment of the Plan is positive.

Contact Officers

Name of key contact Officer and email address to be included

Mark.Atherton@greatermanchester-ca.gov.uk

Robyn.Smith@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

The overall assessment of the Five Year Environment Plan is positive. The plan contains measures which will reduce the city region's carbon emissions, improve biodiversity and air quality and reduce the risks from the likely impacts of climate change all whilst supporting economic growth and citizen wellbeing.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	A separate ED assessment has been carried out. There are actions in the plan which promote a just transition to low carbon economy although the main impacts are around how the plan is delivered rather than specific actions within the plan.
Health	G	Improved health through increased activity, improved housing quality and natural environment and air quality
Resilience and Adaptation	G	Specific Aim to reduce climate risks with associated actions
Housing	G	Specific Aim to improve housing quality and reduce emissions from homes
Economy	G	Specific Aim to grow the local economy through supporting clean sector development and support skills development.
Mobility and Connectivity	G	Specific Aim to increase active and public travel and support uptake of ultra low emission vehicles
Carbon, Nature and Environment	G	Specific Aims to reduce carbon emissions from energy, buildings and transport and improve local nature recovery
Consumption and Production	G	Specific Aim to increase sustainable consumption and production and circular economy
Contribution to achieving the GM Carbon Neutral 2038 target	This plan is specifically designed to support Greater Manchester to move, over the next 5 years, towards carbon neutrality by 2038	
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment	
G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.
		RR Negative impacts overall.

Carbon Assessment

Overall Score



Buildings	Result	Justification/Mitigation						
New Build residential	Blue	The plan defers to P4E standards. It sets out the ambition to move away from fossil fuel based heating systems. It contains an action to use the Embodied Carbon Calculator to specify and procure retrofit and new build materials. The plan aims to create an intergrated transport system which will improve access to all amenities. The plan aims to improve provision of onsite renewable energy across all building types.						
Residential building(s) renovation/maintenance	Green	A specific Aim focusing on retrofit of existing public, commercial and residential buildings. There are targets to raise EPCs to C or above across all building types						
New build non-residential (including public) buildings	Green	Defers to standards set in P4E, suggests delivering higher sustainability standards for some new build e.g. PAS2080. The plan sets out the ambition to move away from fossil fuel heating systems. There is an action to use the Embodied Carbon Calculator to specify and procure retrofit and new build materials. The plan aims to create an intergrated transport system which will improve access to all amenities; there are actions to increase access to EV charging points and to improve provision of cycling facilities within workplaces. The plan aims to improve provision of onsite renewable energy across all building types.						
Transport								
Active travel and public transport	Green	A specific aim to improve transport with a focus on supporting development of Bee Network						
Roads, Parking and Vehicle Access	Green	A specific Aim and multiple actions to support the Local Transport Plan						
Access to amenities	Green	Contains actions to deliver better access to natural environment, employment and other services.						
Vehicle procurement	Green	Actions to promote decarbonisation of Local Authority fleet and company cars. Local Authorities, businesses, logistics companies and other organisations are encouraged to switch fleet to electric.						
Land Use								
Land use	Blue	The plan sets out objectives to better manage existing green spaces for nature and a key aim of the plan is to improve biodiversity. Impact assessment is considered across the plan. Specific programmes of work for creating new habitat included eg Green Spaces Fund. Overall the plan will have a positive impact on protected species by creating new land for wildlife and protecting existing land.						
No associated carbon impacts expected.	Green	High standard in terms of practice and awareness on carbon.	Blue	Mostly best practice with a good level of awareness on carbon.	Yellow	Partially meets best practice/ awareness, significant room to improve.	Black	Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

The main risks associated with publishing the plan are reputational if we fail to deliver it. In the longer term, failure to address global carbon emissions and the decline in nature will impact on the social and economic wellbeing of Greater Manchester and its residents.

Legal Considerations

This is a non-statutory plan and the targets are not legally binding. Some of the targets set out in the Five Year Environment Plan are consistent with other plans that are or will be subject to public consultation (e.g. for Local Nature Recovery Strategy and Local Transport Plan).

Financial Consequences – Revenue

Where possible, the Local Authority revenue implications of delivering the Plan have been estimated against each action.

Financial Consequences – Capital

The capital implications of the plan will be difficult to estimate as they will be spread across different sectors. A Strategic Outline Business Case of our Local Area Energy Plans suggest that a full low carbon transition may cost £64bn by 2038 however 70% of this would have been required under business as usual scenarios.

Number of attachments to the report:

Two attachments – Five Year Environment Plan 2025-2030 & Climate Change Risk Assessment

Background Papers

The First Five Year Environment Plan, published in 2019, can be viewed here [Five-Year Environment Plan - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

The latest progress report can be viewed here under item 9 [Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

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

TBC

Overview and Scrutiny Committee

25th September 2024

1. Introduction/Background

1.1 The first Five Year Environment Plan (5YEP) was published in 2019. It set out the ambition for Greater Manchester to become a carbon neutral city region by 2038. Alongside publishing the plan, a climate emergency was declared by GMCA and the ten Local Authorities and, in 2021, a biodiversity emergency was also declared.

1.2 The first 5YEP ran from 2019 – 2024 and focused on five key priority areas: energy supply, transport and travel, homes and buildings, production and consumption, and the natural environment. The previous plan set out how we would tackle the environmental challenges we face, meet our environmental responsibilities, and secure our economic future and wellbeing.

1.3 Since 2019 there has been significant progress made against the actions in the 5YEP, a strong foundation for future progress has been laid. However, our carbon emissions are falling too slowly to align with our science based target, consistent with the Paris (COP21) Climate Agreement, and our natural environment is still in decline. Urgent and accelerated action is needed by all of us to reduce our carbon emissions and reverse the decline in biodiversity by 2030. An overview of the progress made since 2019 can be seen in Appendix 2 of the plan and will be summarised as infographics within the report, prior to publication.

1.4 Alongside the development of the Five Year Environment Plan, a Greater Manchester Climate Change Risk Assessment (CCRA) has also been produced as a Technical Annex to the Plan (see Annex 02). A summary of the CCRA's findings is included within the main Plan. The highest magnitude risks for Greater Manchester by 2050¹ include:

- Risks and opportunities for natural carbon stores, carbon sequestration and GHG emissions from changing climatic conditions, including temperature change, water scarcity and wildfires
- Risks to infrastructure networks (water, energy, transport, ICT) from cascading failures
- Risks to infrastructure services from river, surface water and groundwater flooding

¹ Assuming a 2°C end-of-century global warming level, compared to pre-industrial levels

- Risks to health and wellbeing from high temperatures
- Risks to people, communities and buildings from flooding and storms

1.5 In recognition of these challenges, the new Environment Plan contains an Aim to ensure our city region is better adapted and more resilient to the increasing impacts of climate change.

2. New Five Year Environment Plan

2.1 Reaching our environmental goals will require significant changes across all sections of society in how we live, travel and work – from individuals and communities to businesses and the public sector. Road transport and domestic heating are the two largest sources of carbon emissions in Greater Manchester. Achieving reductions in these areas is key to achieving carbon neutrality.

2.2 The new 5YEP will run from 2025-30 and builds on the previous ambitions and progress against the first plan. The commitment to be a carbon neutral city region by 2038 remains and the urgency of the climate and biodiversity emergency is reiterated. It is important to note that the carbon budget set under the first plan is likely to soon be exceeded, however we believe that this budget should be maintained as a benchmark against which to measure our fair and equitable share of global carbon emissions. Whilst now very challenging, we still believe that carbon neutrality by 2038 is still possible, especially if national measures are accelerated to align with the Climate Change Committees carbon budget.

2.3 The new plan has eight key Aims:

- Our **energy infrastructure** is smart, flexible and fit for a low carbon future.
- Our **buildings** are sustainable and energy efficient.
- Our **transport** system is reliable, integrated, inclusive, affordable and enables active and sustainable **travel**.
- Our **natural environment** is enhanced, providing benefits people, economy and nature.
- Our city region transitions to a **circular economy** and our **waste** is reduced, reused, recycled or recovered.
- Our city-region is better **adapted** and more **resilient** to the increasing impacts of climate change.

- Our **air quality** enhances the health, well-being and quality of life of the city region.
- Our **economy** will grow sustainably because of the interventions we make to benefit both our residents and businesses.

2.4 Underneath each of these Aims sit key objectives which are the shorter term results needed to make progress towards the longer term Aim. Wherever feasible, we have assigned a 5 year target to each objective. Each of these Aims form a chapter within the plan. Each chapter outlines the challenge specific to that area, the actions required over the next five years, the co-benefits of delivering each aim and factors that will either enable or inhibit delivery e.g. finance and skills deficits.

2.5 A key focus of the plan has been to ensure that it better reflects the action needed from all sectors of society across Greater Manchester, showing public sector action as just one part of the journey to 2038, alongside private, third sector and citizen action. The plan also includes enabling actions which will support decision makers to make an environmentally conscious choice.

2.6 Work has also been undertaken with ARUP to develop a GM specific carbon emissions pathway to 2038. More detail on this can be seen in Section 5 of the Plan. We have utilised the best data we have available however, there are some gaps, particularly for industrial emissions, where estimations have been made. The carbon pathways are aligned to the targets set out in the energy, buildings and transport sections of the Plan. We have defined the targets to be challenging but achievable, based on working assumptions of both the funding we are likely to receive through devolution and the potential uptake of actions by decision makers e.g. home owner-occupiers and private sector landlords. It is possible that some of these targets could increase following decisions on devolution deal funding and national government announcements in the spring spending review.

2.7 The modelling shows that by 2038, Greater Manchester may still have 3.9MtCO_{2e} remaining as a result of the measures identified in the plan (0.5 MtCO_{2e} is the target for carbon neutrality). Whilst this does consider anticipated growth in future energy demand and some decarbonisation of the wider energy system, it does not take into account recent government proposals to bring forward the full decarbonisation of the electricity grid to 2030, to ban installation of gas boilers in new buildings from 2027 and

the bringing forward the Internal Combustion Engine Vehicles (ICEV) ban for new sales from 2030. Nor does it currently account for Government's recent announcement to set a new target for 81% net zero emissions by 2035. These and other changes can be incorporated into future iterations of the model. Reaching carbon neutral by 2038 will require additional national and local actions to be delivered over the next 14 years.

2.8 A number of targets set out in the Plan mirror those set out in other GM plans and strategies e.g. the natural environment and transport targets are reflective of those set out in the Local Nature Recovery Strategy and developing Local Transport Plan. Both of these documents will be subject to public consultation. It is therefore suggested that the current targets in the Environment plan are reviewed in 12 month's time.

3. Development Process

4.1 To develop the plan, officers initially reflected on the previous plan including review of the vision, priorities and the progress made after five years of delivery. A key lesson learnt from the previous plan is that the rate of carbon emission reduction will largely be determined by the choices that businesses and individuals make, significantly influenced by national policies. We have therefore structured the plan to focus on these decision makers and how public bodies and our partners can enable them to make more sustainable choices. Increasing engagement with these decision makers will be essential over the next five years.

4.2 Other key changes from the first plan include the addition of Aims on air quality and sustainable growth, the latter to align with the emerging Greater Manchester Local Growth Plan. We have also described what the journey to a nature rich and carbon neutral city region will involve, with a detailed assessment of the further support we will need from national government in terms of policy and funding.

4.3 To develop the Local Authority led aspects within the plan, several surveys were conducted at an officer and councillor level. Feedback from the surveys has particularly informed the Local Authority led actions. Local Authorities face particular challenges

around financing and resourcing the more ambitious actions in the plan. This has been reflected in the wording of the actions.

4.4 Following internal development, initial engagement with external partners began to further develop the new Vision, Aims and Objectives for the new plan through existing Challenge Groups. External engagement has continued throughout the development process and a key focus has been developing those actions outside of Local Authority control. External organisations have been encouraged to feedback on the specific actions for their sector/organisation.

3.5 In addition to engaging with external partners, the plan in its initial stages has been presented to the equalities panel, the Youth Combined Authority, GM Bee Net Zero Board, GM Business Board and specific interest groups e.g. Sustainable Energy Association and GM clean growth sector businesses. Various drafts of the document have also been circulated to our Local Authorities and have been endorsed through Scrutiny and the Green City Region Partnership and Board.

5. Next Steps

5.1 The Plan is currently undergoing professional design, prior to publication. This includes design of infographics, charts and tables which are still to be inserted in to the final version.

5.2 The plan recognises that, to be successful, we need to put people at the heart of our plans and help to develop the skills, knowledge and leadership that will enable them to support the pathway to 2038 and benefit from it. Going forward, Greater emphasis will therefore be placed on engaging with the people and businesses of Greater Manchester on our shared vision for the future, listening to their concerns and

aspirations and giving them the support and encouragement they need on the journey towards a nature rich and carbon neutral city region.

5.3 Following GMCA approval and any final amendments required (e.g. for design), the Five Year Environment Plan will be launched publicly at the annual Green Summit on the 9th December.

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GREATER MANCHESTER

DOING THINGS DIFFERENTLY FOR THE ENVIRONMENT

Greater Manchester 5 Year Environment Plan

2025-2030

To ensure everyone in Greater Manchester has a healthy, low carbon, nature-rich environment in which to live-well, prosper and grow



(Draft V11)

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Mayor's Foreword

To be completed once the plan is finalised

DRAFT

1.0 Introduction

In 2019, Greater Manchester declared a climate emergency, launched its first 5 Year Environment Plan (2019-2024) and set a target to become a carbon neutral city region by 2038. In 2022, Greater Manchester also declared a biodiversity emergency. Although a significant amount has been achieved in the last 5 years, there remains far more still to do. Our carbon emissions are falling too slowly to align with our science based target, aligned to the Paris (COP21) Climate Agreement, and our natural environment is still in decline. Urgent and accelerated action is needed by all of us to reduce our carbon emissions and reverse the decline in biodiversity by 2030.

Although our science based carbon budget may soon be exceeded, we have laid a strong foundation on which to build and accelerate our progress to a low carbon economy. We believe that achieving carbon neutrality by 2038, whilst very challenging, is still achievable, especially if national measures are accelerated to align with the Climate Change Committees carbon budget.

This 5 Year Environment Plan (2025-2030) creates a framework for all decision makers to take the next actions required to progress towards our long-term environmental vision and ensure everyone in Greater Manchester has a healthy, low carbon, nature-rich environment in which to live-well, prosper and grow. Whilst national and local government have a role to play in enabling and encouraging action, it is the decisions that we all take as citizens, businesses, communities, investors, home and car owners that will determine whether we will achieve our shared goals.

Our environment and why we need to act

Our environment is essential to all aspects of our daily life: the air we breathe, the food we eat, the water we drink and the green spaces we spend time in. A thriving environment is fundamental to our health and well-being and the prosperity of the city region. By taking action to improve our environment, we can create: a city region with abundant, attractive, nature-rich green spaces in both our urban and rural areas, a place where all citizens live and work in energy efficient, climate-resilient homes and buildings, with an integrated, accessible, active and public transport system – all powered by low carbon energy.

Greater Manchester is already experiencing the impact of climate change and extreme weather events will increasingly cause damage to people and infrastructure. Average GM temperatures have increased by 0.75°C (1961-1990) and the 2022 summer heatwave saw temperatures of 40°C recorded for the first time. Average annual summer rainfall has decreased by between 10-25% and average annual winter rainfall has increased by between 10-50% since 1961. Without adaptation, these trends have the potential to have wide ranging consequences for our people and businesses, from increasing incidence of heatwaves, droughts, floods and wildfires. Without mitigating action, our businesses may experience price shocks through potential impacts on global supply chains. Our citizens will increasingly suffer from adverse health impacts, particularly those people who are already most vulnerable.

At the same time, the abundance and diversity of wildlife in Greater Manchester continues to decline, with nature under increasing pressure and less able to provide us with the benefits that are fundamental to our citizens and businesses. This plan outlines actions to not only mitigate our carbon emissions and become more resilient to the impacts of climate change, but also actions to create nature-rich, sustainably managed green and blue spaces, to create a more circular economy to

reduce waste and actions to reduce poor air quality from domestic, industrial and travel emissions which will also enhance the quality of life of all residents.

It is intended that this plan will fully align with Greater Manchester's emerging Local Growth Plan, particularly by stimulating growth on the region's clean growth sectors. Fulfilling the actions in this plan will require a wide spectrum of roles, including well-skilled technical jobs, that are growing now and will provide long-term employment opportunities for residents. The plan promotes more sustainable lifestyles and business models which, if implemented carefully, will save people and companies money from their bills, improve the health and quality of life of our people and stimulate innovation and growth in the green economy. Convincing all decision makers to act now will depend on us realising these wider social and economic benefits, as well as the environmental improvements that are at the core of this plan.

Building on a Strong Foundation of Action

The last 5 Year Environment Plan has resulted in significant action as evidenced by Greater Manchester making the Carbon Disclosure Project's (CDP) 'A List' for three consecutive years, despite a two year global Covid pandemic. The CDP score reflects the level of transparency, action and progress an organisation is taking to reduce their greenhouse gas (GHG) emissions.

A full list of our accomplishments is provided at Appendix 01 however some key achievements include:

- a) **Investing in infrastructure programmes** – Over £123m invested in retrofitting nearly 10,000 homes, over £120m invested in retrofitting 225 public buildings; £26m invested in delivering 18MW of 80MW identified renewable energy capacity; over 750,000 trees planted, 100km of new cycling infrastructure developed; more than 100 zero emission buses in operation plus expansion of Metrolink and facilitated over 2000 publicly available electric vehicle charging connectors.
- b) **Creating Enabling Facilities** - establishing a Renew hub and recycling shops across GM; supporting a nature-based solution 'living lab' and Energy House 2 at Salford University and the Hydrogen Fuel Cell Centre at Manchester Metropolitan University; supporting the plans for a (up to 200MW) hydrogen electrolyser at Trafford Energy Park.
- c) **Strategies and Plans** – developing and commencing delivery of detailed plans for each Aim of the Plan (see Fig 2), including being the first city region to adopt Local Area Energy Plans.
- d) **Establishing Funds** – creation of the Greater Manchester Environment Trust to establish and manage the Mayor's Green Spaces Fund (£3.4m) and the Recycle for GM Community Fund (£800k).
- e) **Promoting Innovation** – establishing the Greater Manchester Energy Innovation Agency and InnovationGM (IGM) demonstration projects to support over 100 innovators
- f) **Engaging with people and business** – establishing the Bee Net Zero business support gateway, the Local Energy Advice Demonstrator and the Your Home Better retrofit advice service, launch of the Bee Network app plus multiple public information campaigns.

Whilst these achievements are comparatively significant, they have not resulted in the scale of change required to meet our science based carbon budget for the period.

What Have we Learnt?

Whilst most of the actions set out in the previous Plan have commenced delivery and Greater Manchester's carbon emissions continue to decrease, it is not at the scale nor pace required. Carbon emissions did decrease significantly during the Covid pandemic, bounced back and have since reduced to just below pandemic levels (See Fig.1).

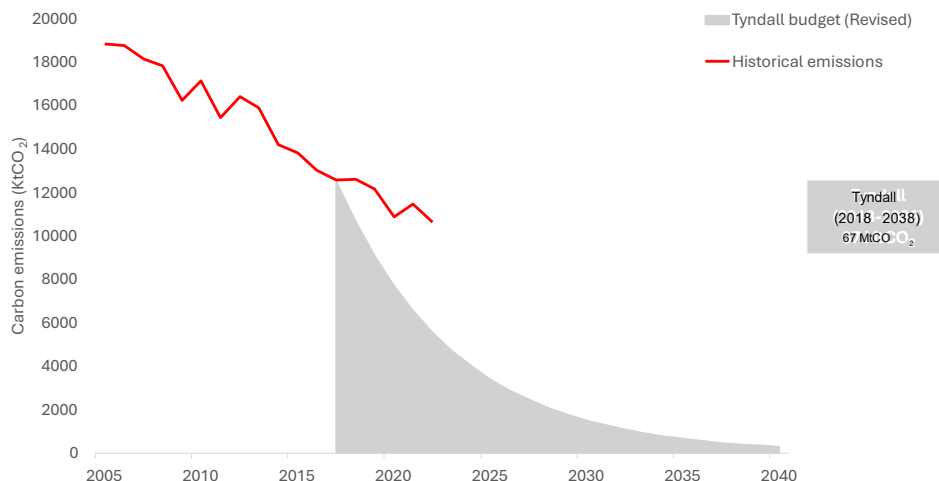


Fig.1 Graph of historical carbon emissions relative to our science based target¹.

In delivering the last 5 Year Environment Plan, we have learnt that:

- Staying within our previous science based carbon budget, which reflects our fair and equitable share of global carbon emissions, is now unlikely, however we still need to strive towards limiting the emissions that exceed that budget
- By going beyond national ambitions, we believe that achieving carbon neutrality by 2038 is still possible, however we will require the support of progressive national policies and funding.
- In addition to national measures, the rate of carbon emission reduction will largely be determined by the choices that GM businesses and individuals make, increasing engagement will be essential
- Our Mission Based Approach to delivery was largely successful in convening expertise, identifying and addressing systemic challenges, however it clearly did not deliver the scale of change needed. We need to expand this approach to allow more and varied voices to be heard.
- Having accurate, replicable local data is essential to both plan future priorities and monitor our progress
- Establishing and scaling infrastructure change programmes takes time, capacity and significant finance – truly innovative finance mechanisms remain elusive

¹ Revised Tyndal (Science based target) curve - The value for the baseline year (where the curve starts) was changed to match revisions to the historical data provided by DESNZ

In recognition of these lessons, we have structured this 5 Year Environment Plan to focus more on the decision makers and how public bodies and our partners can enable them to make more sustainable choices. We will need a step-change in how we think, talk and act to embed sustainability principles into everything we do.

Rather than focusing on targets to stay within a fixed carbon budget, we have adopted challenging but achievable targets for each of our Aims for the next 5 years that can be regularly monitored and our progress reported upon. These targets set a clear pathway for GM for the short term, recognising what we have influence to deliver and what is under the influence of others, and therefore less certain. The UK energy system is changing rapidly, and our longer term trajectory will significantly depend upon consistent national actions to decarbonise the electricity grid, encouraging model shift in transport and innovations to reduced energy demand.

To accelerate our activity, we will need greater access to investment, increased delivery capacity in the local supply chain, committed political leadership, alongside strong and aligned support from national government. The scale of the challenges we face cannot be under-estimated. At a time when finances are constrained, finding the level of funding that will be required to deliver this plan will be challenging (see Section 8) and may require difficult choices to be made by us all. The cost of 'good growth' may sometimes exceed that of 'business as usual' and this additional investment needs to be weighed against the future costs of dealing with more severe impacts of climate change and biodiversity decline.

Engaging with People

Achieving our Plan will not be possible without the support and engagement of the people of Greater Manchester. We know that people's attitudes and behaviours are shaped by multiple contexts²:

- **Individual:** Factors such as values, attitudes, skills, and calculations about costs and benefits
- **Social:** Factors such as social norms, networks, trusted relationships, and institutions
- **Material:** Factors such as infrastructures, technologies, regulations, time, and schedules

Each of these factors need to be considered when developing more effective policies and interventions, identifying options and shared solutions to deliver the actions contained in this plan. To be successful, we need to put people at the heart of our plans and help develop the skills, knowledge and leadership that will enable them to support our pathway to 2038 and benefit from it. This will encompass everything from basic day-to-day carbon literacy of all our citizens, to the specialist skills needed to design, deliver and maintain more sustainable infrastructure and services. Greater focus will therefore be placed on engaging with the people and businesses of Greater Manchester (see Section 7) on our shared vision for the future, listening to their concerns and aspirations and giving them the support and encouragement they need on the journey towards a nature rich and carbon neutral city region.

Note: Include an infographic on the progress to date Fig. 2

² Southerton et al (2011)

2.0 The Journey to a Nature-rich and Carbon Neutral City-region

Achieving a low carbon energy system:

In Greater Manchester, we want to create a 'Manchester-Energy Model', a low carbon energy system, that other places will aspire towards, and which will meet our target of being carbon neutral by 2038. Reaching this target remains challenging and will require accelerated and scaled up action across all aspects of society - residents, public and private sector organisations and, importantly, national government.

Such a system will be based around the three pillars of energy efficiency, energy generation and smart energy innovation:

Energy Efficiency - Where our homes and buildings are improved to use as little energy as possible, using the most efficient insulation and cost-effective, low carbon appliances and heating systems.

Energy Generation - Where our homes, businesses and transport are all powered through affordable renewable energy, built all over Greater Manchester, including local heat networks, onshore wind and solar panels on roofs, to reduce transmission losses and give people more control over their energy bills.

Smart Innovation - Where this is all integrated by embracing the latest developments in technology and energy innovation to allow people to smartly store and control their energy use, adapting to their individual requirements and benefiting financially from being able to manage when they buy, sell and use energy.

Greater Manchester was a pioneer of the industrial revolution. We can now drive the green industrial revolution too. Our largest carbon emission challenges arise from private road transport and domestic buildings. Reducing these emissions at the necessary pace will require a significant scale up of current domestic retrofit work and a continued focus on low carbon mobility – through a reliable, integrated, inclusive and affordable public transport system, active travel and transitioning to Zero Emission Vehicles.

By setting out our systemic approach, utilising Local Area Energy Planning to guide our prioritisation, we are sending a clear signal that Greater Manchester is the place for businesses to develop, invest and grow as we embrace the opportunities from the race to net zero. Our new devolution deal will give us increased flexibility to plan and invest in decarbonising our local infrastructure, and our Net Zero Accelerator programme aims to develop an initial pipeline of up to £1bn of low carbon infrastructure projects to take to the investment market by April 2026. It will also benefit our residents as a local, place-specific approach to tackling climate change can deliver double the energy savings and wider social benefits for less than half of the investment costs than a national approach.

Electrification of heating in most buildings remains the most cost-effective pathway to carbon neutral – either through property level solutions or heat pump led heat networks. To avoid expensive electricity network upgrades, we will also need to smooth 'peak heat' demand through creating a smart and connected zero carbon energy system, improving the fabric and energy efficiency of our buildings and improving heating and storage controls. This transition away from natural gas in the longer term must be carefully planned and managed.

Achieving carbon neutrality will therefore require consumer engagement and support for residents and businesses to actively manage and reduce their energy demand and unlock flexibility in 'when' and 'how' energy is used. Compelling consumer facing solutions for different customer segments,

including low income and vulnerable households, will be critical. We must also utilise planning and building regulations to deliver a step change in the quality of new development.

Although much can be achieved through local leadership, Greater Manchester will still require national policy, funding and support to attain our carbon reduction goals. We need the rapid development and deployment of both mature and novel low carbon technologies, including onshore wind and solar; electrification and smart control of heating in our homes and buildings; as well as significant and rapid deployment of heat networks in our urban centres.

Whilst the city region can generate more local renewable electricity and low carbon heat, we will require national action to support our ambition through decarbonising the electricity grid with more renewable and low carbon power and stimulating low carbon hydrogen and bioenergy production. In addition, innovations around negative emissions and carbon capture and storage technology options are emerging and will need to be supported at the national scale – although we may capture many the economic benefits locally.

Low carbon hydrogen has a key role to play in the decarbonisation of UK industry, particularly for heat intensive businesses. Industrial decarbonisation must be accelerated, however local levers to enable this are limited. Strategic coordination of national and local hydrogen infrastructure as part of wider energy system planning, alongside demonstration and acceleration of hydrogen production, storage and application technologies across sectors will be essential. Hydrogen will likely be utilised in areas close to industrial clusters and potentially to supply energy centres connected to large heat networks, alongside its role in power and transport. Whilst Greater Manchester can help stimulate local demand for low carbon hydrogen, the development of the production and distribution infrastructure must be a national priority.

Achieving a nature-rich city-region:

The Greater Manchester 'State of Nature' Report (2024) highlights both the scale of challenge and the opportunities of tackling the biodiversity emergency. Our aim is to halt and reverse biodiversity loss, mirroring the national commitment to halt the loss in species abundance by 2030. We want to restore healthy ecosystems across the city-region, so that these can continue to provide our residents and businesses with the benefits we rely on for our health, well-being and economic prosperity.

We will be detailing our approach to this in 2025 in our Local Nature Recovery Strategy – our statutory strategy for how we will support nature's recovery in the city-region. Over the next 5-years, this means making more space for nature through the creation of a Greater Manchester Nature Network which will:

- Expand our best existing areas for nature – those that are already protected and designated, bringing more of them under active management.
- Better connect these areas, through focussing creation and restoration efforts on the places that will best join up these existing areas.
- Reduce the pressures on nature, particularly on our water environment, through more integrated and sustainable water management.

Prioritising available public funding and focussing opportunities for private investment on these outcomes (e.g. through Biodiversity Net Gain) will provide a focus for collective action where it will have the biggest impact on nature recovery.

At the same time, we need to integrate nature into our cities and town centres – into how we regenerate them, how we develop infrastructure that is climate resilient and fit for the future, how we bring nature into our parks and public spaces and how we connect more people with nature, particularly those with physical, geographical or social barriers to accessing it. This has already begun, with new city parks integrated into large-scale regeneration and infrastructure projects, rain gardens and street trees alongside new walking and cycling routes and a movement of community-led projects creating and enhancing green spaces. Mainstreaming these initiatives over the next 5 years will bring nature into our urban areas, improving the benefits for our residents' health and wellbeing and for our businesses' resilience to the impacts of a changing climate.

To support this, we need national government to provide a long-term, stable policy and funding framework for the natural environment to enable action. In particular, this needs to support the growth in markets for ecosystem services in order to increase the growth in private sources of funding into the natural environment.

Achieving a circular economy, where all resources are valued:

90% of global biodiversity loss is caused by resource extraction and processing, with up to 80% of a product's environmental impacts determined at the design stage. To support our move to a nature-rich, carbon neutral city region, we need to embrace a culture where all resources are valued, and energy consumption is reduced through reducing resource extraction and use and adopting more low carbon, energy-efficient technologies and processes. Through sustainable product design and repurposing end of life products we can create new circular innovation that enables new skills and economic prosperity within the conurbation.

We need our businesses and residents to support the journey by valuing existing resources and considering whether products could be reused, repurposed or repaired, before they enter into the waste system. This change has already started to happen through new our Renew Hub and shops, hire shops such as 'Library of Things' and repair cafes. Valuing resources and mainstreaming these circular economy ventures over the next 5 years will create the step-change required to reduce the volume of resource extraction and waste currently generated.

Access to good quality and reasonably priced food is essential to enable residents to live well. Food is essential not only to fuel our bodies and vital to health, but also plays a key part in our family, community and economic wellbeing. We need to move to a more sustainable food system that delivers food security and nutrition for all without compromising the economic, social and environmental bases to generate these. This approach will build economic growth and resilience within our supply chains, increase food security and nutritional well-being and also enable environmental benefits, by focusing on carbon reduction in the food system and by reducing food waste.

To support the transition to a circular economy, Government support is required to strengthening producer responsibility so that industry is accountable for the full life cycle costs of the products

created. Whilst England's Resource and Waste Strategy sets a clear vision for future, further clarity on how the strategy will be implemented along with the resources available to ensure that successful delivery of the strategy is required.

A Sustainable Transport System:

To meet GM's ambition of reaching carbon neutrality by 2038, we need a fundamental shift in attitudes towards car journeys, alongside a major shift to sustainable transport modes, as both are essential to reduce the number and use of fossil fuel vehicles. As well as delivering a major shift to electric vehicles, which will need to use electricity from renewable sources, we also need viable options besides private cars to enable the required shift from high carbon transport modes to more sustainable modes. We need to plan for growth in a way that minimises reliance on the car by ensuring that communities have easy and local access to amenities such as education, food, healthcare etc. while encouraging, where possible, flexible working to reduce the need to travel unsustainably.

There has been a slow decrease in transport carbon emissions compared to other high emission sectors. Whilst there has also been steady progress in manufacturers improving vehicle efficiency, this is offset by continually increasing vehicle mileage (particularly vans), increasing market share of larger, heavier vehicles and only marginal shifts to low emission modes. A slower than expected rate of electric vehicle adoption has also contributed to relatively static transport emissions since 1990, despite there being over 2,000 public EV Connectors available across the city region. Achieving our transport goals will require an increase in the innovation and adoption of new transport technologies and practices that can enhance efficiency, reliability, safety and sustainability of transport systems including smart mobility and low carbon vehicles.

Although the Right Mix (i.e. the target to reduce the share of total trips made by car to no more than 50%, with the remaining 50% made by public transport, walking and cycling) takes us some way towards Greater Manchester's carbon neutral goal, more challenging reductions in car travel are likely to be necessary.

We also need to accelerate innovation in the decarbonisation of heavy vehicles, trains, aviation and freight, which may need a reprioritisation of policy and investment at the national level. More urgent and clearer national incentives and standards to stimulate innovation and market creation for these technologies will be needed. Nationally, the UK has a 2050 net zero goal. Some studies estimate that, even with optimistically high levels of electric vehicle uptake, the number of vehicle kilometres travelled will still need to be 20% lower in 2030 (in line with Scotland's strategy) if the transport sector is to meet the Committee on Climate Changes (CCC) 6th carbon budget.³ If Greater Manchester is to achieve those major changes in travel behaviour, we will need central government to take the lead. To date, there are no national targets or policies to reduce car dependency and car journeys.

Improving Air Quality

In our city region, the main sources of air pollution are road transport, industry and domestic heating. Whilst air quality has generally been improving, particular pollutants remain a serious

³ <https://www.theccc.org.uk/publication/sixth-carbon-budget/>

concern in many urban areas, including across Greater Manchester. There are areas in our city region where the NO₂ levels exceed the legal limit, especially near busy roads. Although Greater Manchester is currently meeting legal targets for PM_{2.5}, we need concerted efforts to reduce this further and to work towards the WHO guideline values by 2030.

Delivering significant improvements in Greater Manchester's air quality will require a strong and inclusive partnership between the public, private sectors and academic community; one that can foster innovation, collaboration, engagement with residents and co-creation of solutions to address specific challenges and opportunities. A robust and reliable financing mechanism that can support the implementation of low-emission technologies and infrastructure, such as electric vehicles, public transport, renewable energy, and green spaces will also be needed, together with a skilled workforce that can design, install, operate, and maintain the low-emission solutions and adapt to the changing needs and demands of the market and the environment.

Greater Manchester's Clean Air Plan has been submitted to government. Continued implementation of the plan will improve air quality across the city region and bring Nitrogen Dioxide level to within legal limits to match our current compliance with PM_{2.5} levels. Government can support local efforts by providing incentives and guidance for local and regional authorities to achieve them. Government's clear expectations is for local authorities to effectively use their powers to reduce PM_{2.5} emissions from sources which are within their control. We need national government to aid local efforts by providing incentives and guidance and allocating additional resources to local governments for effective enforcement of clean air.

Note: Include an infographic on the pathway Fig. 3

3.0 Structure of the Plan

This Plan is set out as follows:

Vision	What the longer-term vision for a greener GM looks like
Aims	The key long-term results required to achieve that vision for a greener GM
Objectives	The shorter term, specific results required to achieve our aims
Actions	The practical actions to be taken over the next 5 years that will contribute to delivering on our objectives.
Enabling Actions	The practical actions to be taken over the next 5 years that will facilitate the delivery of the above actions, through engagement, influencing and support

We have dedicated one section in the Plan for each of our 8 Aims. The Aims build upon and extend those in the last 5 Year Environment Plan. A small number of objectives are defined for each Aim, most of them quantifiable. Where a quantifiable target has been set, they are intended to be challenging but achievable and will be used to monitor our future progress annually.

For each Objective, the Actions are directed towards the decision makers who are empowered to make a choice, or a change happen. 'Enabling actions' have also been included which are intended to enable or support the decision maker to choose a positive environmental outcome.

Links to other plans

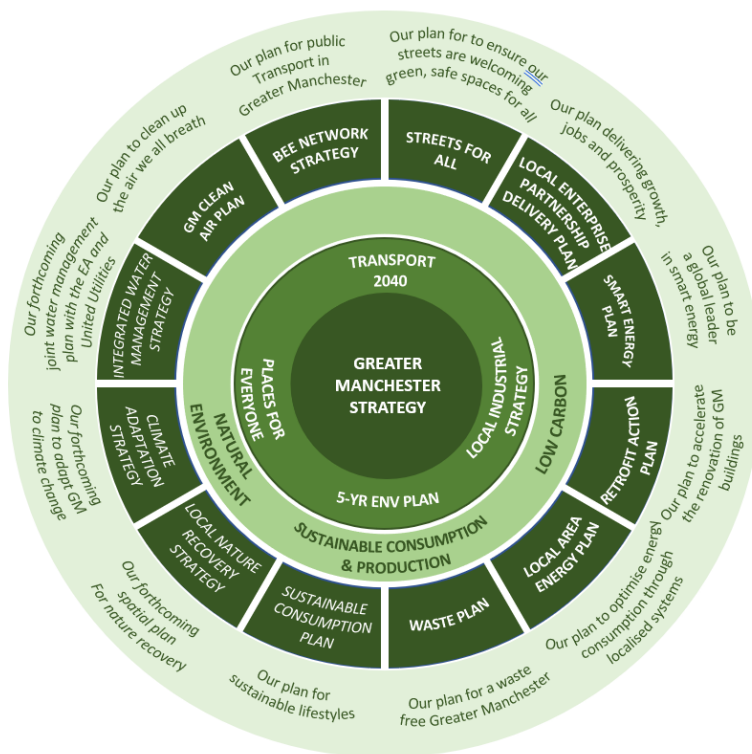


Fig 4 – Diagram showing different GM plans and how they relate to each other and the environment

The Plan should not be read in isolation (see Fig. 4), it sits below the Greater Manchester Strategy (GMS) published in 2022 (soon to be refreshed) which sets out the economic plan for the city-region, with a headline of delivering 'greener, fairer, and more prosperous city region'. The Five Year Environment Plan mainly delivers on the greener element of this plan and sits alongside other strategic plans including the Local Industrial Strategy, Places for Everyone⁴, the GM Transport Strategy 2040 – Our Local Transport Plan (2017)⁵, and emerging Local Growth Plan. Places for Everyone includes many policies which affect the Aims of this Environment Plan, a summary of these is provided in Appendix 02.

The Government has asked all Mayoral Combined Authorities to produce a 10-year Local Growth Plan. It is intended that the plans will be a locally owned, long-term strategic plans for how we will support the shared national growth mission and deliver the national industrial strategy. The Growth Plan will provide a framework that helps inform priorities for public and private investment, and guides intervention to drive sustained and inclusive growth. This is underpinned by Places for Everyone which is a joint plan of nine Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes, and sustainable growth that covers the period from 2022 up to 2039 (see Appendix 02 for further information). Stockport is developing its own Local Plan. We expect that the GM Local Growth Plan will be finalised in Spring 2025 and will cover sectoral priorities to feeding into the new national industrial strategy and focus on opportunities to unlock growth. These may cover areas like skills, housing, transport and innovation.

In advance of publishing the Local Growth Plan, this Environment Plan clearly sets out both the co-benefits (additional indirect benefits) and co-enablers (factors that enable delivery) of each of its Aims with a focused on the areas where national government support is required to unlock our ambitions. We have also included a specific aim (Aim 8) to sustainably grow our economy because of the interventions we make.

Underneath the Five Year Environment Plan sit multiple documents that cover in more detail the delivery for the different elements of work required to deliver our environmental goals. The Five Year Environment Plan provides the strategic link between the overall plan for the city region and the detailed delivery plans. Key documents related to this plan include:

- GM Air Quality Action Plan, TfGM (2016)⁶
- [RetrofitGM](#), GMCA (2021)
- [Local Area Energy Plan](#), GMCA (2022)
- [Greater Manchester NHS Green Plan](#) (2022)
- [Sustainable Consumption and Production Plan](#), GMCA (2023)
- [Integrated Water Management Plan](#), GMCA (2023)
- Local Nature Recovery Strategy, GMCA (2025)
- GM Transport Strategy 2040 (Local Transport Plan) (2025)
- Climate Adaptation Strategy, GMCA (2025)
- Clean Growth Sector Development Plan, GMCA (2025)
- Employment Work and Skills Strategy, GMCA (2025)

⁴ Places for Everyone (adopted 2024)

⁵ Being refreshed

⁶ In agreement with Defra, the decision to review the current GM Air Quality Action Plan is being delayed until the outcome of the new GM CAP is determined.

Addressing Inequalities

Ensuring everyone in Greater Manchester has a healthy, nature-rich, low carbon environment in which to live-well, prosper and grow will require a transformational shift in society that has the potential to address wider inequalities. For example, improving damp and cold homes through retrofit, increasing the number of green spaces and reducing air pollution can bring health and wellbeing benefits, particularly for older people and those with pre-existing health conditions. The most deprived communities in GM own the fewest cars and face issues accessing quality green space. An improved, more accessible, inclusive and affordable public and active transport network can support social mobility for everyone in Greater Manchester, encouraging those with cars to make more sustainable travel choices and providing sustainable access to increased opportunities for those without. Additionally, accessibility, safety concerns and digital exclusion can prohibit the use of public and active transportation.

We must also ensure that the transition does not leave more vulnerable sections of our society behind. Many of the actions needed from residents can be cost prohibitive such as purchasing an electric car, retrofitting your home and buying eco-products. Without strong public sector leadership, those most vulnerable could be left behind, unable to afford currently prohibitive commercial solutions. Compelling consumer facing solutions for different customer segments, including low income and vulnerable households, will be critical to this and to ensuring existing inequalities are reduced, not exacerbated.

We need to take our communities and businesses with us as we make this transition. For them to fully engage, we need to address the financial barriers and demonstrate the benefits of a low carbon future to their quality of life e.g. through the creation of new jobs and growth and providing secure, affordable energy. Some “sunset” jobs will inevitably disappear as a result of the low carbon transition, but these will be more than offset by new jobs created which could be used as a mechanism to reduce wider labour market and pay inequality and legacy skills can be redeployed.

The specific ‘co-benefits’ associated with delivery of the Actions in this plan, together with the bespoke challenges to delivery, are explored in more detail under each of the thematic Aims sections of the plan.

Community Wealth Building

Community wealth building is an approach to economic development that changes the way that our economy functions, retaining more wealth and opportunity for the benefit of local people. The Environment Plan recognises the important role community wealth building can play in contributing to green growth, and will look, where possible, to redirect wealth back into the local economy through progressive procurement of goods and services, which support the development of good social enterprises and shorter supply chains. There are also activities which can be directly delivered by communities including: increasing community energy and retrofit and making improvements to local green spaces.

Our Values

As the convening body for the GM Environment Plan, GMCA will work with our partners, business and wider communities to ensure it is implemented in line with our mission and values. GMCA’s

mission 'Making Greater Manchester a better place for all' and values are intrinsic to how we intend to deliver this plan through collaboration, empowering and delivering:

- **Collaborating:** Bringing together people and organisations from our city region and beyond, forming strong and trusting partnerships which achieve more than any of us could do alone
- **Empowering:** Championing and supporting people and partners, ensuring everyone is able to contribute to and benefit from Greater Manchester's ambitions
- **Delivering:** Taking positive and innovative actions with purpose, achieving a better future with our people, partners and communities

Our mission and values are key to us delivering our core and devolved services for the public:

- Secure, and manage, funding and investment at Greater Manchester level for agreed activity
- Work with the 10 local authorities to drive collective activity that puts Greater Manchester at the forefront of tackling social, economic and environmental issues
- Ensure Greater Manchester is speaking with one voice – developing, leading & implementing our evidence-based strategies, building our networks and partnerships and influencing policy

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4.0 Vision, Aims & Objectives

Our Vision

Greater Manchester will be a nature-rich and carbon neutral city region where all citizens have access to affordable renewable energy, warm climate resilient homes, high quality blue and green spaces, healthy and locally produced food, and a reliable, integrated, inclusive, sustainable and affordable transport system, where avoidable waste is significantly reduced.

Greater Manchester will lead the way in becoming an innovative, circular and resource efficient green economy with thriving sustainable businesses, secure and well-paid green jobs and an active local supply chain. Increased prosperity will also bring benefits for nature with increased urban greening and investment in the natural environment.

Greater Manchester's urban environments will be cleaner and greener containing more trees and green spaces and providing environments for nature to thrive. Buildings will be energy efficient and powered by renewable energy. Rural environments will be managed for nature recovery and to protect wildlife. Across the city region air and water quality will be cleaner due to reduced emissions and pollution.

This transition will reduce inequalities across the city region and both citizens and businesses will be actively engaged in creating and maintaining a thriving biodiverse and carbon neutral city region.

Aims

To support the achievement of the vision for Greater Manchester we have set out eight key aims for the city-region. The action needed to achieve these aims is outlined further in the chapters of this plan highlighting the key objectives for the next five years for all sectors of society.

1. Our **energy infrastructure** is smart, flexible and fit for a low carbon future.
2. Our **buildings** are sustainable and energy efficient.
3. Our **transport** system is reliable, integrated, inclusive, affordable and enables sustainable **travel**.
4. Our **natural environment** is enhanced, providing benefits people, economy and nature.
5. Our city region transitions to a **circular economy** and our **waste** is reduced, reused, recycled or recovered.
6. Our city-region is better **adapted** and more **resilient** to the increasing impacts of climate change .
7. Our **air quality** enhances the health, well-being and quality of life of the city region.
8. Our **economy** will grow sustainably because of the interventions we make to benefit both our residents and businesses.

Fig 5: Summary of the Aims and Objectives

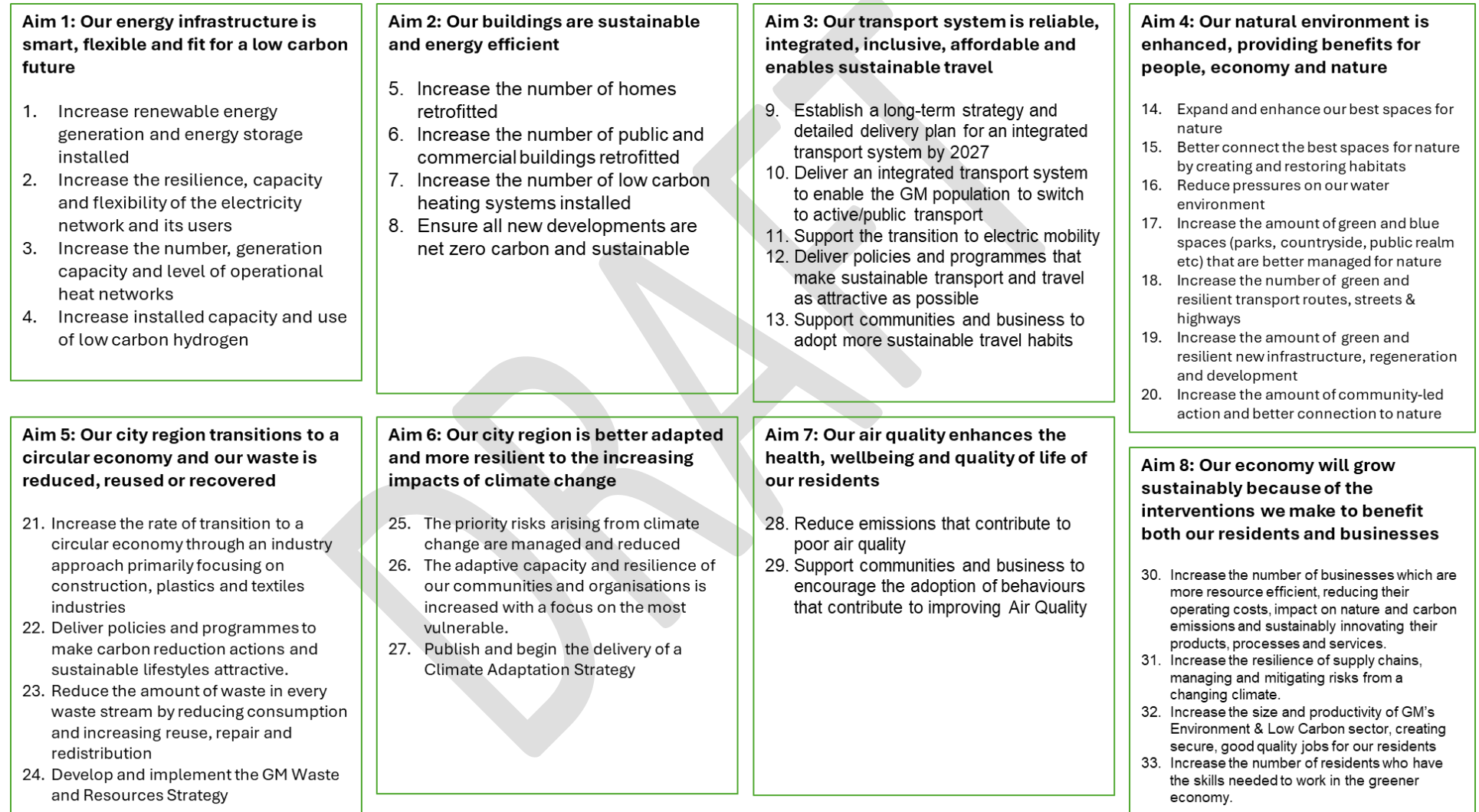
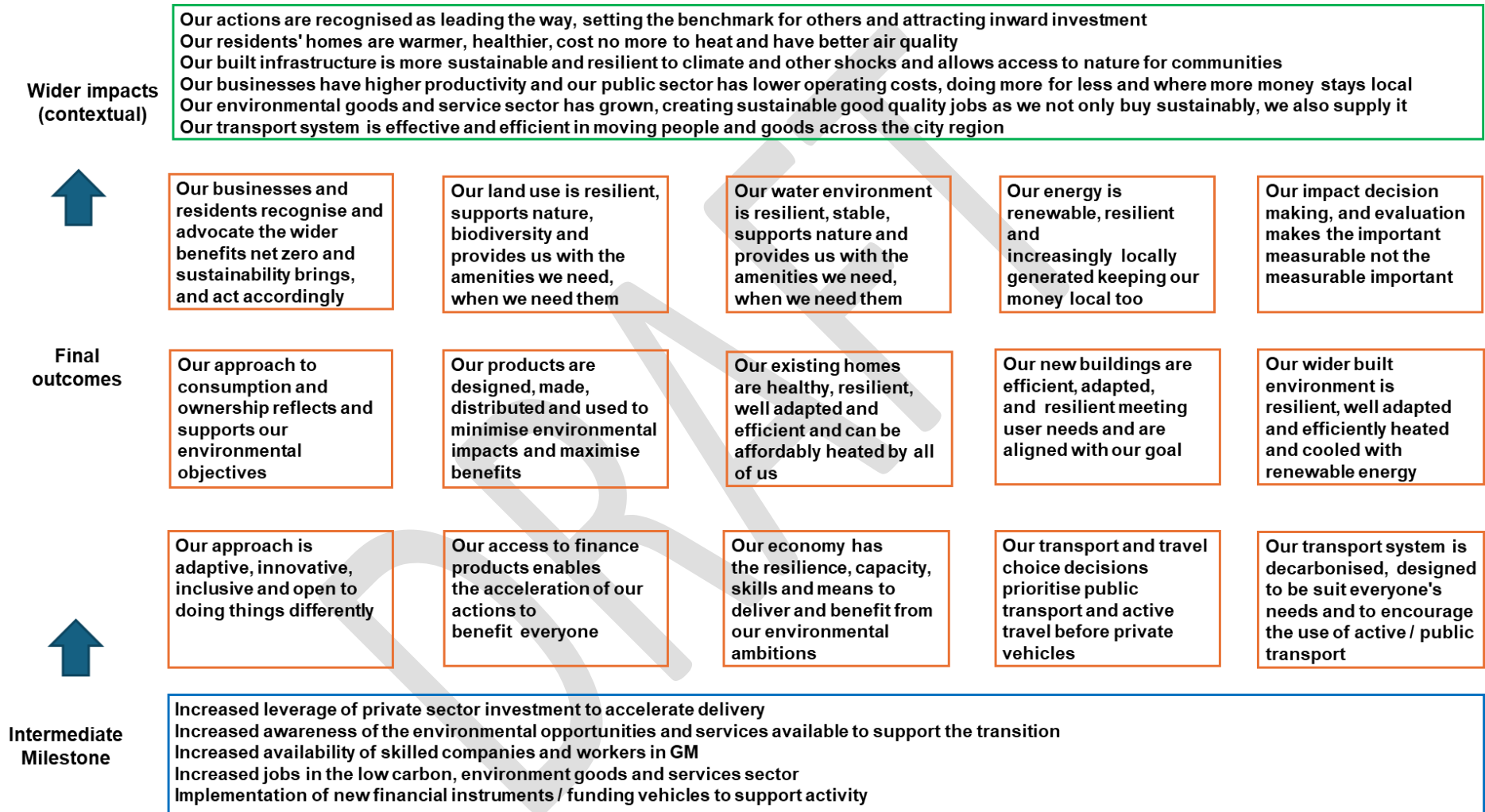


Fig. 6: What will it look like if we succeed?



Aim 1: Our energy infrastructure is smart, flexible, and fit for a low carbon future.

Objectives:

- Increase renewable energy generation and energy storage installed.
- Increase the resilience, capacity and flexibility of the energy electricity network and its users.
- Increased number, generation capacity and level of operational heat networks.
- Increase installed capacity and use of Low Carbon Hydrogen.

Targets for 2030:

- Add 375MW renewable energy generation (153.9 mtCO_{2e})
- Add 95MWh energy storage capacity (excluding large battery storage facilities) (61.6 mtCO_{2e})
- 90 GWh capacity of low carbon heat networks active (791.3 mtCO_{2e})
- 800GWh of Low Carbon Hydrogen production (2926.3 mtCO_{2e})

These targets align with the graphs in Section 5 (Emissions Pathway) of the report. The carbon savings shown above represent the total lifetime emission savings.

The Challenge

Currently, Greater Manchester's energy infrastructure is highly centralised. This needs to transition to support a smart, flexible, increasingly decentralised, connected system with electricity grid infrastructure adapting to meet increasing energy demand, generation, and storage needs. We need to build on our Local Area Energy Plans (LAEPs), with utility and public sector partners, and through the emerging Regional Energy Strategic Plan (RESP) process to plan for this transition. In GM, we have begun this process with almost 40,000 renewable energy installations supplying over 250MW of power, mainly from solar power. Although this appears significant, it is only 0.5% of the renewable energy generated nationally, when we have 4% of UK households.

There will need to be an increased deployment of roof-top and large-scale energy generation and storage assets, including: solar PV, onshore wind, green hydrogen, heat networks and battery and cryogenic storage. Generating more local renewable energy generation and storage will not only help control operating costs but also help meet the expected increased demand for electricity for heating and transport. In addition to the development of new energy infrastructure, a reduction in energy consumption and increased flexibility will also be required to meet our 2038 carbon neutral target and help balance demand with supply.

The decarbonisation of industry is another key area to address when considering the challenge of transitioning Greater Manchester's energy infrastructure. Greater Manchester's industry currently emits ~19% of the region's greenhouse gas emissions from the processes they conduct. Supporting a reduction of their energy consumption and the demonstration of alternative clean energy generation and storage, including Low Carbon Hydrogen, will be essential to meeting the emissions reduction targets for the city-region, alongside cutting costs.

Actions Required to Deliver Objectives

1) Increase renewable energy generation and energy storage installed - We will need to see a step change in the deployment of renewable energy and storage in order to meet both our local and national targets and support GB Energy. Greater Manchester has significant potential to contribute towards this, capturing the economic and financial benefit locally, especially through community energy, and other innovative finance solutions. Our primary opportunities are in the large scale deployment of solar and onshore wind to support the local and national grid and also utilising on-site and roof-mounted on homes, commercial and public buildings to directly benefit our businesses and communities.

2) Increase the resilience, capacity and flexibility of the electricity network and its users - Our grid is one of the most vital parts of our infrastructure; we will rely upon it even more as we move away from fossil fuels. We will work with our energy infrastructure partners locally and nationally to ensure our future grid supports both our decarbonisation and growth ambitions whilst supporting a just transition. We will maximise energy efficiency and use of renewables through increased capacity, greater flexibility, and adoption of innovative and smart solutions from our businesses. We will continue to explore the potential for local energy markets to maximise flexibility and the benefit locally.

3) Increase the number, generation capacity and level of operational heat networks - low carbon heat will also play an important role in our ambition, both through property level retrofit and through the establishment of heat networks in our urban centres. We will work to increase the scope and scale of low carbon heat networks across Greater Manchester. This will focus on strategic priority zones, building on existing networks where possible and utilising waste heat where we can.

4) Increase installed capacity and use of Low Carbon Hydrogen - there is a role for generating hydrogen and potentially biogas from renewable sources, both as a way of maximising the use of renewable energy through storage and direct deployment to assist with industrial decarbonisation. We will work with local and national partners to develop the supply and distribution of hydrogen, including through fuel cells and capitalise on other innovative uses for transport and heat as they emerge.

Links to other SYEP aims

The availability of decentralised low carbon energy supports all of our decarbonisation ambitions across the built environment and transport, including our wider ambitions to retrofit buildings and improve the quality and health of our homes through electrification of heat. It will also enable mobility, accessibility and improved air quality through powering sustainable, low carbon transport and heating. In delivery, we will need to factor in wider environmental impacts and biodiversity gain opportunities of any new energy infrastructure. An increasingly localised, diverse and robust energy supply can also improve resilience to climate impacts for our communities.

Co-benefits (e.g. health, cost saving etc.)

Our smart, flexible, low carbon energy infrastructure underpins our ambitions for economic growth across Greater Manchester, ensuring that our businesses and communities are resilient to increases in future energy prices and supply shocks. Customers need confidence that they will have the energy they need in the right place and at the right time. Developing our own energy generation will not only help secure good quality green jobs of the future, but also encourage innovation and market

growth for our low carbon companies. Increasing the electrification of domestic heat and improving ventilation will also improve indoor air quality and reduce health impacts of cold damp homes.

Co-enablers (factors that will enable delivery e.g. finance, skills, national government)

There are a range of co-enablers needed for the delivery of our energy ambitions. We will require funding for regional and national energy networks to be increased and aligned. We will need our Network Operators to work with us to invest strategically to support changing demands, increased renewables and heat network, local energy markets and flexible grid connections. We will also need to use public sector assets, such as land or buildings, as off-takers. GB Energy is also likely to be a key co-enabler; we will need to work closely with government to coordinate local and national action and lever additional funding. We will also need to explore new financial models for delivery and catalyse private sector investment, skills and capacity.

Case Study 1 - Go Neutral

Since the launch of the first Five Year Environment Plan, Greater Manchester's public sector has been determined to take a leading role in our green revolution, including changing how they produce and consume energy locally to benefit their communities. The Unlocking Clean Energy in Greater Manchester (UCEGM) Project was conceived of as part of this vision.

Five local authorities – Manchester, Rochdale, Stockport, Salford and Wigan, secured £8.6m from European Regional Development Funding and leveraged a further £8.6m of match funding to deliver the UCEGM project. This resulted in 10MW of new renewable solar energy capacity and flexible battery storage on local authority owned buildings, car parks and land assets. This includes GM's first public sector owned solar farms in Rochdale and Salford, which were energised in early 2024.

The three-year, £17.2m project has delivered a significant contribution towards GM's environmental goals, including 22% of the 45 MW renewable energy generation target (by 2024).



Fig. 7 Rochdale Council's 5.5MW Chamber House Solar Farm will provide enough electricity that could power 2,000 homes.

Renewable and flexible energy supplies are the critical infrastructure that will unlock new models for using, selling and purchasing energy. The pioneering project has identified new business models and routes to market to maximise the

value from the electricity generated. This provides a blueprint that can be replicated across GM and nationally.

Aim 1: Our energy infrastructure is smart, flexible and fit for a low carbon, sustainable future

Key: Cost £ = £1-10k, ££ = £10-100k, £££ = £100k - £1m, ££££ = £1m-£10m, £££££ = >£10m Impact (on the Objective) H = High, M = Medium, L = Low

Direct Action	Lead	Enabling Actions	Lead	Cost	Impact
1. Objective: Increase renewable energy generation and energy storage installed					
Increase the capacity of local energy generation and storage across all domestic tenures	Social landlords, GMCA, LAs	Regional solar PV and battery offers deployed for all non-social housing settings and marketed to all	GMCA, LAs	££	M
		Develop financial mechanism and models to support the uptake of low carbon technology across social housing stock	GMCA, Social landlords, National Govt.	££	M
		Work with partners to actively review technological developments and legal barriers for all renewable energy and battery technologies.	GMCA	£	M
Increase the capacity of large scale renewable energy generation and storage including Solar PV and onshore wind.	ENWL, GMCA, LAs, Business	Undertake a rapid review of local bottlenecks for the deployment of low carbon technologies e.g. grid capacity and connections, planning constraints etc	National government, GMCA, LAs	££	H
		Review public sector opportunities for large scale grid connected renewable energy and storage and progress delivery models	GMCA, LAs	£££££	H
		In those areas where large scale renewables are viable, ensure that the public and landowners are engaged and informed	GMCA, LAs	£	L
Consider maximisation of onsite renewable energy generation and storage	Public bodies, Business, NGOs	Encourage and accelerate the integration of property level renewable energy and battery storage for business, community and public buildings (including schools)	GMCA, LAs	£££	H
	Business NGOs	Further roll out and increase awareness of the Bee Net Zero and Community Energy Funding programmes	GMCA	£££	M
Increase the retention of renewable energy generation profits in the region.	Business NGOs	Further capacity, technical and coordination support required on community energy projects providing more understanding, facilitation and exemplars	GMCA, LAs	££	M

2. Objective: Increase the resilience, capacity and flexibility of the electricity network and its users					
Embed Local Area Energy Plans into all relevant Local Plans, aligning to Climate Action Strategies/Plans	GMCA, LAs	Test the integration of Local Area Energy Plans into Local Plans and use learning to develop guidance for LAs on developing a Local Area Energy delivery plan	GMCA	££	H
Ensure that the electricity grid is able to meet the increasing demands resulting from electrification and increasing renewables and storage, in a timely and transparent way	ENWL	Work with the Regional Energy System Planner, National Energy System Operator and GB Energy to align action across multiple energy vectors	NESO, ENWL, SPEN, GMCA, Ofgem	£	H
		Invest in the electricity network & procure flexible services to ensure ENWL network has capacity to enable low carbon technologies, such as heat pumps, EV chargers, Solar PV & batteries to be connected	ENWL	£££££	H
		Increase stakeholder engagement and collaboration across Growth and Investment Zones, Net Zero Accelerator asset deployment and Places for Everyone to ensure that opportunities to embed low carbon growth and co-benefits are maximised	GMCA, LAs, DNOs, NESO	££	M
		Continue to explore the role that Local Energy Markets can play in providing flexibility and benefit locally.	GMCA, LAs, DNOs,	££	M
Promote the development of a connected, smart energy system with demand-side management and response	GMCA	Improve the connectivity of homes to enable participation in a smart energy system, for example through the roll out of local public/private networks	GMCA, LAs, Businesses, Social Landlords	£££	M
Inform and support residents to reduce costs by energy load shifting and exporting electricity at times when the local or national grid needs consumers to use more/less	ENWL	Procure 'flexible services' to incentivise households and businesses to use or export their electricity at times when the local electricity networks need less / more electricity to balance supply & demand	ENWL/SPEN	££	M
		Raise awareness to residents of energy tariffs that can take advantage of energy load shifting	GMCA, LAs	£	M
Support and enable the creation and rapid adoption of innovative solutions and technologies to accelerate decarbonisation.	Business, GMCA, LAs	Promote the Energy Innovation Agency to raise awareness and the grow end user pool, encouraging public and private stakeholders to use their assets to support trials and commercialisation	Public/Private Stakeholder	££	M

3. Objective: Increase the number, generation capacity and level of operational heat networks					
Finalise heat network zoning policy approach and agree local GM delivery method for this.	National Govt, GMCA, LAs	Work with Government to include Heat Networks within the devolution agreement	GMCA, National govt.	£	H
		Review and implement the heat zoning policy once finalised by central Government, putting in place the resource/team needed to deliver the Zone Coordinator role	GMCA	££	H
Facilitate and support the development of the heat network pipeline and delivery of heat network schemes.	GMCA, LAs	Conduct concept/ feasibility studies to identify the potential for heat networks. Identify and progress suitable delivery models to deliver priority schemes	GMCA, LAs	£££££	H
Heat intensive industries need to consider use of their waste heat for utilisation in heat networks	Business	Identify and support the integration of waste heat sources as part of heat network infrastructure development	Government, LAs and Businesses	££	M
4. Objective: Increase installed capacity and use of low carbon hydrogen					
Support the generation, distribution and usage of low carbon hydrogen, following the 'hydrogen use hierarchy'	Business, GMCA, LAs	Support the development of a pipeline of low carbon hydrogen demand for Phase 1 of Trafford Energy Park	GMCA, LAs	£	L
		Investigate, identify and support the development of suitable test sites for low carbon hydrogen off-take usage	GMCA, Businesses, LAs, H2 suppliers	£££	L
		Promote, support and encourage the roll out of low carbon hydrogen infrastructure and supply, subject to viability tests	GMCA, LAs	££££	L
		Investigate and support feasibility pilots for hydrogen fuel cell deployment on suitable sites and assess the feasibility for wider roll out.	GMCA, Businesses, Universities, MIDAS	££££	L

Aim 2: Our buildings are sustainable and energy efficient

Objectives:

- Increase the number of homes retrofitted.
- Increase the number of public and commercial buildings retrofitted.
- Increase the number of low carbon heating systems installed.
- Ensure all new developments are net zero carbon and sustainable.

Targets for 2030:

- Retrofit 60,000 homes (491 mtCO₂e)
- Retrofit 650 public sector buildings (347 mtCO₂e)
- Retrofit 11,000 commercial buildings (154 mtCO₂e)
- Install 64,000 low carbon heating systems across GM (54,000 domestic, 10,000 public/commercial) (3,626 mtCO₂e)

These targets align with the graphs in Section 5 (Emissions Pathway) of the report. The carbon savings shown above represent the total lifetime emission savings.

The Challenge

Greater Manchester's buildings currently emit 42% of the city region's total emissions with ~30% coming from homes and a further ~12% from how businesses heat and cool their buildings. Improving the energy efficiency and reducing the energy demand from heating and cooling buildings will be critical to meeting our carbon neutral goal. It will also be a significant contributor to our Housing First work on standards to ensure that everyone in Greater Manchester has a home they can afford, which is safe, healthy and environmentally sustainable. To meet this aim, we will need to significantly scale up the retrofit of existing homes and buildings enabling property owners and landlords to invest. We also need to deliver operational net zero new build, as outlined in Places for Everyone and future national net-zero standards, alongside developing Truly Affordable Net-Zero Housing (TANZ). It is important to consider embodied carbon and the wider environmental impacts of our buildings through the planning system, particularly on air quality, water consumption, biodiversity and the move towards a circular economy.

Out of the 1.2m homes in Greater Manchester the Local Area Energy Plans identify that 887,000 will require some form of retrofit. Approximately, 250,000 of these are social homes and 63,000 of these need to be elevated to at least an EPC C by 2030. Commercial and public buildings are also a significant part of the buildings that need decarbonising. Of the 2,700 public buildings in GM, most will require some form of retrofit but around 13% have already been tackled. There are almost 50,000 commercial buildings across Greater Manchester which will all need some form of retrofit, but the largest 7% make up over half of all emissions. There is a significant scale of funding needed to tackle the retrofit challenge, with an estimated £27bn needed for homes and a further £24bn for commercial properties. Our targets reflect the projected investment primarily across the public and social housing stock; to meet the challenge we will need to enable and encourage significant activity by property owners, landlords and businesses.

Actions Required to Deliver Objectives

5) Increase the number of homes retrofitted - Improving our housing stock to be more energy efficient remains our priority for action. The scale of the challenge is considerable so there is a need to focus our investment on the worst performing homes and those most in need, particularly in the rented sector, whilst also embedding climate resilience and enabling able-to-pay homeowners to invest in their property with confidence. We will work across tenures to enable greater energy efficiency for fossil fuel free heating systems to work efficiently and encourage the uptake of energy efficient appliances by households.

6) Increase the number of public and commercial buildings retrofitted – there is still a lot to do to ensure that the public estate is fit for the future. We will work with our Local Authorities and wider public sector building owners to plan and prioritise the worst performing buildings, encourage the removal of fossil fuel heating systems and the adoption of low carbon heating systems, including connections to new heat networks.

Many commercial landlords are already seeing the benefits of improving the energy efficiency of their buildings. We need to build on this to accelerate the adoption of higher standards and enabling financial mechanisms, particularly for our largest and worst performing buildings. We need to help SMEs to access impartial, tailored support to help them to decarbonise their buildings and use energy more efficiently.

7) Increase the number of low carbon heating systems installed – Transitioning away from fossil fuel heating is a priority as it overcomes a key challenge to decarbonisation through both retrofit and new build. In areas where district heat networks are unlikely to be prioritised, this will need to be delivered through individual low carbon heating installations, especially air source heat pumps. We will work with residents and social landlords and public sector owners to promote and enable low carbon heating, and work with the supply chain to ensure that a range of solutions are available to suit different needs.

8) Ensure all new developments are net zero carbon and sustainable – to ensure we do not have to retrofit new buildings; we will continue to use the Planning and Building Control system to accelerate the adoption of high standards for new and refurbished buildings. We will also use our influence and lead by example in new public buildings and in our growth priority areas through working with developers to adopt higher sustainability standards (e.g. PAS2080), including the delivery of Truly Affordable Net-Zero Housing. We also need to better understand and factor in embodied carbon in new and refurbished developments.

Links to other 5YEP aims

This aim links strongly to Aim 8 in supporting sustainable growth through local supply chain and skills development to meet the scale of the retrofit and low carbon new build opportunity. Whilst improving energy efficiency homes and buildings, there is also the opportunity to address other aims of the Five Year Environment Plan. Biodiversity can be increased through measures such as green roofs and green walls on buildings, waste from building materials can be reduced by moving to a circular economy model. In the retrofitting of properties, there are also opportunities to and increase energy generation through rooftop renewables and linking to heat networks. Replacing natural gas and other fossil fuels as a heat source will contribute towards the improvement in both indoor and outdoor air quality.

Co-benefits (e.g. health, cost saving etc.)

Improving the energy efficiency of housing is a core element of our ambition to provide safe, secure, healthy and more affordable homes across Greater Manchester. This ambition, in turn, provides the foundation for improving the health of residents and the well-being of our communities. Insulated, warm homes which are well ventilated will help reduce the health burden from damp and mould in homes. Energy efficiency is also important in tackling the cost of living for residents, reducing energy costs for businesses, and minimising the renewable generation required for the transition. Reducing energy use in public buildings will also have benefits for public service delivery costs across Greater Manchester.

Co-enablers (factors that will enable delivery e.g. finance, skills, national government)

Access to finance, developing the supply chain, and consumer awareness and confidence are the key enablers of the retrofit challenge. We will need to leverage significant funding above the level currently provided by government, energy companies and matched funds from our social landlords to achieve the scale of retrofit activity required. We will also need to provide confidence and encouragement to homeowners and the private property sector, including developing innovative delivery and financial models to assist. The cost of retrofit needs to decrease through innovation of technology, new business models and increased competition. The retrofit supply chain needs to be supported for growth and training in new technologies. The government could further support our ambitions through embedding higher standards into planning, building regulations, and minimum energy efficiency standards and enforcement in the rented sector.

Case Study 2 – Social Housing Decarbonisation Scheme

A major milestone was passed at the end of 2023, as energy saving home upgrades were completed to over 1,000 social homes across Greater Manchester, helping make them warmer, cheaper to heat and less harmful to the environment. The 1,000th home to receive improvements was managed by Six Town Housing in Bury. The property is now benefiting from a variety of measures, including cavity wall insulation, loft insulation and an insulated loft hatch, smart ventilation to tackle damp and mould, LED lighting, roof-mounted solar PV, and battery storage, all helping ensure residents have a warm and comfortable home.

Over 6,300 social homes in total across Greater Manchester are receiving energy efficiency improvements through the Social Housing Decarbonisation Fund, after the city-region was granted secured £45m from the first two waves of the fund. The Government funding – granted by the Department for Energy Security and Net Zero (DESNZ) – is in addition to a further £68m match funding from partners.

These works will lead to estimated benefits including:

- Annual energy savings of 30,973,737 kWh for the city-region
- Average annual bill saving of £276.78 per home
- Over 3,500 jobs and 60 apprentices supported in Greater Manchester



Fig 8. Six Town Housing Retrofit

Six Town Housing are one of 19 Housing Provider partners of the GMCA-led consortium working on the Social Housing Decarbonisation programme. All homes will be completed by September 2025, with improvements being made to social housing in every district of Greater Manchester.

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Aim 2: Our buildings are sustainable and energy efficient

Key: Cost £ = £1-10k, ££ = £10-100k, £££ = £100k - £1m, ££££ = £1m-£10m, £££££ = >£10m Impact (on the Objective) H = High, M = Medium, L = Low

Direct Action	Lead	Enabling Action	Lead	Cost	Impact
5. Objective: Increase the number of homes retrofitted					
Improve the energy performance of social housing focusing on the worst performing	Social landlords	Work with social landlords to access government and private finance for retrofitting social homes	GMCA, LAs	££££	H
		Establish grant schemes from a devolved integrated settlement fund for retrofit, which also aligns with our Housing First and health priorities locally.	GMCA	££££	H
		Support social landlords to agree a uniform specification for key technologies, underpinning the potential for collaborative or forward procurement exercises	GMCA, LAs	££	M
		Complete research into how more benefit can be secured from EPC data	Academia	££	L
		Support large-scale housing retrofit projects to connect to the network	ENWL	£££££	H
		Expand the Feel the Benefit Portal and online advice to include procured and quality assured retrofit delivery partners	GMCA	££	M or H
All residents should consider investing in actions which enable fossil fuel free heating systems to work efficiently	Residents	Work with employers to promote and support their staff to reduce their home energy bills, incorporating it into wider staff benefit schemes.	Businesses, LAs, GMCA	££	M
		Support residents to invest in properties by expanding 'Willing to Pay' retrofit service	GMCA, LAs	££	H
		Deliver warm home prescriptions to households most in need.	NGOs	££	L

		Ongoing consumer research into household preferences and choices and implementation of support schemes underpinned by this evidence	Academia, GMCA	££	L
		Upskill retrofit assessors and installers to provide enough supply to meet demand	Colleges & Training Providers	££££	M
All residents should consider upgrading to more energy efficient products when replacing household appliances.	Residents	Raise awareness and deliver marketing to educate residents on the scope and benefits of energy efficient appliances	Businesses	£££	M
Support the creation of a range of retrofit finance offers to support property owners to retrofit their homes.	GMCA, LAs	Pilot projects to develop or trial offers and green finance support mechanisms with willing public and private stakeholders and roll out more widely if feasible	GMCA, LAs	£££	M
		Work with Government, GB Energy, and High Street and institutional lenders to identify and support private investment	National govt., GMCA	££	H
Improve the energy efficiency of the private rented sector	GMCA, LAs, Private landlords	Establish the ability for setting higher Minimum Energy Efficiency Standards	National govt., GMCA	££	H
		Explore the potential for the Good Landlord Charter to influence residential landlords to increase energy efficiency standards.	GMCA	£	L
6. Objective: Increase the number of public and commercial buildings retrofitted					
Remove fossil fuel heating systems from the public estate	GMCA, LAs, GMP, GMFRS, NHS & wider public bodies	Pilot the creation of a costed estates wide plan to decarbonise all assets under direct GM local government influence	GMCA, LAs	££	M
		Pilot the creation of a costed plan for replacing any fossil fuel heating systems which are approaching their end-of-life with a low carbon system, for owned public buildings	GMCA, LAs	££	M
		Facilitate willing public bodies to adopt and implement estate wide decarbonisation plans	GMCA, LAs	£££££	H

		committing to operational carbon neutral by 2030			
		Pilot the creation of a costed plan for implementing enabling works to prepare for a future low carbon heating system (for buildings whose boilers are not end of life)	GMCA, LAs	££	M
All public building with an EPC/DEC below a C to consider energy efficiency improvements by 2028	GMCA, LAs, GMP, GMFRS, NHS	Research and develop an approach to retrofitting LA-controlled schools of DEC/ EPC of D or below, considering existing frameworks and approaches	National govt.	££	H
		Establish a GM-wide Retrofit Framework for procurement to the delivery of public sector building retrofit measures considering inclusion of smaller suppliers	GMCA, LAs	££	M
All new buildings should have low carbon heating systems installed	GMCA/LAs	Prior to the Future Buildings Standard being implemented, establish a plan for no more fossil fuel heating systems to be installed in all new public buildings and for all new development to consider a connection to a heat network.	GMCA, LAs	£	M
All building retrofit activity should be designed to avoid future over-heating risks	GMCA/LAs	Consider cooling (passive and active solutions) as part of all building retrofit works to avoid future over-heating risks	GMCA, LAs	£	L
All commercial buildings with an EPC/DEC below a C to consider energy efficiency improvements by 2028	Business	Provide support through the Bee Net Zero programme	Business Board, Growth Company	££	L
		Develop a cohort of willing public bodies, to commit to transition their leased estate to buildings being DEC/EPC C and above from 2028	GMCA, LAs	£	M
Work with existing and new Business Improvement Districts to sign up to a voluntary improvement standard (e.g. NABOR).	Business	In areas where there is need and viability to require development to enhance environmental and low carbon building standard, establish voluntary enhanced building standards to be signed up to as part of Business improvement Districts	GMCA, LAs	££	M

Facilitate the creation of financial models to enable buildings to be retrofitted	Business	Embed the requirements for commercial sector and public sector buildings into the financial and delivery models of the net zero accelerator	GMCA, National govt., private sector	££	H
7. Objective: Increase the number of low carbon heating systems installed					
All residents with fossil fuel heating systems should consider replacement with a heat pump or low carbon heating system.	Residents	Promote national incentives, such as the Boiler Upgrade Scheme	GMCA	££	M
		Consider the impact of the Clean Heat Market Mechanism, if implemented, and work with market actors to promote heat pump deployment.	GMCA, LAs, Businesses	££	M
		Provide support and guidance for householders on ASHP installations and for Environmental Health Officers to use in Planning Permission/Permitted Development.	GMCA	£	M
All landlords providing social rented property develop and implement plans to move towards only replacing high carbon heating sources with low carbon heating sources.	Social landlords	Support those LAs and landlords who are currently not willing move away from fossil fuel heating systems, to catalyse this move using the learning from those that have adopted low carbon heating, including lived experience of residents.	GMCA, LAs	££	H
		Work with willing social landlords and LAs with social housing stock to agree an immediate policy shift away from the installation of fossil fuel heating in social homes and raise awareness of the benefits of doing so.	GMCA/RPs/LAs	££££	H
		Continue to build, test and deploy innovative low carbon technologies and market offerings to encourage take-up.	GMCA	££	M
Where feasible, replace end of life heating systems in schools with low carbon heating.	LAs, Schools	Create forward replacement plans and identify funding streams to cover additional cost where needed, including potential devolved funding.	LAs, Schools, GMCA	££££	H

8. Objective: Ensure all new developments are net zero carbon and sustainable					
Use the Planning and Building Control system to accelerate the adoption of high standards for new development and refurbished buildings.	LAs, GMCA	Support the environmental policies in Places for Everyone, through producing additional guidance for planners and developers on embodied and operational net zero, water and resource efficiency, and sustainable construction.	GMCA, LAs	££	H
		Use our influence and lead by example in our growth priority areas through working with developers to adopt higher standards.	GMCA, LAs	££	H
		Deliver 10,000 truly affordable net zero homes (TANZ) as part of our Housing First agenda.	GMCA, LAs	£££££	H
		Explore the potential to incorporate PAS2080 standards, carbon management plans, and other environmental standards into all public investment		££	M
		Use the Embodied Carbon Calculator developed for GMCA by UoM to specify and procure retrofit and new build materials with the least embodied carbon impact.	GMCA, LAs	££	H

Aim 3: Our transport system is reliable, integrated, inclusive, affordable and enables sustainable travel.

Objectives

- Establish a long-term strategy and detailed delivery plan for an integrated transport system by 2027.
- Deliver an integrated transport system to enable the GM population to switch to active/public transport.
- Support the transition to electric mobility.
- Deliver policies and programmes that make sustainable transport and travel as attractive as possible.
- Support communities and business to adopt more sustainable travel habits.

Targets to 2030

- LTP (Local Transport Plan) Delivery Plan and Local Implementation Plan formal adoption by Dec 26 followed by annual progress reports
- Increase GM population with GM Accessibility Level (GMAL) 4 or better
- 50% of all journeys in GM are made by Public Transport/Active Transport by 2040 (no net-growth in motor vehicle traffic over that period)
- Increase the % of journeys that do not emit any greenhouse gases or air pollutants from their use
- Increase % of people find it easy to use different forms of transport in one journey in GM

Note: Transport measures, KPIs and targets will be revised via the 2040 refresh process through 2024 and 2025.

The Challenge

In Greater Manchester, surface transport is responsible for about 31% of greenhouse gas emissions, and most of that (98%) comes from the internal combustion engines of cars, vans, heavy goods vehicles (HGVs) and a relatively small amount from buses. The replacement of fossil fuelled buses with Zero Emission Buses (ZEBs) in Greater Manchester will reduce emissions from buses to zero at the exhaust and eventually zero carbon as the national grid and local generation decarbonises. Rail and Metrolink trips account for a fraction of the total (<2%) due to high (or full) levels of electrification with Metrolink trips being the most carbon efficient public transport mode.

In 2023, the total number of trips made by GM residents across all types of travel was 5.6m per day and each GM resident made 2.0 trips per day. Whilst this is lower than the 2.3 trips per day between 2017-2019, it represented a continued recovery from the record lows at the height of the pandemic. Early indications for 2024 indicate that the total trips made per day per GM resident will exceed the 2.0 recorded in 2023.

The greatest challenge is in reducing emissions from private vehicles. The number of daily car/van trips by GM residents in 2023 was broadly in line with the period 2017-19 (2.2m daily car/van trips). The mean length of car/van trips by GM residents has increased to 8.5km in 2023, up 5% from the 2017-2019 period. This has led to GM resident car/van person kms over 2023 reaching 103% of the

2017- 2019⁷ level. There is no clear evidence to suggest that the total daily car/van person kms associated with GM residents is about to decline. The lower median length of car/van trips by GM residents of 3.7km in 2023 indicates that there are a large volume of short car/van driver trips that make up a comparatively small proportion of the overall distance travelled. Trips of 2km or less have the most potential to be completed by sustainable modes.

Since the early 2010's there has been a series of projects to electrify rail lines in Greater Manchester, which allows the conversion of diesel traction to electric. The government plans to phase out diesel only trains by 2040, the expectation is this will drive investment in new train fleets that utilise alternative technologies such as battery, hydrogen, and bi-mode capability to operate on non-electrified lines.

Actions Required to Deliver Objectives

9) Establish a long-term strategy and detailed delivery plan for an integrated transport system by 2027 - Our Local Transport Plan (LTP) is a statutory document that sets out our long-term ambitions for transport. It includes the Greater Manchester Transport Strategy 2040 (GMTS2040) which sets out our ambitions, policies and interventions to deliver our vision for transport in 2040 and our Five-Year Transport Delivery Plan (2021-2026) which sets out more detailed delivery proposals, a spending plan and monitoring of the performance of transport delivery programmes. A refresh of the GM Transport Strategy 2040 and a new Delivery Plan for 2027-2032 is underway. The latter will be the mechanism by which limited funding for transport initiatives will be prioritised. At the same time, we will lobby Government for additional funds and national measures which generate accelerated change.

10) Deliver an integrated transport system to enable the GM population to switch to active/public transport - A major part of achieving a carbon neutral city region by 2038 and reducing our operational carbon footprint, will be moving to a public transport fleet (e.g. buses, trams, and public maintenance vehicles) with zero emissions from tailpipes. We will grow and improve the existing Bee Network and work with local partners to improve local rail stations and services. GMTS (Greater Manchester Transport Strategy) 2040 sets out our ambition for a world-class integrated transport network and covers how we will:

- improve walking, wheeling, cycling and public transport;
- support the transition to electric mobility;
- manage traffic and parking;
- collaborate with developers to integrate new developments into the sustainable transport network;
- support economic growth and social inclusion; and
- reduce air pollution and greenhouse gas emissions.

11) Support the transition to electric mobility - One of the key strategies to decarbonise transport is to promote the switch to electric vehicles (EVs), enabled by the deployment of electric charge points across the region. Electric charge points are essential to support the growth of EVs and to ensure that drivers have convenient and reliable access to charging facilities. A lack of charging points has been cited⁸ as a key barrier for businesses and individuals in switching to an electric vehicle. An

⁷ TfGM, GM TRADS 2017-19, 2023)

⁸ (GM Clean Air Plan Conversation May/June 2019)

acceleration of the transition to EVs is therefore more likely to be delivered if vehicle owners are confident that they will have access to electric vehicle charging infrastructure (EVCI).

Rail Operators have plans for the replacement of the old diesel trains used on local services which are between 30-40 years old, and both Northern and TransPennine Express are looking for new bi-mode trains. Some freight operators are introducing bi-mode and tri-mode locomotives, but the lack of full electrification is a barrier to faster adoption of sustainable traction. GM will continue to encourage the rail industry to decarbonise its fleet through investment in electrification, replacing diesel trains through bi- or tri-mode trains and removing diesel operation under electrified lines. This will include working with and seeking opportunities for promoting and facilitating initiatives to move freight from road-to-rail, such as National Rail's 'Express Freight'.

12) Deliver policies and programmes that make sustainable transport and travel as attractive as possible - Achieving carbon reduction in the transport sector will require a major shift in attitudes towards car use, and improved options for public transport and active travel that enable permanent changes in travel choices. The GMTS (Greater Manchester Transport Strategy) 2040 seeks to enact this shift by creating and delivering policies that make sustainable transport and travel as attractive as possible, such as improving infrastructure and services. Improved travel choices also cover public awareness and educational or training programmes that enable individuals to adopt more sustainable travel habits such as cycling, walking, using public transport and car-pooling. We need as many businesses as possible to adopt policies to encourage their customers and employees to use sustainable transport modes and, in particular, our logistics companies to reduce the environmental impact of their sector.

13) Support communities and business to adopt more sustainable travel habits - As part of our vision for transport we have set a 'Right Mix' target to reduce the share of total trips made by car to no more than 50%, with the remaining 50% made by public transport, walking and cycling. This will mean approximately one million more trips each day using sustainable transport modes in Greater Manchester by 2040 enabling us to deliver a healthier, greener and more productive city-region. Listening and responding to what communities and business feel about and need from sustainable transport modes is a key part of enabling the required levels of behaviour change and TfGM's process of network reviews will help to facilitate this.

Links to other 5YEP Aims

Transport and transport infrastructure requires energy to process and transport people, goods and materials and to construct and run facilities and assets. Carbon associated with transport infrastructure can be mitigated through intelligent design, selection of sustainable materials and improving the efficiency of construction and operational processes. Additionally, the risk of flooding can be reduced by embedding sustainable drainage into its design. Green infrastructure and biodiversity can also be increased through measures such as greening walk routes and cycleways. Transport is a source of air pollution which is discussed at Aim 7.

Co-benefits (e.g. health, cost saving etc.)

Our transport system has a major impact on people's health. Our network provides access to healthcare and other services, to visit friends and family and reduce social isolation, and links them with green spaces. Transport interventions can improve the health of Greater Manchester's residents by:

- Increasing levels of physical activity
- Reducing pollution from motor vehicles
- Reducing road traffic collisions
- Improving access to health care and reducing social isolation.

The transport system also plays a vital role in creating a fairer and more prosperous GM. For those without access to a car, the availability of public transport or active travel may determine whether they can access jobs or training or attend medical appointments without having to use more costly individual travel options. This can be a particular issue for people working in the night-time economy. An improved, more accessible, inclusive and affordable public transport network can support social mobility for everyone in Greater Manchester, encouraging those with cars to make more sustainable travel choices and providing sustainable access to increased opportunities for those without.

Co-enablers (factors that will enable delivery e.g. finance, skills, national government)

Achieving carbon reduction in the transport sector will not be easy and will require:

- Stable and sufficient funding to support the planning, implementation and maintenance of transport infrastructure and services.
- Coordination and collaboration among different transport stakeholders to align their goals, interests and expectations and resolve potential conflicts.
- Innovation and adoption of new technologies and practices that can enhance the efficiency, reliability, safety and sustainability of transport systems, such as smart mobility, low-carbon vehicles, digital platforms and data analytics.
- Capacity building and skills development for the transport workforce and users, to enable them to adapt to changing transport needs and demands, and to foster a culture of active travel and social inclusion.

To date, the government has not set any targets or policies to reduce car dependency and car journeys.

Case Study 6 of Existing Projects – Bee Network

Greater Manchester is rolling out the Bee Network – a joined up, sustainable transport network helping people rethink the way they travel. By better connecting people with places, we're reducing congestion and carbon emissions, improving air quality, health and well-being – and supported the local economy.



Fig. 9 – Bee Network ULEV

As of January 2025, all buses in Greater Manchester are under local control as part of the Bee Network. Journeys by bus, tram and active travel – walking, wheeling and cycling – are already much better connected. And we're running more zero and low emission buses across Greater Manchester, with plans for a zero-emission bus fleet by 2030.

Key local rail services are set to join the Bee Network by 2028, while Metrolink trams run to 99 stops, carry millions of people every month and emitting no local air pollution. We're also building the largest active travel network in the UK to make walking and cycling the first choice for shorter journeys, with a growing bike hire scheme.

By making it easier for people to reduce car use, Greater Manchester is aiming for 50% of trips to be made by public transport, walking and cycling by 2040. That's around one million more trips each day using sustainable transport on the Bee Network.

DRAFT

Aim 3: Our **transport** system is reliable, integrated, inclusive, affordable and enables sustainable **travel**.

Key: Cost £ = £1-10k, ££ = £10-100k, £££ = £100k - £1m, ££££ = £1m-£10m, £££££ = >£10m Impact (on the Objective) H = High, M = Medium, L = Low

Direct Action	Lead	Enabling Action	Lead	Cost	Impact
9. Objective: Establish a long-term strategy and detailed delivery plan for an integrated transport system by 2027					
Develop an updated Greater Manchester Local Transport Plan (LTP) and supporting strategies	TfGM/LAs	Refresh the GM Local Transport Plan (LTP) (including Transport Strategy 2040)	TfGM, LAs	£££	H
		Develop the next LTP Transport Delivery Plan (2027-2032)	TfGM, LAs	£££	H
		Develop GM plan for Northern Powerhouse Rail and high-speed rail	TfGM	£££	M
		Develop School Travel Strategy.	TfGM	££	M
Secure funding to support the planning, implementation and maintenance of transport infrastructure and services	GMCA/ TfGM	Secure revenue development funding (e.g. City Region Sustainable Transport Settlement (CRSTS), Trailblazer, Single Settlement) development funding	TfGM	££	H
		Prepare infrastructure pipeline proposals for the 2027-2032 investment period	TfGM	£££	H
Lobby government for national policies that generate change	TfGM/LAs	Develop national policies that introduce economic incentives for businesses and individuals to reduce their carbon emissions	National Government	£££££	H
10. Objective: Deliver an integrated transport system to enable the GM population to switch to active / public transport					
Grow the Bee Network so that more people in GM have access to quality public transport and active travel	TfGM	Extend Metrolink Trafford Park line service through the city centre	TfGM	£££	M
		Deliver Nighttime transport pilot	TfGM	££££	M
		Produce Bike Hire development and expansion plan.	TfGM	£££	M
		Deliver Bee Active Routes, Bee Network crossings and walking and wheeling improvements at junctions	TfGM, LAs	£££££	H
Improve the Bee Network	TfGM	Add passenger information displays to interchanges and bus stops and audio-visual announcements on buses.	TfGM	££££	M

		Implement multi modal fare capping, flattened fares and hopper fares.	TfGM	£££££	H
		Strategy, planning and development for the short, medium and long-term future of Metrolink. This includes new stops, lines and extensions, the next generation vehicle fleet to follow on from our M5000 trams, the tram-train Pathfinder, and examining underground metro options	TfGM	£££££	L
		Provide journey planning tools and information to encourage mode shift in order to make the most efficient use of available capacity (particularly during peak periods).	TfGM	£££	M
		Complete Metrolink city centre track renewals, tram management system server renewal, fibre optic network renewal, and customer-facing asset renewals (lifts etc.) Enhancements / upgrades at some stops	TfGM	£££££	L
		Deliver highways works that will improve bus performance.	TfGM	£££££	M
		Deliver bus stop enhancements programme to improve waiting facilities at stops	TfGM	££££	H
		Integrate Travel Safe Support and Enforcement Officers (TSEO) across Bee Network.	TfGM	££££	H
Work with GM local authorities and partners to improve local rail stations and services	TfGM	Deliver two accessible rail stations.	TfGM	£££	M
		Incorporate agreed commuter lines into the Bee Network, introduce Pay-As-You-Go capabilities along some rail routes, co-branding GM rail stations.	TfGM	££££	H
11. Objective: Support the transition to electric mobility					
Make the switch to electric vehicles (EVs)	Business/ Residents /Public bodies	Develop a fleet decarbonisation plan	GMCA, GMFRS, GMP, LAs	££	H
		Work with electricity suppliers and network operators to assess demand and capacity	TfGM	££	M

		Aim for 100% of company cars to be EVs	Business	£££££	H
Increase deployment of electric charge points (ECPs) across the region	Business	Deliver programmes for publicly accessible EV chargers, on-street charging e.g. LEVI	TfGM/LAs	£££££	H
		Install EV chargers in all company car parks	Business	£££££	M
Electrify the rail fleet	Rail industry	Invest in electrification, replacing diesel trains and removing diesel operation under electrified lines	Rail industry	£££££	H
12. Objective: Deliver policies and programmes that make sustainable transport and travel as attractive as possible					
Make our streets safe and accessible for all	TfGM/LAs	Vision Zero Strategy Published (approach to road danger reduction)	TfGM	££	L
		Vision Zero Action Plan developed. (approach to road danger reduction)	TfGM	£££££	H
		Investigate enhanced roadworks permit scheme for greater coordination and control	TfGM, LA's	££££	H
		Develop highway design through our Streets for All Strategy to ensure the integration of green and biodiverse assets into our streets	TfGM, GMCA	£££	H
GM logistics companies, businesses and other organisations to reduce the environmental impact of logistics.	Business	Advocate, support and facilitate GM logistics move to zero emissions fleets.	large orgs and retailers	££	H
		Consider consolidating deliveries/trips to reduce distance travelled and to switch to cleaner vehicles or cargo bikes for last mile deliveries or short journeys, keeping HGV's out of the district centres	Businesses	£££££	M
Businesses to enable and encourage their consumers and employees to use sustainable transport modes.	Business	Encourage cycle to work scheme take up and improve active travel facilities	Businesses	££	M
		Prioritise access and parking points for those using sustainable modes	Businesses	£	L
		Reduce business travel by using online opportunities wherever possible	Businesses	£	L
		Consider parking policies in areas well served by public transport	Businesses, Universities, LA's	££££	H

13. Objective: Support communities and business to adopt more sustainable travel habits					
Individuals to adopt more sustainable travel habits	Residents	Ensure communities are aware of the changes they can make to adopt sustainable lifestyle choices	GMCA, TfGM	££	L
Businesses to enable and encourage their consumers and employees to use sustainable transport modes.	Business	Support messaging around sustainable travel benefits on leisure journeys.	TfGM	££	L
		Promote the use of cleaner travel by employees, by subsidising the cost of or promoting public transport and active travel.	Businesses	£	L
		Reward customers/members who travel sustainably through ticket prices, perks (e.g. fast track entry) or conversely charge for parking when alternatives are available.	Businesses	££	M
Improve our understanding of the diverse needs of Greater Manchester residents, visitors and businesses are considered in the delivery of an integrated transport system to reduce transport inequality	GMCA/TfGM/LAs	Gather data and feedback from and enable diverse communities to co-design and influence the transport system.	TfGM, LAs	£££	M
		Address the barriers that may make it hard to participate	TfGM, LAs	£££	H
		Conduct research and evaluation activity and share insight from these to develop our integrated transport system	TfGM	££	M

Aim 4: Our natural environment is enhanced providing benefits for people, economy and nature.

Objectives

- Expand and enhance our best spaces for nature
- Better connect our best spaces for nature by creating and restoring habitats
- Reduce pressures on our water environment
- Increase the amount of green and blue spaces (parks, countryside, public realm etc.) that are better managed for nature
- Increase the number of green and resilient transport routes, streets & highways
- Increase the amount of green and resilient new infrastructure, regeneration and development
- Increase the amount of community-led action and better connection to nature

Targets by 2035

- Increase the amount of land designated for nature from 11% to 15%
- Bring 50% of our Local Wildlife Sites into active management
- Work towards the restoration and creation of 1,800ha of wildlife-rich land
- Increase our tree canopy cover from 16.5% to 18.5%
- Target the delivery of new wildlife-rich land and tree planting within the Nature Network
- Increase the number of residents living within 15mins of a decent green space

Note: Targets are subject to agreement of the Local Nature Recovery Strategy which is currently out for consultation.

The Challenge

Greater Manchester is facing a biodiversity emergency. Individual bird species have declined by up to 40% over the last 40 years and populations of common mammals have dropped by between 20-40% since 1995, mirroring national declines. Despite providing important refuges for wildlife, areas designated and protected for nature only cover 11% of the city-region's land area and these spaces are fragmented and not in as good a condition as they could be. This means nature is confined to smaller parts of Greater Manchester and does not have the space to recover. It also means people have fewer opportunities to connect with nature. Once published, our statutory Greater Manchester Local Nature Recovery Strategy will set out our long-term approach to halting and reversing these declines, and at the same time providing wider benefits for our residents and businesses. The Strategy will set out our ambitions for creating a Nature Network in Greater Manchester, making space for nature to recover.

Nature is also under increasing pressure. Over 80% of our waterbodies have been changed by human activities – being buried or built over and now running below our streets – and there are over 1000 barriers to fish movements along them. None of our waterbodies are in good ecological condition, despite improvements made over the past 40 years. Invasive plant species are also causing problems along the banks of our rivers, streams and canals. Nearly 800 storm overflows cause water pollution when they spill, an issue exacerbated by drainage infrastructure having to deal with the increased volumes and speed of run-off of water as our city-region's changing land use has made it more impermeable to rainfall. Unavoidable climate change will exacerbate these issues and add to these pressures. All this means that the benefits people, businesses and our communities get from the natural environment are under increasing threat.

Many Greater Manchester residents lack access to high quality green spaces and an estimated third do not live within 15 minutes of green space (a national standard for green space access). There is also a disparity in access with people who experience multiple inequalities tending to live in areas with less green space, making it harder for them to benefit from nature. Even where people live close to green space, there may be other social barriers to people using these spaces. Redressing these disparities will lead to more health and wellbeing benefits from nature in the communities that most need them.

There are opportunities to create more space for nature, and at the same time bring benefits to people and our economy. This includes the following:

- Creating more nature-rich green spaces - integrating nature into land used for amenity and recreation (including parks and green spaces, playing fields and golf courses) provides opportunities to connect more people with nature, bringing more health and wellbeing benefits.
- Greening streets - 13% of land in GM forms transport routes, like train/Metrolink lines and streets. These provide opportunities to integrate nature alongside new and existing infrastructure, and to use nature to help us adapt to climate change by slowing the flow of water through Sustainable Drainage Systems or provide shading through street trees, making them better places to walk and cycle.
- Greening gardens – 15% of land in GM is made-up of residential gardens, although half of this space is estimated to be hard standing (i.e. paved or concreted over), which as well as being bad for wildlife, leads to rainfall running more quickly into the drainage system. Making gardens (and also balconies, alleyways and window ledges) more wildlife friendly and able to store water has benefits for nature and can reduce the risk of flooding nearby.
- Integrating nature alongside food production – making space for nature alongside agriculture provides environmental benefits as well as diversifying income (e.g. through nature-friendly farming grants) for farmers.

Bringing nature into all these spaces is the scale of change required to halt and reverse the decline in biodiversity and safeguard the benefits our residents and economy get from the natural environment.

Actions Required to Deliver Objectives

14) Expand and enhance our best spaces for nature – we will work with landowners and partners to continue to protect and increase the 11% of our city-region that is designated in some way due to its value for nature to further enhance the condition of these areas through active management. These sites provide vital refuges for wildlife and are the core of Greater Manchester's Nature Network.

15) Better connect the best spaces for nature by creating and restoring habitats – these sites also need joining up to one another, through corridors or stepping stones for nature. We will work with landowners to restore and create habitats where they are most needed to provide more space for nature and build the resilience of our Nature Network.

16) Reduce pressures on the water environment – our rivers, canals and other waterbodies are being placed under increasing pressure, particularly from pollution, agricultural intensification and invasive species, all exacerbated by the increasing impacts of climate change. We will work with Utilities, Environment Agency and Environment Agency to deliver our Integrated Water Management Plan with a focus on engaging landowners, businesses and residents to reduce direct and diffuse pollution entering our waterbodies and reduce the risk of water shortage and flooding through improved water management measures.

17) Increase the amount of green and blue spaces (parks, countryside, public realm etc) that are better managed for nature – Residents with gardens and landowners will need to manage existing spaces that are managed for other reasons (e.g. for recreation) in a way that makes them more nature-friendly, whilst still allowing them to perform their primary purpose. Increasing the advice and support available to them will enable and encourage this measure.

18) Increase the number of green and resilient transport routes, streets & highways – streets provide routes to bring nature into our cities and towns and bring nature closer to people. Transport infrastructure providers will need to increase features like street trees and Sustainable Drainage Systems also help adapt our streets to the impact of climate change, particularly flooding and extreme heat.

19) Increase the amount of green and resilient new infrastructure, regeneration and development – Landowners and land managers need to integrate nature and water management into how the city region develops and grows through integration into regeneration projects and business plans. Providing homes and employment sites with well-planned, functional green and blue spaces will bring benefits for residents and the economy, as well as nature.

20) Increase the amount of community-led action and better connection to nature – supporting communities to lead and drive change in their neighborhoods will bring benefits for residents' health and wellbeing, as well as improving people's connection with the natural environment and their local green spaces. We will support local projects and encourage local volunteering initiatives that support community food growing and enhance the local natural environment.

Links to other 5YEP Aims

Nature based solutions can facilitate the carbon capture and sequestration of carbon from the air, improve air quality through removal of particulates and increase our resilience to climate change through reducing the risk of flooding and increasing shade. An improved natural environment along transport corridors and public spaces may increase their attractiveness, leading to an uptake of active travel and an uplift in the economic value of surrounding buildings.

Co-benefits (e.g. health, cost saving etc.)

A healthy natural environment underpins our ambitions for a more prosperous and fairer city-region. Greater Manchester's natural environment is estimated to already provide us with over £1bn of co-benefits each year. Those that are particularly important are the physical and mental health and wellbeing benefits to our residents of access to green and blue spaces, the role of these spaces in improving our adaptation to climate change and other benefits such as providing us with food and clean air and water. Greener neighbourhoods and town and city centres also have economic advantages, creating better places for people to live and work by integrating nature into how we grow our city-region.

Co-enablers (factors that will enable delivery e.g. finance, skills, national government)

Delivering these actions requires several co-enablers. Broadening the sources of funding into improvements to our natural environment is key, as these actions cannot be achieved with public funding alone. Action from government to support the development of nature markets is required to support this, facilitating the growth in investments in the natural environment. Delivering improvements will also require skills across a range of professions, from on the ground skills (e.g. in habitat creation and maintenance) to integrating nature into other professions (e.g. engineering) and in supporting sectors (e.g. legal, financial). Tackling inequalities in access to green space and the

physical and other barriers in doing so is crucial so that everyone can benefit, particularly in their health and wellbeing, from improvements to the natural environment.

Case Study 3 of Existing Project – Mayors Green Spaces Fund

Awarded £13,000 in Round One of the Greater Manchester Green Spaces Fund, the Ardwick Stepping Stones Project has shown the power of local communities in greening their neighbourhoods and the benefits this can bring. Ardwick is one of the most deprived areas in the country, and according to the project, has seen a loss of around 65% of its local biodiversity. Ardwick Climate Action's aims are to regenerate and rewild areas for the community, offering a series of green spaces that serve to educate and engage local people.

Ardwick Stepping Stones has established connected green spaces between the city centre and the University of Manchester, creating new and improved habits for nature and people. The project has seen residents and local groups engaged in a series of events which also highlight wider environmental concerns and raise awareness of the climate emergency.

Using support from partners involved in the Green Spaces Fund (including Sow the City and City of Trees) and the funding provided, 10 sites have benefited from improvements, with interventions including:

- Communal composting stations at each site – providing material for growing and also helping mitigate travel emissions incurred by taking waste off site.
- A tool hire shop, allowing the community to get involved in nature by eliminating a key hurdle to local participation.
- Wildflower meadows at various points in Ardwick and Brunswick.
- Bird and bat boxes in the shape of iconic Manchester buildings will be placed at all sites to encourage wildlife, further boosting local biodiversity. This will be done with advice from the Eden Project, helping ensure these sites are utilised year on year.
- Working with City of Trees and Festival Manchester to plant trees that will have a great impact on biodiversity and climate change through providing shade and habitats for all.
- Raised vegetable and fruit beds showcasing tailored, seasonal produce that can be collected once mature.
- Regenerating the St. Saviour's Church site with support from the Museum of Manchester's botany department, utilising planting that illustrates the warming of the planet, with a focus on foliage that would not have survived as little as a decade ago.
- A world record attempt for most bulbs planted and most people gathered to plant bulbs, all working to create beautiful spaces that generations will be able to enjoy.
- Digitally interactive and educational signage, including signs that illustrate what has been planted and the effects on local biodiversity.



Fig 10. Green Spaces Fund Project in Ardwick

Aim 4: Our natural environment is enhanced, providing benefits for people, economy and nature.

Key: Cost £ = £1-10k, ££ = £10-100k, £££ = £100k - £1m, ££££ = £1m-£10m, £££££ = >£10m Impact (on the Objective) H = High, M = Medium, L = Low

Direct Action	Lead	Enabling Action	Lead	Cost	Impact
14. Objective: Expand and enhance our best spaces for nature					
Increase the area of Greater Manchester that is protected and designated for nature to 15% by 2035	LAs, Natural England, Landowners	Work with landowners and partnerships to support more land being protected and designated for nature (e.g. the proposals for a new National Nature Reserve in the mosslands)	GMCA, LAs, GMEU, Natural England	££££	H
Improve the condition of land protected and designated for nature, by bringing 50% of sites into active management by 2035 and implementing management plans	LAs, Natural England, Landowners	Work with landowners and partnerships to support bringing land into active management and implement management plans	GMCA, LAs, GMEU, Natural England, NGOs	£££	M
15. Objective: Better connect the best spaces for nature by creating and restoring habitats					
Restore and create 1800ha of habitat for nature by 2035, through funding routes such as Biodiversity Net Gain and Environmental Land Management Schemes	Landowners	Publish a Local Nature Recovery Strategy to identify areas to focus habitat restoration and creation	GMCA, LAs, Natural England	££	M
		Work with environmental NGOs and landowners to bring forward land for habitat creation, including to overcome funding barriers	GMCA, LAs, NGOs	££	M
		Work with districts to ensure the Local Nature Recovery Strategy is reflected in all relevant Plans, Policies and decision making tools.	GMCA, LAs	£	H
		Support the increased uptake of Environmental Land Management Schemes	GMCA, LAs, NGOs, NE	£	M
		Support the growth of a local market for Biodiversity Net Gain and explore further market	GMCA, LAs	££	M

		development, focussing on carbon and water markets.			
16. Objective: Reduce pressures on our water environment					
Encourage public and private organisations to assess, report and reduce direct and indirect impacts on nature.	Business, GMCA	Promote the uptake of UK Sustainability Disclosure Standards, once published, and ensure they promote nature related disclosure	GMCA, National govt	£	L
		Work with United Utilities and key stakeholders to support water saving messaging to residents and business	UU, GMCA, LAs	££	M
Reduce the impact of wastewater on watercourses by meeting storm overflow reduction targets for 35% of high priority sites.	United Utilities	Work with United Utilities to deliver this, particularly in supporting the £250m of investment in rainwater management through United Utilities' Advanced WINEP.	GMCA, LAs, EA, Landowners	£££££	H
Through the Integrated Water Management Plan, deliver improvements in the sustainable management of water	GMCA, EA, United Utilities	Deliver an annual programme of initiatives to develop more integrated approaches to managing water sustainably across the city-region	GMCA, EA, United Utilities	££	M
17. Objective: Increase the amount of green and blue spaces (parks, verges, gardens etc.) that are better managed for nature					
Residents should use their outdoor space (garden, yard or balcony) in a way that benefits nature and increases resilience.	Residents	Engage with horticulture bodies to promote more sustainable ways of gardening	GMCA	££	M
		Engage with and provide advice to residents about how to make their gardens more friendly for wildlife, use less water and manage water in their gardens learning from the Unpave the Way initiative.	NGOs, businesses, United Utilities	££	M
		Implement a voluntary phase out of peat compost in absence/advance of any national ban	Garden centres	£	L
		Implement a voluntary phase out of the sale of and use of astro-turf in domestic gardens and promote permeable alternatives	Garden centres	£	L

Manage shared gardens and spaces in a way that's nature-friendly, uses less water and manages water sustainably.	Social Landlords, Buildings Managers	Continue to engage with and provide advice and guidance to social and private landlords about how to make their gardens more friendly for wildlife, use less water and manage water in their gardens	NGOs	£	M
Manage areas of parks and green spaces for nature for example through wildflower meadows, tree planting and woodland management and ponds	LAs	Support local authorities with funding and capacity to assess tree planting opportunities and bring sites forward	GMCA/City of Trees	££	M
Manage areas outside of parks and existing green space to ensure benefits for wildlife	LAs	Review and update Planning Policy guidance to ensure new developments maximise the biodiversity and resilience benefits	GMCA, National govt	££	H
18. Objective: Increase the number of green and resilient transport routes, streets and highways					
Manage areas alongside transport routes for nature, for example through wildflower areas on verges and tree planting	LAs, Network Rail, National Highways	Support local authorities with funding and capacity to assess planting opportunities and bring sites forward	GMCA, City of Trees	££	M
Implement green and blue infrastructure in all transport schemes	TfGM, LAs	Support the use of the SuDS Design Guide, part of Streets for All, including through training and sharing best practice	GMCA, TfGM	£	M
19. Objective: Increase the amount of green and resilient new infrastructure, regeneration and development					
Further integrate nature into the way land is used and managed, using grants and other sources of funding and investment to do so	Landowners, land managers, Business	Integrate greening into regeneration projects, to bring nature into town centres	LAs	£	M
		Work with businesses to encourage and incentivise the creation and enhancement of nature-based solutions on and around their buildings and into their business plans	United utilities, LA, EA, Business	£	M
		Work with businesses to embed nature-based solutions into business plans	GMCA, Growth Company	£	L
		Consider setting a mandatory level of green cover through new development via setting an Urban Greening Factor	GMCA, LAs	££	M

20. Objective: Increase the amount of community-led action and better connection to nature					
Support projects in the local area (e.g. funding or corporate volunteering initiatives) that create or enhance green spaces and access to them	Business	Provide opportunities for local businesses to donate and participate in projects that enhance the natural environment, and link to business objectives (e.g. social value)	NGOs	££	L
Encourage local volunteering initiatives that improve the local natural environment	Residents	Provide funding to community groups to create or improve green spaces, including through funding 100 Green Spaces Fund projects	GMCA, LAs	££	L
Grow the number of referrals to and uptake of green social prescribing activities	GPs, GM ICP, NGOs	Support the GM extension to the national GSP programme, particularly in addressing gaps and barriers to the mainstreaming of GSP in GM.	GMCA, LAs, ICP, NGOs	££	L
Support community food growing initiatives to increase local food production	LAs, NGOs	Work with local communities to remove the barriers to food growing initiatives	LAs	££	L

Aim 5: Our city region transitions to a circular economy and our waste is reduced, reused, recycled or recovered.

Objectives

- Increase the rate of the transition to a circular economy through an industry approach primarily focusing on construction, plastics and textiles industries
- Deliver policies and programmes to make carbon reduction actions and sustainable lifestyles attractive
- Reduce the amount of waste in every waste stream by reducing consumption and increasing reuse, repair and redistribution
- Develop and implement the GM Waste and Resources Strategy

Targets

- Launch new Circular Economy business platform in 2025
 - Year on year increase of number of companies using the platform
 - Year on year increase on CO₂ savings
- 5% Increase of number of companies on the Refill waste app
- Increase number of schools/community groups engaged in sustainable lifestyle programmes (baseline 2024: 10 schools) (performance indicators for each programme will be published on SCP page on [Green Cities Website](#))
- Development of the GM Waste Strategy – targets will be published within the Strategy and will be subject to ongoing review to take account of the effects of implementation of the various elements of the National Resources and Waste Strategy (e.g. Extended Producer Responsibility (EPR) and the Deposit Return Scheme (DRS)) and increases in population and housing growth. Targets may include the following with others to be added once all elements of the National Resources and Waste Strategy have been published and assessed:
 - % household recycling rate – baseline 50% 2024
 - Capture rate kg/hh/yr of the core recyclable materials specified in the Simpler Recycling Regime
 - Number of items sent for re-use

The Challenge

The current economic model is heavily based on the continued extraction and consumption of natural resources. This linear economy requires the extraction, transportation, processing and consumption of energy and natural resources, often for only brief periods of use, before being discarded. This results in considerable environmental damage and is a contributing factor to the climate and biodiversity emergencies. Globally, we are currently extracting 3 times the number of natural resources than we did 30 years ago, and this figure is expected to more than double by 2060. To address this, we need to both change the way that goods and services are produced and enable consumers to have more sustainable purchase options.

Research shows that 80% of the damage done to our environment by excessive amounts of waste could be avoided if more sustainable decisions were made at the design and production stage of products. We need to enable and adopt new business models that minimise the use of finite materials, use recycled resources, and ensure that products are durable, repairable and can be easily recycled. Our industry needs to innovate by designing new products which are lighter, made from recycled materials, and designed for easy repair and disassembly. We need to move from the sale of

products to the provision of a function or service e.g. how music has moved from CD ownership to streaming, or new car ownership to leasing.

Over the duration of the plan, our focus will be on production and consumption in four key sectors: Construction, Food, Plastics (including Packaging) and Textiles to explore circular economy business models and carbon reduction pathways. To further understand the full potential, we need a comprehensive analyses of material flows, greenhouse gas emissions (including embedded carbon) and levers for climate action within Greater Manchester.

Construction: embedded carbon within construction currently accounts for around 11% of greenhouse gas emissions, however with the projected increase of construction initiatives over the coming decades, it is believed that embodied and operational carbon emissions will be equal by 2050. To prevent this potential increase, we need to reuse buildings where possible, reuse material, use low carbon concrete mixes, and use carbon-intensive materials. Working with academia and industry to research and pilot new low carbon, circular economy initiatives.

Plastics & Packaging: Globally the use of plastics has quadrupled in the last 30 years, with 31% being found in packaging. Whilst there are sustainable solutions for plastic bottles and market for plastic pots, tubs and trays and flexible plastics is less developed, therefore innovation will not only be critical to developing sustainable solutions to increase the use of more recyclable plastics with product design, but also on developing advanced sorting solutions to be able to recognise and separate plastics products reach their end of life. Additionally, and following on from the Single Use Plastic Pact, work will continue to reduce and, where possible, eradicate single use plastics within GM.

Textiles: Within the UK the textile sorting sector manages approximately 469,000 tonnes of end-of life textiles, the majority of which (421,000 tonnes) are exported for reuse/recycling and only 34,000 tonnes is kept within the UK. Additionally, there is over 750,000 tonnes of textiles in household waste which is disposed of through waste disposal contracts. The need to create a circular economy within this sector will not only provide resilience with the textile waste market but will also create jobs, skills and growth opportunities within the UK.

Food: In 2021, the Greater Manchester Good Food Vision was produced which sets out the ambition for a sustainable food system which is based on the following general principles that food should be ecologically responsible, fair and accessible, local (where possible), healthy and no waste is produced. Recent research into the GM's foodprint of food waste within the system shows that we have over 388,000 tonnes, which equates to 1,327,000tCO₂e, of which 113,000 tonnes occurs within the supply chain. With the increase of families living in food insecurity, its vital that we explore all opportunities to access edible food which can go for redistribution to food banks within the conurbation.

To tackle these issues at scale we need our waste regulatory system to expand to include producer responsibility across a wider range of products. This will enable consumers to access more sustainable purchasing options, provide the drivers and financial resources needed to create a supportive infrastructure, maximises the value of recyclates and ensures reusability. A simple and consistent waste management collection system in Greater Manchester is essential, whether for businesses or households, but this can only be achieved if the Government requires uniform requirements on both.

Actions Required to Deliver Objectives

21) Increase the rate of transition to a circular economy through an industry approach primarily focusing on construction, food, plastics (including packaging) and textiles - By moving to circular economy business models, we can reduce use of raw materials through the increasing of recycled materials in products. Our public sector and businesses need to adopt the circular/waste hierarchy procurement principles, and our manufacturing businesses need to review processes to reduce raw material consumption, reduce the environmental impact of their products and seek, through innovation, new processes and business opportunities to grow a zero-waste economy.

22) Deliver policies and programmes to make carbon reduction actions and sustainable lifestyles attractive - Our residents need to actively align their purchasing habits with sustainability principles and be willing to consider moving from buying new products to repairing and purchasing used items and prioritising quality over quantity. Effective communication and engagement are required to encourage residents to move towards sustainable lifestyles, providing people with information to make informed choices which not only benefit the environment but also provide additional benefits to their lives such as health, well-being and financial savings. By utilising behaviour insights to target programmes, policy initiatives and training to raise awareness we will enable residents to reduce their carbon footprints and enhance the environment.

23) Reduce the amount of waste in every waste stream by reducing consumption and increasing reuse, repair and redistribution - To transition to a circular economy we need to support and adopt new business models through procurement mechanisms and strategies, that consider the full life cycle of products and consider new service models which encourage reuse and repair of goods to protect natural resources. Businesses need to consider offering consumers sustainable alternatives to purchasing, supporting package reduction through 'refillable' products and taking a full lifecycle approach particularly within the food system to maximise redistribution and minimise waste.

24) Develop and implement the Greater Manchester Resource and Waste Strategy – We need to make it easier for residents and business to recycle and improve the quality and quantity of recyclable materials in our waste stream. Upon clarity of implementation of England's Resource and Waste Strategy and the publication of the new Government Circular Economy Strategy a Greater Manchester Waste Strategy will be developed to maximise resources through our waste disposal infrastructure.

Links to other 5YEP Aims

Valuing resources and reducing consumption supports all aspects of the 5YEP; by taking a sector approach to move businesses to circular economy business models, businesses will reduce carbon emissions. Additionally, residents taking more sustainable actions by reducing consumption and adopting more sustainable lifestyles, such as switching to active travel rather than using/owning a car, reducing food waste and home/community growing of food can contribute to increasing our resilience to climate change and reduce our carbon emissions.

Co-benefits (e.g. health, cost saving etc.)

Moving to more sustainable practices within the home and workplace can improve both health and financial well-being. Reducing waste, particularly food and energy waste, can save an average of £730 and £1300 per family per year respectively. Reducing utility bills can have positive health benefits including on nutrition e.g. how well a family can afford to eat and mental well-being through less stress over the financial burdens of household bills and expenses. The economic benefits include developing new business opportunities in repairing, upcycling and renting products. Moving

to circular economy business practices can also reduce production costs as waste is minimised. In addition, continued dependency on sourcing goods and materials through complex multinational supply chains creates risk to security of supply for our businesses and our economy.

Co-enablers (factors that will enable delivery e.g. finance, skills, national government)

Transitioning to a circular economy will require sufficient funding to support the planning, implementation and maintenance of waste collection systems and infrastructure to maximise recovery, reuse, repair and recycling. Local capacity building and skills development in the green sector will also be needed to meet the changing needs and demands and support innovation. Government policy and regulatory support will be required to encourage the adoption of new practices, increase the sustainability of products throughout their lifecycle and encourage the innovation and adoption of new technologies and practices to increase waste minimisation.

Case Study 4: Renew Hub in Greater Manchester – A GMCA and Suez Partnership

The Renew Hub in Greater Manchester is a testament to the power of collaboration and innovation in sustainable waste management. This pioneering initiative is a partnership between the Greater Manchester Combined Authority (GMCA) and Suez and aims to change how we think about and manage our waste.

Located in Greater Manchester, the Renew Hub tackles the pressing issue of waste by promoting the principles of the circular economy. The facility focuses on the recovery, refurbishment, and resale of items that would otherwise go to waste. By doing so, it not only reduces waste but also generates economic and social benefits for the community.

The hub focuses on reusing items that people would normally throw away. It collects them, cleans them up, and fixes them if needed. Items like furniture, electrical appliances, bicycles, and other household goods are given a new lease of life. These refurbished items are then sold at affordable prices in Renew shops, making them accessible to everyone and supporting the local economy.

The environmental benefits are significant. By keeping items in use for longer, the hub helps reduce greenhouse gas emissions and saves valuable resources. This supports Greater Manchester's goal of becoming a zero-waste city-region by 2038. The hub also educates the public about the importance of reusing and recycling, helping people understand how they can contribute to a more sustainable future.



Fig 11. Up-cycling of bicycles at RENEW

Socially, the Renew Hub creates jobs and supports the local community. It employs a diverse group of people, including individuals who may face barriers to employment. Through training and skills programmes, employees gain valuable experience and contribute to the hub's success. The hub also works with local charities and community groups, donating items and supporting various social initiatives.

The partnership between GMCA and Suez has been key to the hub's success. By combining GMCA's strategic vision and Suez's expertise in waste management, the Renew Hub has achieved impressive results. It serves as a model for other regions, showing how public-private partnerships can create innovative and sustainable solutions to environmental challenges.

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Aim 5: Our city region transitions to a circular economy and our waste is reduced, reused, recycled or recovered.

Key: Cost £ = £1-10k, ££ = £10-100k, £££ = £100k - £1m, ££££ = £1m-£10m, £££££ = >£10m Impact (on the Objective) H = High, M = Medium, L = Low

Direct Action	Lead	Enabling Action	Lead	Cost	Impact
21. Objective: Increase the rate of transition to a Circular Economy through an industry approach focusing primarily on Construction, Food, Plastics and Textiles industries					
Reduce the weight of raw materials used in production, through lightweighting and the use of innovative materials	Manufacturing	Support innovation for sustainable alternatives and business model change on circular economy and resource efficiency	Academia, Businesses	£££	L
Encourage businesses to adopt waste hierarchy, focusing on high impact	GMCA	Identify and promote local exemplars of companies who are already doing this	GMCA, Business Board	££	L
Incorporate environmental considerations into procurement strategies	Business, Public Sector	Provide support to business on how to use procurement to drive forward their environmental agendas.	GMCA, LAs, NHS, Business Board	££	L
		Investigate how small business can access municipal waste recycling infrastructure	GMCA	££	M
Reduce the use of single use items where appropriate	Business	Lobby Government to include more single use materials covered by the Extended Produce Responsibility regulations	National Government	£	H
Increase the consumption of recycled materials	LAs	Provide guidance, support and an evidence base for the inclusion of circular economy planning principles, with an aim to include in Local Plans and procurement	GMCA, LAs	££	H
		Consider incorporating minimum levels of recycled content (up to 100%) and report reuse of materials in tender specifications and reward higher level content in the scoring system.	GMCA, LAs	££	H
Reduce embedded carbon within the built environment	Construction Industry	Consider incorporating whole lifecycle carbon assessments and carbon reduction reporting on residential and non-residents construction projects	GMCA, LAs	£	M
Use public sector procurement to incentivise business to	GMCA, LAs, NHS	Explore a GMCA-led approach to introducing a mandate for including carbon assessment in public procurement for major schemes over £1m in value from 2025 onwards, based on LA	GMCA, LAs	£	L

reduce carbon emissions and wider environmental impacts		backing, with clear guidance over exactly what to ask for in such an assessment.			
Promote and encourage the transition to circular business models	GMCA, LAs, Business Board	Provide businesses with support and incentives to transition to a circular economy business model	GMCA, LAs, Business Board	££	M
22. Objective: Deliver policies and programmes to make carbon reduction actions and sustainable lifestyles attractive					
Help residents understand how they cause carbon emissions and what they can do to reduce them	Public Business, National Govt.	Lobby Government to implement Carbon emission labelling	GMCA, LAs	£	L
		Support the uptake of carbon literacy, climate change and sustainable lifestyles training by public and private organisations	GMCA, LAs	££	L
		Use behavioural insights to create effective engagement strategies which increase positive environmental behaviours	GMCA	££	L
Encourage the formation and growth of a less linear buy-use-throw away-buy again economy	Residents,	Encourage residents to support community/grassroot circular economy projects such as repair cafes and reuse shops within communities.	GMCA, LAs	££	M
23. Objective: Reduce the amount of waste in every waste stream through reducing consumption and increasing reuse, repair and redistribution					
Reduce the amount of waste created by offering alternatives to purchasing products such as hire/lease	Business	Provide guidance and support on 'Library of Things' offer to assist community-led delivery of such schemes e.g. tool hire.	GMCA, LAs	££	M
		Create business platform to enable distribution of no longer needed items.	GMCA, LAs	£	L
Support the uptake and use of "refillable" to reduce packaging and other single use waste	Business	Work with retailers and hospitality venues to encourage the use of innovative reusable solutions	GMCA, Marketing Manchester	££	M
		Continue to support residents through education awareness programmes and communication campaigns	GMCA, LAs	££	M
Reduce food waste throughout the value chain	GMCA, LAs, Business	Develop and implement a food waste action plan	GMCA	££	M
		Implement actions arising from the food waste action plan	Businesses	£££	M
		Promote redistribution of surplus food to ensure no food is wasted	Retail sector GMCA, LAs	££	L

		Optimise production processes to minimise food waste in hospitality and enact food distribution channels.	Hospitality sector	£££	L
		Reduce the amount of food wasted in the home through discouraging multi-buy deals	Retail sector	£	M
Make it easier for businesses to recycle	Business	Work with businesses to ensure they have waste collections services for all recyclable materials	Business Board, LAs	££	M
Reduce the climate impact of Greater Manchester's waste and support aviation decarbonisation by consigning non-recyclable biogenic waste to be used as feedstock for sustainable aviation fuel where technically and economically viable.	National Government, Manchester Airport supported by GMCA	Work with regional and national partners to support SAF production in the north west.	GMCA, National Government, Manchester Airport	££	L
		Launch an incentive to encourage airlines to use more than mandated levels of SAF at Manchester Airport.	Manchester Airport	£££	L
Improve the efficiency of waste collection system and infrastructure of municipal, commercial and industrial waste.	Business, Waste Industry	Review waste infrastructure for reduce direct carbon emissions and from direct and indirect fossil fuel displacement	GMCA	££	L
		Promote services and support businesses	GMCA, LAs	£££	M
		Instigate a programme of pilot resource management projects to improve the quality and rate of recycling with willing LAs and roll out more widely when feasible	GMCA, LAs	£££	M
		Continue to support residents through education awareness programmes and communication campaigns	GMCA, LAs	££	M
24. Objective: Develop and implement the Greater Manchester Resource and Waste Strategy					
Improve the quality, consistency and amount of recycled materials	GMCA, LAs	Instigate a programme of pilot resource management projects to improve the quality and rate of recycles with willing Local Authorities and roll out more widely when feasible	GMCA	?	?
		Continue to support residents through education awareness programmes and communication campaigns	GMCA, LAs	££	L
		Harmonise bin infrastructure across the UK to support more consistent household messaging and behaviours	National govt.	££££	H

		Collaborate with Collection authorities on the range of waste streams collected	GMCA, LAs	£££	H
Make it easier for residents to recycle	LAs	Change planning policy to mandate sufficient storage room for communal recycling facilities in new build apartment blocks	GMCA, LAs	££	H
Maximise resources through waste disposal infrastructure	GMCA	Explore feasibility of optimising existing infrastructure or commission new facilities to maximise capture of recyclable materials	GMCA, LAs	££££	M

Aim 6: Our city-region is better adapted and more resilient to the increasing impacts of climate change.

Objectives

- The priority risks arising from climate change are managed and reduced
- The adaptive capacity and resilience of our communities and organisations is increased, with a focus on the most vulnerable.
- Publish and begin the delivery of a Climate Adaptation Strategy.

The Challenge

Greater Manchester is already experiencing the impacts of climate change, and the likelihood of extreme weather events will continue to increase. The consequences of these events will be felt across all aspects of society, damaging infrastructure and the natural environment, and impacting the health and wellbeing of residents, particularly those already experiencing multiple inequalities. Its impacts beyond our city-region will also affect us – for example, disruption to food supply chains. There needs to be improved preparedness for the range of potential impacts of climate change, with Greater Manchester becoming a resilient and well-adapted city-region.

The climate in Greater Manchester has already changed; 5 of the warmest years on record have occurred since 2006,⁹ and the most recent decade (2012 to 2021) was on average 1.0°C warmer than the 1961 to 1990 average.¹⁰ Seasonal rainfall has also changed significantly, with decreasing summer rainfall and increasing winter rainfall.¹¹ These changes are already having an impact in Greater Manchester: the flooding and extreme heat events experienced over recent years, such as the 2015 Boxing Day floods, and the July 2022 extreme heatwave, have been made more likely because of climate change.¹² These events are projected to become more frequent and intense over the coming decades.

Climate projections¹³ show that, for Greater Manchester, we can expect to see:

- Warmer, wetter autumns and winters
- Hotter and drier summers
- More frequent and intense extreme weather events, including extreme rainfall and extreme heat events
- More severe drought events
- Impact on our supply chains as a result of global climate change.

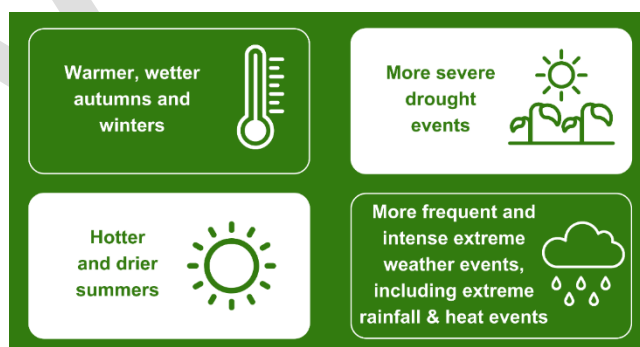


Fig 12: Predicted climate impacts

Further evidence on the above is set out in the [Greater Manchester Climate Change Risk Assessment](#).

⁹ Climate Stripes, National Centre for Atmospheric Science, University of Reading, [link](#)

¹⁰ UK Government Department for Energy Security and Net Zero (2023) Climate Change Explained, [link](#)

¹¹ Jenkins, G.J., Perry, M.C., and Prior, M.J. (2008). The climate of the United Kingdom and recent trends. Met Office Hadley Centre, Exeter, UK, [link](#)

¹² Friederike E L Otto et al 2018 Environ. Res. Lett. 13 024006, [link](#); Met Office (2020) Chances of 40°C days in the UK increasing, [link](#); Met Office (2022) UK and Global extreme events – Heatwaves, [link](#)

¹³ Met Office UK Climate Projections data, [link](#)

Actions Required to Deliver Objectives

25) The priority risks arising from climate change are managed and reduced – given the impacts climate change is already having on our city-region, and will continue to have in the future, action is needed by our public and private sector, particularly infrastructure owners and developers, to manage and reduce climate risks, particularly where the city-region is most vulnerable to them e.g. flooding. Providing advice and guidance, including through the planning process, will support this.

26) The adaptive capacity and resilience of our communities and organisations is increased, with a focus on the most vulnerable – in order to reduce the risks where we are most vulnerable, we need our public sector, businesses and VCSE groups to increase the capacity of our communities and organisations to adapt and become more resilient to the impacts of climate change, helping us to better cope with a more extreme and variable climate through risk assessments, awareness raising campaigns and provision of cool spaces.

27) Publish and begin delivery of a Climate Adaptation Strategy – Longer term actions to deliver system-level adaptation and resilience to climate change will take longer than the duration of this Plan to deliver, but actions need to be taken today to help achieve this in the future. The publication of a [Greater Manchester Climate Change Risk Assessment](#) in 2024, which will be used to underpin the development of a Climate Adaptation Strategy and Implementation Plan for Greater Manchester, will support strategies and planning at a local authority and organisation level to deliver adaptation action.

Links to other 5YEP Aims

Progress in other areas of the plan, particularly natural environment, can form an important part of climate mitigation *and* adaptation i.e. Sustainable Drainage Systems (SuDS) reducing flooding impact, and tree cover and green and blue space reducing localised air temperatures during heat waves.

Co-benefits (e.g. health, cost saving etc.)

There is a strong body of evidence to suggest that there are potentially high economic benefits from further adaptation for many climate-related risks and opportunities, with many early adaptation investments delivering high value for money. This includes investments in heatwave alerts and plans, surveillance and monitoring for pests and diseases, early warning systems, climate smart agriculture, climate resilient infrastructure, and upland peatland restoration (See Fig 13).¹⁴

Importantly, there are often significant co-benefits from adaptation actions, such as through reducing risks to health from over-heating, or reducing the significant impacts (both physical and mental) experienced by communities during and after a flood event.

¹⁴ Watkiss P, Cimato F and Hunt A (2021) Monetary Valuation of Risks and Opportunities in CCRA3. UK Climate Risk

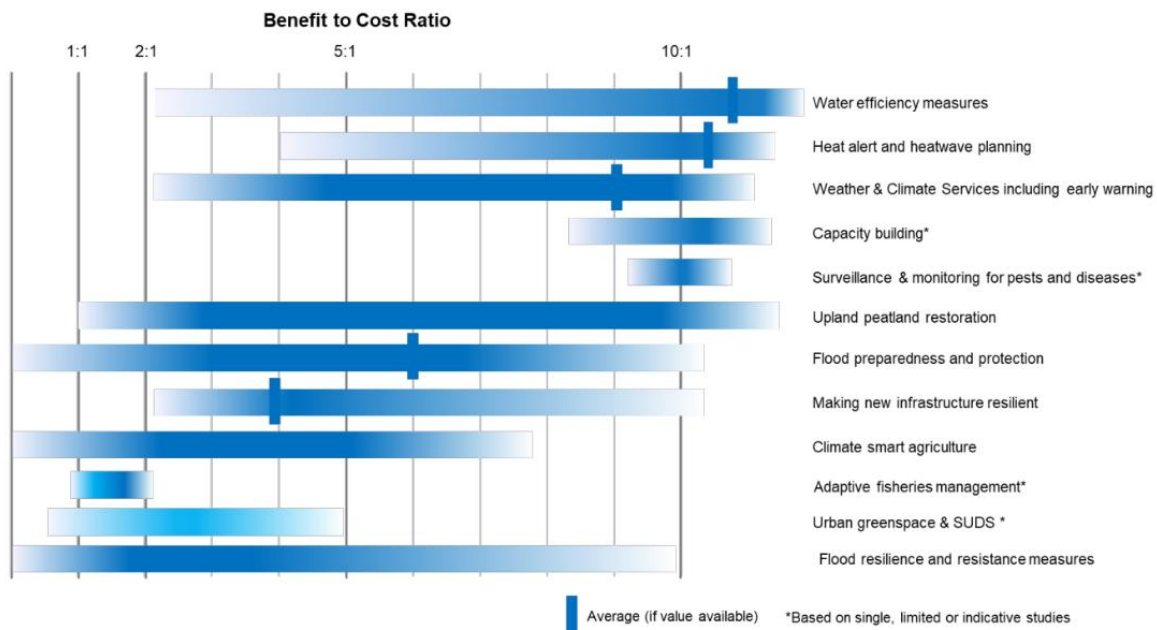


Figure 13. Benefit to Cost ratios for Adaptation for selected measures.

Co-enablers (factors that will enable delivery e.g. finance, skills, national government)

Financing adaptation is a challenge. Broadening the sources of funding is key, as these actions cannot be achieved with public funding alone. Action from business and government to support the development of adaptation measures is required to support this, facilitating the growth in investments in nature based and mechanical solutions. Delivering improvements will also require skills development across a range of professions, from on the ground skills (e.g. in SuDs creation and maintenance) to integrating adaptation into other professions (e.g. engineering) and in supporting sectors (e.g. legal, financial).

Case Study 4 of Existing Project – Sustainable Drainage Systems to support climate adaptation and resilience

[Natural Course](#) was a significant project that aimed to understand and overcome the barriers to achieving “good ecological status” under the EU Water Framework Directive across the North West River Basin District. It brought together Greater Manchester Combined Authority, Salford City Council, Environment Agency, Natural England, United Utilities, and the charitable network of River Trusts across North West England, to work on over 50 actions in more than 100 waterbodies. One such project made use of nature based solutions (actions that help both people and nature by protecting, managing, and restoring natural and modified ecosystems) to deliver multiple benefits and help reduce impacts from flooding in [Dales Brow, Salford](#).

This project utilised an informal green space which was vulnerable to flooding and transformed the area with the installation of two swales (a sunken, marshy ditch), the creation of a new 64sqm wetland area and a 40m long beech hedge as well as planting of a wildflower meadow, wetland plants, and 15 new trees.



Figure 14 - Main swale and check dam flow control feature

The system is designed to intercept rainwater that runs off the Dales Brow and Folly Lane Road surfaces, diverting it away from highways drainage and combined sewers into the swales. In heavy rainfall events the rainwater travels along the swales and into a temporary wetland area, providing emergency storage. Water moving

around the swale system is slowed by a series of check-dams, cleaned by biofiltration, before being allowed to return to the Deans Brook via a pipe connection.

The swales and the wetland area now contain a variety of different vegetation types able to cope with wet conditions. Microbes in the soil and vegetation will trap and help to break down pollutants into harmless compounds.

The project has been designed to deliver a number of benefits. It not only helps to reduce surface water flooding at a local level, but it also eases pressure on the drainage infrastructure - as well as providing costs savings with respect to water treatment and reduces the likelihood of pollution incidents in watercourses from overflowing sewers.

Alongside these nature-based interventions, other measures include a new footpath, tree planting, and the creation of low maintenance 'biodiverse' planting areas which greatly enhance the site for the benefit of both residents and wildlife.

Aim 6: Our city-region is better **adapted** and more **resilient** to the increasing impacts of climate change

Key: Cost £ = £1-10k, ££ = £10-100k, £££ = £100k - £1m, ££££ = £1m-£10m, £££££ = >£10m Impact (on the Objective) H = High, M = Medium, L = Low

Direct Action	Lead	Enabling Action	Lead	Cost	Impact
25. Objective: Priority risks arising from climate change are managed and reduced					
Over-heating risks in residential buildings (new and existing properties) are reduced through the development of spatial planning policy and retrofit guidance	LAs, GMCA	Explore and assess potential to implement The Cooling Hierarchy planning approach for new major developments (as in The London Plan)	GMCA	£££	M
		Ensure effective coordination between decarbonisation and adaptation activities for homes to better understand any potential for over-heating risks, for example from district heat networks	GMCA Environment	££	M
Flood risks in buildings are reduced through the development of spatial planning policy and delivery of flood risk programmes	EA, GMCA, LAs	Nature based Solutions, natural flood management schemes, flood management schemes, and planning policy are used to help reduce flood risks for residential properties	EA, GMCA, LAs	£££££	H
Over-heating risks and flood risks in hospitals and social care settings are reduced	NHS GM, LAs, GMCA	Engage with hospitals, social care, care homes and other residential settings to raise awareness of the UK Gov Heat-Health Alert action card guidance and increase the uptake of recommended actions	GMCA	£	H
		Health and Social Care services encouraged and supported to develop organisational Climate Change Risk Assessments and action plans, using the GM Climate Change Risk Assessment as a starting point	NHS GM, GM NHS Trusts, LAs, GMCA	££	M
Increase in the number of installations of passive cooling measures in public sector and commercial buildings	GMCA, LAs, Business	Incentivise or encourage the implementation of green roofs on publicly owned buildings and commercial buildings	GMCA, LAs, Businesses	£££	L
		Include green roof installation as a package of measures, especially alongside rooftop solar panel installation	GMCA, LAs, Businesses	£££	L
Develop a systematic city-region assessment of interdependency and cascading risk, and a framework to	GMCA, Infrastructure providers	Explore developing an integrated cascading risk management plan for the city-regions' critical	GMCA, Infrastructure providers	£££	H

improve infrastructure resilience at the city-region scale		infrastructure, including assets for the GM 2040 Infrastructure Plan			
		Interdependent and cascading risks are considered in climate change risk assessments and action plans for infrastructure providers	GMCA, GMRU, Infrastructure providers	££	M
		Assess and explore potential for new infrastructure developments, and for the renewal/upgrade of existing infrastructure assets, to use common formalised standards of climate resilience	GMCA, Infrastructure providers	££££	H
		Increase the evidence base on the risk and vulnerability of digital assets, recognising that digital infrastructure underpins the operation of most other forms of infrastructure, and therefore there is high potential for significant cascading impacts	Academia, Digital providers	££	H
		ICT infrastructure owners including data centres, base stations and network connections, to develop comprehensive climate change risk assessments and climate adaptation plans	Digital providers	££	H
		Better understand the risks to the energy sector from extreme weather events, including the risks of passing specific thresholds that affect energy supply.	ENWL, Energy providers	££	H
Support businesses to understand their potential risks from climate-related disruption to supply-chains, distribution networks, and business premises	Business, Green Economy, LAs, GMCA	Supply-chain risks are identified and managed	GMCA, Green Economy	£££	H
		Consider commissioning research to support business scenario planning for extreme weather events	GMCA	££	H
		Incorporate climate risks into risk registers and management programmes, and include supply chain partners in risk assessment, planning, and communication	GMCA, Green Economy	££	M
		Improve adequate insurance coverage for flood risks, particularly for SMEs	Green Economy	£££	M

		Raise awareness of low and medium-cost measures and other practical advice (uptake of flood protection insurance, raising awareness of flood warnings, etc.) to increase resilience of businesses to flood events	EA, LAs	££	H
26. Objective: The adaptive capacity and resilience of our communities and organisations is increased, with a focus on the most vulnerable					
Increase uptake of Property Flood Insurance and installation of Property Flood Resilience measures	LAs, GMCA, EA	Support the delivery of messages and communications aimed at residents to better understand their personal need for flood insurance, and the importance of adequate buildings insurance for households in flood zones, to increase its uptake.	LAs, GMCA, GMRU, EA	££	M
		Support the delivery of messages and communications on the availability of Property Flood Resilience measures and how to access these.	LAs, GMCA, GMRU, EA	££	H
Support residents to prepare for and respond to extreme heat events	LAs, GMCA	Awareness campaigns aimed at residents to better understand effective actions to take to reduce risks from over-heating in their homes, including vulnerable populations	LAs, GMCA	££	M
		Continue to work with Voluntary and Community Sector Groups to raise awareness on how they can support communities during extreme heat events, and include the Voluntary and Community Sector's response to events in local authority plans	GMRU, LAs, VCSE sector	££	M
Information and guidance produced for businesses and employees on risks around over-heating at work during extreme heat periods	GMCA, LAs and Business	Explore the potential of using the Good Employment Charter as a tool to support this	GMCA, LAs	£	L
Increase in number of businesses and organisations that offer Cool Spaces in time of extreme heat, in a similar way to the offer of warm spaces in extreme cold events.	LAs and Business	Work closely with key partners including GM Resilience Unit, GM Ageing Hub and GM Business Board to encourage roll-out of Cool Spaces during heat periods across GM, building on the pilot project between GM Resilience Unit and Manchester City Council	GMCA, GMRU	£	M

		Explore the potential of using the Good Employment Charter as a tool to support this	GMCA, LAs	£	L
27. Objective: Publish and begin the delivery of a Climate Adaptation Strategy					
Develop a Greater Manchester Climate Adaptation Strategy and Implementation Plan	GMCA	Work closely with key stakeholders to help embed climate adaptation and resilience across organisations	GMCA	££	M
GM-level, strategic governance structures are put in place for climate adaptation and resilience	GMCA	Explore the convening of an Extreme Heat and Cold Strategic Group to better understand how to address extreme temperature risks strategically throughout GM.	GMCA, LAs, NHS, GMRU	£	M
		Raise awareness of guidance on the use of Nature based Solutions to reduce flood risk and increase resilience to drought, relating to the Integrated Water Management Plan	GMCA	££	M
Better developed evidence base for climate adaptation	GMCA	Explore the use of analysis tools that help better quantify the range of co-benefits delivered through climate adaptation and sustainability interventions, to support their business case.	GMCA	£	L
		Explore and assess options for measuring and monitoring the urban heat island effect in GM	GMCA	££	M
Relevant climate risks identified in the GM or LA CCRA are embedded within local government	LAs	Local Authorities are encouraged to develop district-level Climate Change Risk Assessments and action plans.	GMCA	££	M
		GMCA Directorates are encouraged to embed relevant climate risks into their risk registers and business plans	GMCA	£	M
Vulnerable populations exposed to high risk of extreme heat and flood risk are identified and prioritised in terms of investment in adaptation and resilience measures.	GMCA	Using existing tools that map social vulnerability and exposure to climate hazards (i.e. the Climate Just Mapping Tool), identify priority areas for intervention	GMCA	££	M

Aim 7: Our air quality enhances the health, well-being and quality of life our residents.

Objectives

- Reduce emissions that contribute to poor air quality
- Support communities and business to encourage the adoption of behaviours that contribute to improving Air Quality

Targets:

- 22% reduction in PM2.5 exposure by January 2028 compared to 2018 (measured using Defra's Criteria).
- zero exceedances of the NO₂ of the legal limit by 2026 (measured using CAP criteria).
- % of monitoring sites that meet WHO interim Target 2 (30ug/m³), Target 3 (20ug/m³) and the Guideline value (10ug/m³) Annual Mean for NO₂.

The Challenge

Poor air quality is the largest environmental risk to the public's health¹⁵. Taking action to improve air quality is crucial to improve the health of the general population. Whilst air quality has been generally improving over time, particular pollutants remain a serious concern in many urban areas, including across Greater Manchester. There are areas in our city region where the NO₂ levels exceed the legal limit, especially near busy roads and although Greater Manchester is currently meeting legal targets for PM2.5 there is concerted efforts to reduce this further and to work towards the WHO guideline values by 2030.

In our city region, the main sources of air pollution are road transport, industry and domestic heating. It is also influenced by weather patterns and atmospheric circulation, which can transport pollutants over long distances - we can be affected by pollution from other areas within the UK and across international borders e.g. dust storms and volcanos. Similarly, ozone and aerosols from urban and industrial sources can travel across regions and oceans and affect the climate and health of many miles from the source.

Note: potentially turn these stats into a table.

Road transport accounts for 32% of NO_x and around 12% of PM₁₀ and 14% of PM_{2.5} (particulate matter). For road transport, 16.5% of GM residents' trips are less than 2km in distance, 34% of GM residents' car (driver or passenger) trips are less than 2km in distance. Trips of 2km or less have the most potential to be completed by sustainable modes and therefore the greatest potential to more immediately reduce local air pollution. Greater Manchester is committed to delivering compliance with nitrogen dioxide through an investment-led, non-charging Greater Manchester Clean Air Plan that cleans up the air without harming livelihoods, jobs and businesses helped by investment in zero emission bus. In 2022, in GM, car was the dominant mode of transport, accounting for 60% of all trips, 15% of all car trips were 1km or less, equating to 150 million annual car journeys which could have been walked in less than 15 minutes or cycled in around 4 minutes¹⁷. To help reduce air

¹⁵ [Health matters: air pollution - GOV.UK \(www.gov.uk\)](https://www.gov.uk/health-matters/air-pollution)

¹⁶ [Transport and environment statistics: 2023 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/transport-and-environment-statistics-2023)

¹⁷ [Greater Manchester Travel Diary Surveys | Bee Network | Powered by TfGM](#)

pollution from travel, residents and businesses should choose public transport or active travel over a private car, especially for short journeys.

Industrial combustion accounts for approximately 10% of NO_x, 10% of PM_{2.5} and 5% of PM_{2.5} (Particulate matter)¹⁸. Considerable decreases in emissions from some sectors have been largely offset by increases in emissions from solid fuel burning by industry (particularly the burning of biomass). Industrial combustion of biomass based fuels contributed less than 1 per cent of total PM_{2.5} emissions in the years prior to 2009 but has since risen to represent 6 per cent of total PM_{2.5} emissions in 2022. Industrial processes contribute 16% PM_{2.5} 38% of PM₁₀ in 2022.

Domestic combustion covers households burning a variety of fuels including wood, coal, solid smokeless fuels, and fuels derived from waste such as coffee logs. This was a major source of PM emissions in 2022, as it contributed 29 per cent of total PM_{2.5} emissions and contributed 15 per cent of total PM₁₀ emissions. Most emissions from this source come from households burning wood in stoves and open fires. The use of wood as a fuel contributed 75 per cent of both total PM_{2.5} and PM₁₀ emissions from domestic combustion in 2022. Domestic combustion of wood contributed 22 per cent of overall PM_{2.5} emissions and contributed 11 per cent of overall PM₁₀ emissions in 2022. Emissions of PM_{2.5} and PM₁₀ from domestic wood burning increased by 56 per cent between 2012 and 2022.¹⁹ Additionally, poor indoor air pollution is a risk to health. Exposure to formaldehyde, damp and mould has been associated with 5000 new cases of asthma and 8500 new cases of respiratory infections.²⁰ Homes which are insulated and warm with adequate ventilation will help reduce this health burden.

The WHO (World Health Organisation) recognise that their 2021 air quality guideline levels are challenging to meet immediately and have provided interim targets 1-4 to aim for in achieving them. Defra took into consideration the WHO guideline levels when setting the 2022 PM_{2.5} targets for England²¹, and acknowledged that the guideline value of 5 µg/m³ is below the background level which is affected by natural sources and pollution from other countries²². In working towards the guideline values, Greater Manchester will need to concentrate on reducing particulate matter and nitrogen dioxide. Currently GM is attaining the interim target level 4 for both PM_{2.5} and PM₁₀ particulate matter, but at interim level 1 for NO₂ (nitrogen dioxide). GM will continue to work with government to achieve the new England target levels for PM_{2.5} of 10µg/m³ and exposure reduction of 35% by 2040 compared to a 2018 baseline.

Actions Required to Deliver Objectives

28) Reduce emissions that contribute to poor air quality - Greater Manchester, as a Breathe Life City, has stated our intention work towards the WHO air quality guidelines. 9 of the 10 Greater Manchester authorities have adopted them in the Places for Everyone Plan. The government expects local authorities to support the delivery of the national PM_{2.5} targets by taking action to reduce emissions from sources within their control, such as domestic burning, transport, and industry. Actions that residents can take which will help reduce the emissions of PM_{2.5} include avoid burning

¹⁸ [Emissions of air pollutants in the UK – Particulate matter \(PM₁₀ and PM_{2.5}\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/emissions-of-air-pollutants-in-the-uk-particulate-matter-pm10-and-pm25)

¹⁹ [Emissions of air pollutants in the UK – Particulate matter \(PM₁₀ and PM_{2.5}\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/emissions-of-air-pollutants-in-the-uk-particulate-matter-pm10-and-pm25)

²⁰ [The Burden of Respiratory Disease from Formaldehyde, Damp and Mould in English Housing — UK Health Security Agency \(ukhsa.gov.uk\)](https://www.ukhsa.gov.uk/health-topics/air-quality/the-burden-of-respiratory-disease-from-formaldehyde-damp-and-mould-in-english-housing)

²¹ The Environmental Targets (Fine Particulate Matter) (England) Regulations 2023

²² [Environmental Improvement Plan \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/111111)

solid fuels and only in compliant stoves, not burning garden waste and keeping smoke to a minimum when BBQing. Local authorities can support this by enforcing existing legislation. Businesses can also support improved air quality through using alternatives to fossil fuel generators and plant equipment and switching to clean emission vehicles when replacing fleets.

29) Support communities and business to encourage the adoption of behaviours that contribute to improving Air Quality - there are many sources of PM, NO_x and VOC's (e.g. formaldehyde), from within the home, which affect indoor air quality and can contribute to impacts on health including burning candles, plug in air fresheners, sprays, smoking and vaping, in addition to combustion sources such as solid fuel stoves, gas ovens and fires— reducing the use of these sources will improve indoor air quality. Improvements to outdoor air quality can also be assisted by choosing sustainable travel choices and, if there are no suitable alternatives, choosing a less polluting vehicle for transporting goods and people.

Links to other 5YEP Aims

Our air quality affects the health and well-being of our residents, especially vulnerable groups such as children, elderly, and people with chronic conditions. It also reduces the attractiveness and competitiveness of our city region as a place to live, work, and visit. Natural environment enhancements can reduce poor air quality through redesigning spaces prone to pollution from roads i.e. with green barriers etc.

Co-benefits (e.g. health, cost saving etc.)

Between 2017 and 2025, the combined total cost of PM_{2.5} and NO₂ to our health service is estimated to be £1.6 billion. The Environment Audit Committee has estimated that total health costs as a result of air pollution range between £8.5 billion and £20.2 billion a year. Poor air quality can also have an economic impact by reducing productivity among people of working age. Defra estimated that in 2012, poor air quality cost the economy £2.7 billion through productivity loss.

Physical inactivity costs the NHS up to £1bn each year with additional costs of £8.2bn according to a report by the Department of Transport²³. According to the NHS²⁴, exercise can also protect against anxiety and depression, with outdoor exercise being the most beneficial. Moving towards a more active travel focused mode of transport can help improve wellbeing and lift some of the burden off the NHS in addition to improving air quality.

Co-enablers (factors that will enable delivery e.g. finance, skills, national government)

Delivering significant improvements in air quality will require a strong and inclusive partnership between the public, private sectors and academic community; one that can foster innovation, collaboration, engagement with residents and co-creation of solutions to address specific challenges and opportunities. A robust and reliable financing mechanism that can support the implementation of low-emission technologies and infrastructure, such as electric vehicles, public transport, renewable energy, and green spaces will also be needed, together with a skilled and trained workforce that can design, install, operate, and maintain the low-emission solutions and adapt to the changing needs and demands of the market and the environment. National government can also

²³ [DfT publications template - colour \(Word 2013\) \(publishing.service.gov.uk\)](#)

²⁴ [Benefits of exercise - NHS \(www.nhs.uk\)](#)

support local efforts by creating a supportive and coherent national policy framework that sets clear and ambitious targets and standards for air quality and emissions reduction and provides incentives and guidance for local and regional authorities to achieve them.

Case Study 5 of Existing Projects - Greater Manchester Domestic Burning Campaign

Greater Manchester is playing a leading role in tackling air pollution from the increasing popularity of domestic burning, including use of open fires, woodburning stoves and garden bonfires.

The smoke from solid fuel contains fine particulate matter (PM2.5) which poses significant health risks, including respiratory conditions and more severe ailments.

In a collaborative effort coordinated by Transport for Greater Manchester, the region's 10 local authorities have partnered with the University of Manchester to investigate the use of log burners and solid fuel fires and their consequent impact on air pollution. Funded by a Defra Air Quality Grant, this initiative aims to uncover the reasons behind the prevalence of solid fuel burning in homes and gardens.

The research not only seeks to enhance community knowledge but also strives to alter behaviours that adversely affect public health. The University's study will inform a public health campaign geared towards raising awareness about the harmful effects of domestic burning.

Greater Manchester has also launched an Information Hub on the Green City website to educate residents about health impacts and regulations. Additionally, over 40 air quality monitors are being installed across the region to closely monitor the connection between domestic burning and PM2.5 pollution.



Fig 15. Urban site close to potential sources of domestic burning

Aim 7: Our air quality enhances the health, well-being and quality of life of our residents.

Key: Cost £ = £1-10k, ££ = £10-100k, £££ = £100k - £1m, ££££ = £1m-£10m, £££££ = >£10m Impact (on the Objective) H = High, M = Medium, L = Low

Direct Action	Lead	Enabling Action	Lead	Cost	Impact
28. Objective: Reduce emissions that contribute to poor air quality					
Reduce emissions from domestic heating and burning	Residents, Business	Comply with smoke control legislation. Avoid burning solid fuel unless absolutely necessary, only burn authorised fuel in an authorised appliance. Compost rather than burning garden waste.	Residents	£	H
		Support LAs with the resources to enforce existing legislation.	National Govt.	£££	H
		Enforce the existing smoke control legislation	LAs	££	H
		Support LAs with health messaging around domestic solid fuel burning	UKHSA	££	L
		Regularly report on the impact of domestic solid fuel burning on the AQ in GM, using outputs of DEFRA funded particulate campaign (to 2026)	LAs	££	L
		Complying with the supply of fuels legislation for smoke control areas.	Business	£	H
Reduce emissions from industry / business / construction	Business	Develop an electrification strategy to reduce reliance on fossil fuels through alternative sources of power and backup in the event of outages	Business	£	L
		Utilise buying power (procurement) to influence the supply chain and emissions associated with services, materials and equipment including fleet. Business can use this to motivate suppliers to switch fleet to zero emission / cleanest vehicles.	Public and private sector	£	M
		When renewing or replacing NRMM (non-road mobile machinery) choose either battery powered/gas powered/or the latest engine standard available.	Construction Industry	£££	M
		The development of supporting tools and clear guidelines for businesses to calculate their impact on air quality and giving transparency for customers.	Government	£££	M

		Assessing methods of work to help reduce emissions to the air from work activities, plant and equipment and the proper use and maintenance of extraction equipment to capture emissions.	Businesses	££	M
		Wherever possible substitute products used within the manufacturing process to reduce emissions to the air and use the Best Available Techniques to reduce emissions.	Businesses	££	M
Reduce emissions from transport	LA's, Business, All vehicle owners	Reviewing manufacturing processes to understand where efficiencies can be made, or processes changed to less polluting methods and ensure compliance (plus) with pollution emission legislation.	Businesses	££	M
		Choose plugin refrigeration units for HGV's or if necessary, those which run off LPG rather than diesel.	Businesses	££	M
		When renewing fleet vehicles Switch to zero emission / cleanest vehicles where possible.	Businesses	££	M
		Ensure that engines are not idling when stopped unnecessarily. Turn engines off when not needed.	All vehicle owners/drivers	£	H
		Look for opportunities to consolidate deliveries to reduce distance travelled and use zero emission vehicles where logistically possible, especially for the last mile in built-up areas.	Businesses	££	M
		Work with businesses and vehicle owners to deliver compliance with NO ₂ legal limit, through an investment-led, non-charging Greater Manchester Clean Air Plan that cleans up the air without harming livelihoods, jobs and businesses	LA's & TfGM	£££££	H
29. Objective: Support communities and business to encourage the adoption of behaviours that contribute to improving Air Quality					
Support residents to make sustainable lifestyle choices.	GMCA, TfGM	Significant improvements in air quality can be achieved through compliance with air quality legislation. Remind residents of the legislative requirements regarding domestic burning and the health impacts of not doing so.	National Government, LAs	££	L
		Improvements in air quality can be made by choosing active travel such as walking, cycling and wheeling, public transport or by car-sharing rather than relying on private vehicles.	Residents	£	H
		If there are no other alternatives choosing a less polluting car such as an EV, or hybrid vehicle can help improve air quality.	Residents	££	M

		Subscribe to the Daily Air Quality Index (DAQI) available for Greater Manchester, to receive forecasts of expected air quality, and recommended actions and health advice https://cleanairgm.com/data-hub/forecast-and-alerts/	Residents	£	L
		Considering how online purchases are made and the potential to reduce the number of deliveries received, or through better decisions the number of returned packages.	Residents	£	L

Aim 8: Our economy will grow sustainably because of the interventions we make, benefiting our residents and businesses

Objectives

- Increase the number of businesses which are more resource efficient, reducing their operating costs, impact on nature and carbon emissions and sustainably innovating their products, processes and services.
- Increase the resilience of supply chains, managing and mitigating risks from a changing climate.
- Increase the size and productivity of GM's Environment & Low Carbon sector, creating secure, good quality jobs for our residents
- Increase the number of residents who have the skills needed to work in the greener economy.

Target 2030:

- At least 7% annual growth in total revenue/output from GM businesses in the sector
- 50% increase in businesses engaged on resource efficiency by GM programmes
- 50% increase in students completing training in relevant courses (baseline 2025)
- 15% of adult citizens with Carbon Literacy qualifications

The Challenge

Our transition to a sustainable, carbon neutral city region will require significant long term investment by our businesses, public bodies and residents. Our Local Area Energy Plans suggest that, for carbon reduction alone, £64bn of investment will be needed to transform our infrastructure from what we have today to what will be required to get to carbon neutrality (70% of this would be invested under business as usual). This level of investment is without precedent in modern times in terms of scale, scope and duration. It will create new industries, grow and diversify existing ones and challenge those businesses who's traditional markets increasingly cease to exist. We need to give confidence to Greater Manchester green sector business to innovate and invest in scaling up to meet this future demand and support businesses in 'sunset' industries to diversify and retrain their employees. To achieve this, we need to give local businesses, training providers and our residents the certainty they require, in terms of what transitions will happen and when, to give them confidence to invest in growing their careers and their businesses respectively.

Greater Manchester's Low Carbon Environment Goods and Services (LCEGS) Sector generated sales of over £8.6Bn in 2020. It comprised 3,144 companies employing 58,736 full time equivalent employees. The LCEGS sector represents 14.5% of the business base (based on GVA) and 3.2% of Greater Manchester's employment. Greater Manchester green sector is a national leader in carbon capture & storage, energy management and renewable energy consultancy and ranks second in the UK (behind London) for alternative fuel vehicles and carbon finance. The Sector Development Plan also identifies Waste, Recycling & Circular Economy as being areas of current strength and potential growth areas. The fastest growing sub-sectors by sales are Carbon Capture & Storage, Building Technologies, Alternative Fuel Vehicles and Wind. The fastest growing sub-sectors by employees are Geothermal, Carbon Capture & Storage, Alternative Fuel Vehicles and Wind. Some of the sub-sectors identified as expecting to see future growth include Building Technologies (Low Carbon), Geothermal and Wind (Renewable Energy) with high forecast sales growth rates. The opportunity for the Greater Manchester sector to grow is now.

These seismic changes will not be limited to the low carbon and environmental goods and services (LCEGS) sector, all Greater Manchester companies and organisations will need to become more energy and resource efficient which may require new business models. Across all of this Plan's Aims, there is a need for innovative products, services and business models, which enable the rapid adoption of the actions we need to take, together with a suitably sized and skilled workforce to deliver them. Increasingly linking innovative green sector businesses with our academic institutions and research facilities will also drive growth in the sector, especially where local anchor institutions can coordinate skills development with research for innovation e.g. through a Centre of Excellence.

The requirement for a larger, suitably qualified workforce has been identified in several of the Aims of this plan as a required co-enabler. This will require both upskilling of the existing workforce and encouraging more people into the sector for a wide spectrum of roles from entry level to post graduate, harnessing the interest amongst young people for more sustainable careers. The transition creates a real opportunity to better connect learners with work (e.g. traineeships, apprenticeships) and to create more inclusive employment. Those without university degrees have been disproportionately affected by the move away from a manufacturing economy. This highlights the importance of formalised pathways such as the Manchester Baccalaureate (MBacc) to support a wider range of learners, but also the need to align the qualification with policies that will support the renewal and green shift of the manufacturing sector.

Actions Required to Deliver Objectives

30) Increase the number of businesses which are more resource efficient, reducing their operating costs, impact on nature and carbon emissions and sustainably innovating their products, processes and services. – We will scale up the business support activity already available through the Bee Net Zero programme and Energy Innovation Agency, alongside embedding sustainability into core business support programmes. This will afford more GM businesses a supportive ecosystem to set carbon targets to decarbonise their activities and innovate their goods and services. As part of the North West Industrial Cluster, Greater Manchester will with neighbouring authorities and industrial partners to support industry's journey to net zero, and to maximise the opportunities for growth and jobs locally.

31) Increase the resilience of supply chains, managing and mitigating risks from a changing climate - Greater Manchester's businesses need to have an improved understanding of climate risks associated with local supply chains. We will ensure that GM businesses comprehend potential implications and adopt necessary mitigation measures to limit economic impact. Where feasible, we will encourage shortening of supply chains to minimise potential climate risks.

32) Increase the size and productivity of GM's Environment & Low Carbon sector, creating secure, good quality jobs for our residents– We will create surety of demand for green products through establishing a robust pipeline of delivery projects. We will leverage the existing Green Growth sector development programme to support GM's green sector to enhance competitiveness by improving the cost/quality of products, bidding for and securing new contracts and working alongside academia to accelerate the delivery of net zero solutions by integrating assets and specialisms. Additionally, we will further analyse and align the local manufacturing sector to support diversification into the green economy. We also will seek to attract more green companies to GM, expanding local supply chains to position Greater Manchester as a centre for excellence a green workforce and green technology.

33) Increase the number of residents who have the skills needed to work in the greener economy–

We will create formalised pathways such as the Mbacc, other applied technical/occupational qualifications and apprenticeships to support a wider range of learners into green sector jobs, aligning the courses and qualifications with the skills required to meet projected future vacancies and support ‘on the job’ training through continuous professional development. More broadly, we will work with employers to embed carbon literacy in the workforce to increase understanding of more sustainable and responsible business practices and better connect major environmental employers to schools and colleges.

Links to other 5YEP Aims

The growth of the green economy in Greater Manchester will stimulate demand for a larger skilled workforce to support delivery of all the Aims in this Plan.

Co-benefits (e.g. health, cost saving etc.)

Securing well paid jobs which come with such focused economic growth have the opportunity to transform the lives of those who hold them for the better. Being innovative will enable us to move faster at less cost and gain broader and deeper local benefits from the actions we take. To achieve this, we need to be open to the idea of doing things differently, quickly assessing what works and what is scalable and then take them forward as fast and as far as we can. This approach has the added benefit of stimulating and supporting innovative organisations who can then grow and flourish. This will require our Universities, our Businesses and our Public institutions to collaborate, and as residents, we will need to be welcoming of change. A focused effort on decarbonising industrial clusters will attract new green manufacturing businesses, encourage existing manufacturers to transition to green industries and make GM a more attractive base to retain existing operations.

Co-enablers (factors that will enable delivery e.g. finance, skills, national government)

Whilst many of the actions needed to achieve these aims are tried and tested, with solutions, finance and local supply chains in place, for others this is not the case. Actions to drive demand for low carbon goods and services through infrastructure investment need to be funded, so we will need access to a broad spectrum of financial products and services which encourage and enable all of us to turn our plans into reality. The final key component to realising our plans is to have a suitably sized and skilled local supply chain, to ensure we can undertake the work that needs to be done. If we want to maximise the environmental and economic benefits this transition can deliver, ideally that supply chain should be local, training people for and employing them in good well paid secure jobs. If managed correctly, the investment needed for this transformation also can transform the lives of our residents. Given the likely contraction of those ‘sunset’ sectors that rely on carbon intensive processes that can't be mitigated, there will be a need to offer replacement livelihoods, and opportunities for those affected as an integral part of the necessary business transformation. Identifying re-deployable skills and having a plan to achieve them will be a key focus for the Plan.

Case Study 6 of Existing Projects – Bee Net Zero Programme

The GMCA and GM Business Board launched Bee Net Zero (“BNZ”) in Autumn 2021, a public-private partnership with the mission to make GM the easiest place in the UK to become a net-zero business. Containing 20 partner organisations with a combined 1.1m social media followers and 45k newsletter subscribers, BNZ provides a comprehensive network of localised business decarbonisation support, providing a one-stop-shop for the city-region. BNZ itself has c.600 social media followers, and over

the last 18 months launched thematic campaigns relating to green finance, rooftop solar PV, and electric vehicles, generating a combined 350,000 impressions.

BNZ also plays a key networking and enabling role in the city-region, and in March 2024 launched 'Bee Net Zero Trafford Park', bringing together the GMCA, Trafford Council, and The Growth Company to create a suite of business support offerings tailored for and aimed specifically at business on Trafford Park, which is responsible for half of Trafford's total emissions. 65 businesses have been directly engaged to date, with plans in place to launch a platform to enable wide-scale cross-business collaboration.

BNZ is also helping address industry-specific decarbonisation issues, working with partners to launch events and collaborations in respect of the hospitality, professional services, and commercial retrofit sectors.



Fig 16. Bee Net Zero Business Engagement Event

Future plans include launching a specific pledge (the BNZ Commitment) to drive awareness and action amongst the city-region's businesses, and a GM-wide campaign focused on how companies can work with their employees on business decarbonisation, with the aim for GM to have the greenest workforce in the UK.

Aim 8: Our **economy** will grow as a result of the interventions we make to benefit both our residents and businesses.

Key: Cost £ = £1-10k, ££ = £10-100k, £££ = £100k - £1m, ££££ = £1m-£10m, £££££ = >£10m Impact (on the Objective) H = High, M = Medium, L = Low

Direct Action	Lead	Enabling Action	Lead	Cost	Impact
30. Objective: Increase the number of businesses which are more resource efficient, reducing their operating costs, impact on nature and carbon emissions and sustainably innovating their products, processes and services.					
Set a target date to become carbon neutral, develop and deliver a plan for achievement	Business	Engage with GM businesses to support them to become carbon neutral through the effective targeting of support programmes e.g. Bee Net Zero	GM Business Board, Growth Company	£££	M
		Regularly engage with place-based business (e.g. Trafford Park, Atom Valley) and individual sectors (e.g. hospitality, digital, waste management etc) to enable bespoke, high impact, peer-peer support and signpost businesses to available resources	GM Business Board, GMCA, LAs	£££	M
		Engage and support client businesses on the risks, opportunities and financial incentives of a net zero carbon economic transition	Business Intermediaries	£££	M
		Identify and make available to Industry support from investors, national programmes and initiatives from other city regions (e.g. NW Industrial Cluster Programme including Hynet) to help drive investment in industrial decarbonisation	GMCA	££	M
Assess the potential for innovation in products, processes and service models	Business	Provide businesses with advice and access to innovative technology solutions (e.g. Made Smarter)	Growth Co	£££	L
		Support GM environmental technology business to accelerate the commercialisation of their innovative products and services through linking to anchor research facilities and exploring the potential for a centre of excellence approach.	Academia, Growth Co, Energy Innovation Agency	££	M
		Signpost GM businesses to innovation funding (from public sector programmes) and finance (from private sector) to support uptake of renewable energy solutions,	Growth Co GMCA	£	M

		energy management and efficiency solutions, retrofit solutions, etc			
		Utilise and expand existing programmes e.g. Innovation Navigator to support GM businesses in enhancing their products and services through collaboration with the city-regions leading R&D assets.	Growth Company – GM BGH	£££	M
31. Objective: Increase the resilience of supply chains, managing and mitigating risks from a changing climate.					
Undertake a climate change risk assessment to understand the implication and exposure to climate change risks to supply chains, customers, and place of business and commence mitigation activity for the highest identified risks	Business	Produce information and guidance on low and medium-cost measures and other practical advice (uptake of flood protection insurance, raising awareness of flood warnings, etc.) to increase resilience to flood events	Green Economy	££	M
		Engage large-scale event organisers and venues on the need for risk assessments to include over-heating risks for events in the summer months	Events industry, Marketing Manchester	?	?
		Interdependencies and cascading risk failure identified and managed, including assets for the GM 2040 Infrastructure Plan. Relevant actors work together to address the potential interacting/cascading risks	Infrastructure providers, GMCA, LAs	££	M
		Undertake research to understand which critical infrastructure sectors and supply chains would have the most cascading impacts if they were to fail, and prioritise improving their resilience to bring wider benefits from the avoidance of such cascading impacts and identify opportunities for green shoring	GMCA	££	M
		Assess and explore potential for all new key infrastructure developments, and for the renewal/upgrade of existing key infrastructure assets, to use common formalised standards of climate resilience	Infrastructure providers	££	M

32. Objective: Increase the size and productivity of GM's Environment & Low Carbon sector, creating secure, good quality jobs for our residents					
Create good well paid jobs in the Green Economy	Public sector, Business	Utilise the increased demand for low carbon and environment goods and services to grow and expand workforce in sector businesses	Business	££££	H
		Support the Environmental Goods and Services sector to grow, through targeted intervention and procurement opportunities.	Growth Company	£££	M
		Explore the opportunity to grow circular economy businesses e.g. battery recycling aligned to GM's advanced manufacturing capabilities	GMCA	£	L
		Create demand for GM Low Carbon Goods and Services providers through the creation of aggregated, robust and certain pipelines of delivery projects	GMCA, LAs	££	M
		Where appropriate, support the diversification of companies into the green economy.	Growth Co	££	M
More GM based green economy companies developed or supported to relocate to GM.	Business MIDAS	Create a conducive environment and support services to encourage Low Carbon & Environment businesses to locate in GM	MIDAS	££	M
		Use Good Employment Charter to promote good employment practices across the green economy	GMCA Growth Co	£	L
		Utilise existing academic infrastructure and assets to encourage more University spinouts to develop new products and services here.	Academia, EIA	£	L
33. Objective: Increase the number of residents who have the skills needed to work in the greener economy.					
Support skills development for a low carbon economy	GMCA	Embed climate knowledge in all jobs and wider society	Carbon Literacy Trust, NGOs, Chartered Institutes	£££	L
		Provide suitable adult skills courses and training to train new entrants and retrain people from 'sunset' other sectors to join the Green Economy	Universities and Colleges, Training Providers, GMCA	££££	H

		Embed the environmental outcomes required by this plan into the MBacc gateways and support alternative qualification routes to access to the job market for young people	GMCA	££	H
		Connect major environmental employers in the region to schools and colleges to streamline routes to work, provide careers inspiration and stimulate interest in green skills	Major Environment Employers GMCA	££	M
		Test innovative models of upskilling and training utilising enhanced devolution powers.	GMCA	££	M

5.0 Emissions Pathway

In 2018, to support our initial 5 Year Plan, GMCA commissioned research Setting City Area Targets and Trajectories for Emissions Reductions (SCATTER)²⁶ to understand potential carbon reduction pathways for Greater Manchester. This work identified that the original plan would deliver considerable carbon reduction, but that further work would be required at local and national level to meet our 2038 target and our ambition to keep within the envelope of carbon needed to keep the UK on track to meet the Paris Agreement goals of limiting global warming to ‘well below 2C with efforts to limit to 1.5C’ – our Tyndall budget.

Five years on, we have commissioned further work to understand emissions projections given our progress to date, and so we can clearly understand the challenges we face over the next five years to inform this action plan. The work helps understand what GM’s emissions reductions are likely to be over the duration of this plan, accounting for both national action and local action (Figure 17).

Figure 17 shows two main pathways. First, the ‘No further action’ pathway which assumes emission reductions in GM occur only as a result of currently committed UK Government policy and action (as of July 2024), and no additional activity is undertaken within GM. In other words, this is the projection without considering the impacts of policies proposed in this plan.

The ‘No Further Action Pathway’ does consider anticipated growth in future energy demand and some decarbonisation of the wider energy system, but does not take into account recent government proposals to bring forward the full decarbonisation of the electricity grid to 2030, to ban installation of gas boilers in new buildings from 2027 and bringing forward the Internal Combustion Engine Vehicles (ICEV) ban for new sales from 2030. Nor does it currently account for Government’s recent announcement to set a new target for 81% net zero emissions by 2035. These changes can be incorporated into future iterations of the model.

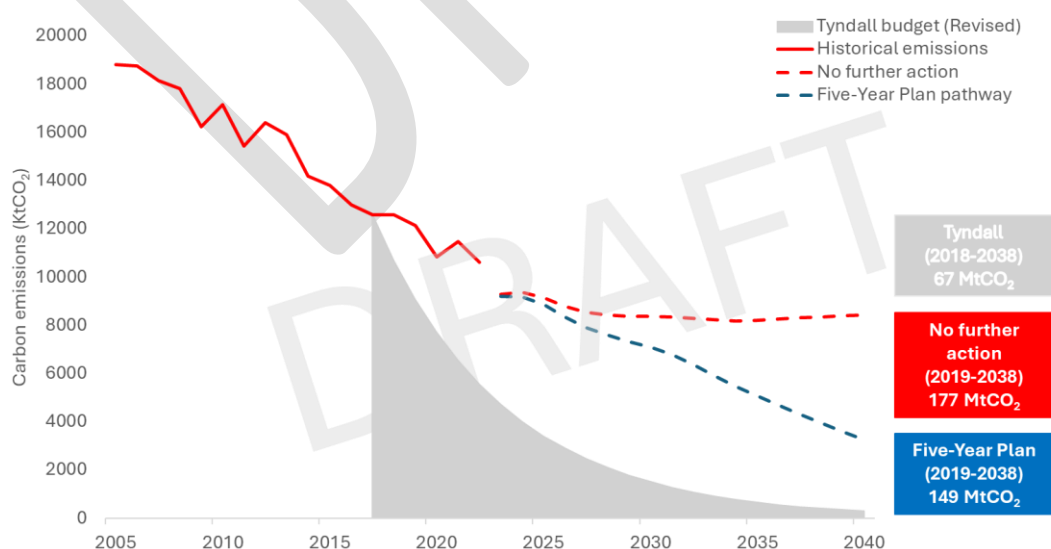


Figure 17 – Pathway projections for the current plan through to 2040, and revised¹ Tyndall budget.

The second pathway, the ‘Five-Year Plan’ pathway, takes this national position, and applies the impact of additional activities within GM that are included within this plan.

This modelling demonstrates that, through the actions identified in this plan, there will be a significant reduction with emissions reducing to 7.3MtCO₂ by 2029, and 3.9MtCO₂ by 2038, a 79% reduction from 2005. This identifies that whilst we are making considerable progress, there is still work to do at local and national level to meet our 2038 carbon neutrality target. Delivering that target will require us to scale up the level and pace of delivery, working to achieve a step-change in low carbon investment through consumer behaviour, enabling private and community investment, and working with government to put in place the support and incentives.

As we are also seeing at the UK national and the global scale, emission reduction is behind that needed to meet the Paris Agreement goals. We know that every year and every tenth of a degree matters (IPCC 2018), therefore it is critical that we continue to reduce emissions at the fastest rate we can to limit further climate change, alongside ensuring that we are increasingly prepared for climate risks.

Figure 18 shows the breakdown of emissions savings that results from the actions proposed in this plan based on emissions category (as reported in the DESNZ Local Authority emissions estimates annual dataset), as well as by the actor(s) responsible for those emissions in Figure 19. The emissions saved through actions proposed in the plan occur mostly from residential buildings and transport, with some contribution from commercial and public sector buildings.

Responsibility for delivering the actions within the plan lies across several different actors. Whilst GM citizens have a responsibility for delivering a large proportion of emissions reductions, National Government, businesses and the public sector all have a role to support and enable delivering these reductions, alongside delivering those reductions they are directly responsible for.

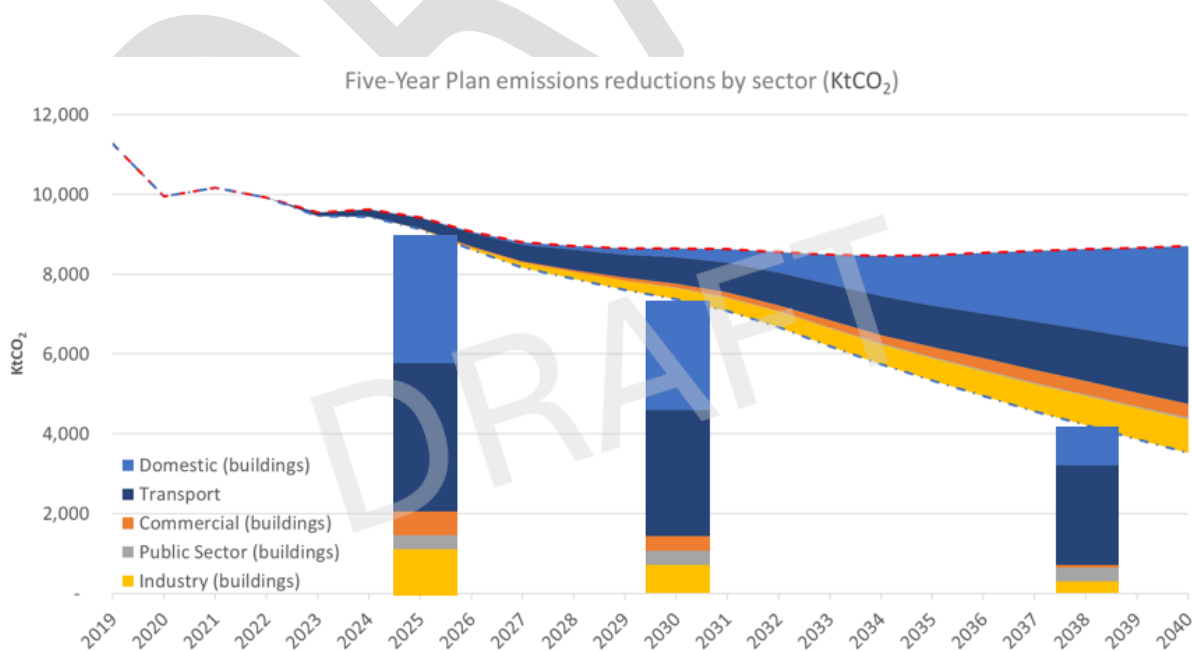


Figure 18 – Five-Year Plan emission reductions by sector (KtCO₂)

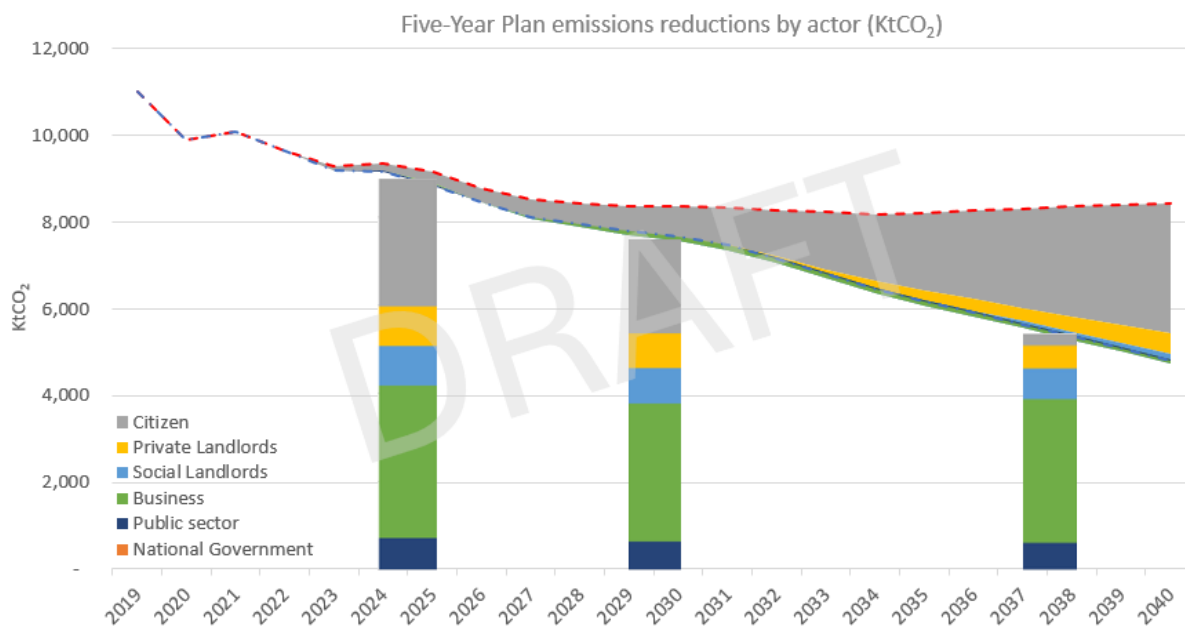


Figure 19 – Five-Year Plan emission reductions by actor (KtCO₂)

Ground Transport Emissions

The transport data illustrates the potential carbon reduction achievable through the 'Right Mix' transport vision. The Right Mix aims to enhance Greater Manchester's transport system such that by 2040, car journeys account for no more than 50% of trips, with the remaining 50% consisting of public transport, walking, and cycling.

Using Greater Manchester's adaptive and vision-led methodology in transport planning, the Local Transport Plan (LTP) Greater Manchester's 2040 Transport Strategy will identify, monitor and adjust the steps required to realise our 'Right Mix' vision. While the overarching goal of the Right Mix remains consistent, adaptations prompted by external factors like COVID-19 or population growth may necessitate modifications to the interventions outlined in Greater Manchester's transport strategies. This adaptability is why the suite of documents comprising the Greater Manchester Transport Strategy 2040 is regularly updated.

Aviation Emissions

Aviation emissions, including take-off and landing, are part of the UK carbon budget, rather than local carbon budgets and are therefore not within the scope of this plan. Manchester Airport has a long-standing commitment to decarbonisation and positive environmental stewardship. In 2007, the airport became the first in the UK to target carbon neutrality – which it achieved in 2015. Since 2007, a combination of efficiency programmes and renewable electricity have helped the airport reduce its own market-based emissions by over 80%. In 2020, the airport's parent company – Manchester Airports Group (MAG) – committed to reduce its remaining emissions and achieve net zero carbon by 2038 – aligning with Greater Manchester's own ambitions. It set out plans to transition to an ultra-low emission vehicle fleet and to eradicate fossil fuel use in its fixed assets by 2030. In 2024, MAG committed to the Science-Based Targets Initiative, pledging to reduce its remaining emissions by 46.2% between 2019 and 2031. MAG publish detailed progress reports each year which are independently audited.

In 2020, MAG led the UK aviation industry to become the first in the world to commit to net zero aviation by 2050. MAG is the current Chair of Sustainable Aviation and MAG CEO is also a member of the Jet Zero Taskforce. MAG is committed to playing its full part in decarbonising aviation, including through:

- Fleet modernisation - Modern aircraft are typically 15-20% more fuel efficient than the models they replace; Manchester Airport works closely with its partners to promote the use of the latest generation of aircraft. To incentivise the use of zero emission aircraft, MAG will provide free landing fees for five years to the first zero emission commercial aircraft to be based at one of its airports and the first aircraft to operate zero emission transatlantic services from its airports.
- Future airspace - Manchester Airport will bring forward consultation on its proposals for airspace modernisation to increase the efficiency of routing, enabling aircraft to fly more direct routes, climb and descend continuously, and so burn less fuel.
- Sustainable aviation fuel (SAF) – MAG has committed to introduce an incentive for airlines who increase their use of SAF at its airports and exceed the mandated levels set by UK government.
- Carbon removals – MAG is working with the aviation industry to support the development of UK carbon removals. In 2025, as part of its next sustainability strategy, MAG will publish details of its plans to transition from carbon offsets to carbon removals.

Actions to reduce aviation emissions provide benefits beyond reducing aviation's climate impacts. These include realising the economic and social benefits of a green economy, including from the production of sustainable fuels in the north west, and minimising the impact of airport activities on local air quality. More information about MAG's sustainability initiatives can be found on its website: www.magairports.com.

6.0 Governance and Performance Monitoring

Mission Based Approach

In 2019, Greater Manchester trialled a Mission Based Approach to delivering our first Five Year Environment Plan. This involved establishing several cross-sectoral Challenge Groups, each tasked with the role of identifying and delivering solutions to the issues identified in the first 5 Year Environment Plan. The Challenge Group Structure has been largely successful over the last five years, however progress in some areas has plateaued in the final year.

The overall Governance Structure for the GM Green City Region portfolio is shown in Figure 20. The Challenge Groups report into the Green City Region Partnership who, in turn report into GMCA. There is also a Green City Region Board, comprised only of elected Members of the 10 GM Local Authorities, which considers issues of specific interest to local government, all of which have independently declared Climate Emergencies.

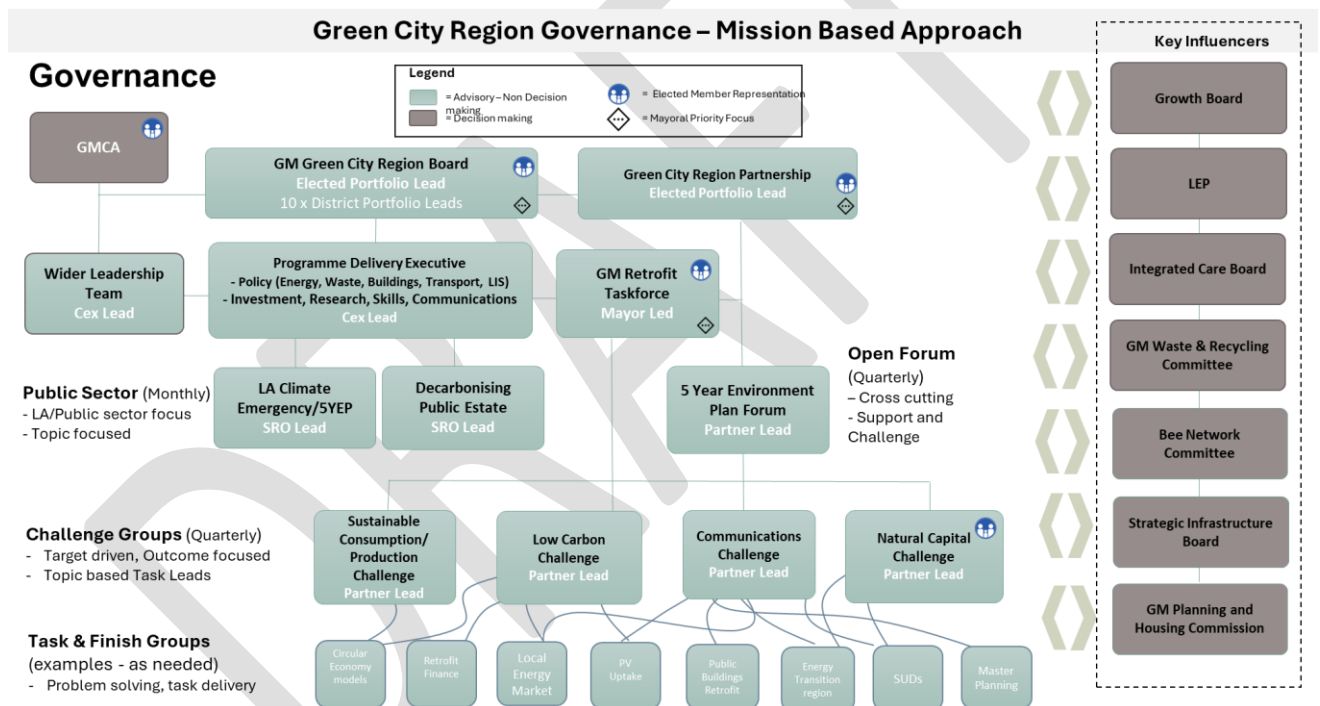


Fig. 20 – diagram of the GM Green City Region Governance Structure

It is proposed that the existing governance structure is largely maintained, however we intend to experiment with different ways to deliver the Mission Based Approach to allow more and diverse voices to be heard and to attract more partners with the skills and capacity to support delivery of the new 5 Year Environment Plan.

Performance Monitoring

Quarterly Performance Monitoring reports are provided to the Green City Region Partnership and Board every quarter. The purpose of these reports is to support the Partnership and Board i.e. to provide strategic oversight of the delivery of the Greater Manchester 5 Year Environment Plan and the development and implementation of delivery programmes which contribute to achievement of

Greater Manchester's environmental priorities. An on-line dashboard, which can be filtered by local authority area, infrastructure type and KPI has also been produced to aid clarity and communication of progress ([Five Year Environment Plan \(2019-24\) Progress \(gmtableau\)](#)).

Note: Potentially turn this into a table

Energy Generation

Targets for 2030:

- Add 375MW renewable energy generation
- Add 95MWh energy storage capacity (excluding large battery storage facilities)
- 90 GWh capacity of low carbon heat networks active
- 800GWh of Low Carbon Hydrogen production

Homes and Buildings

Targets for 2030:

- Retrofit 60,000 homes
- Retrofit 650 public sector buildings
- Retrofit 11,000 commercial buildings
- Install 64,000 low carbon heating systems across GM (54,000 domestic, 10,000 public/commercial)

Air Quality

Targets:

- 22% reduction in PM2.5 exposure by January 2028 compared to 2018 (measured using Defra's Criteria).
- zero exceedances of the NO₂ of the legal limit by 2026 (measured using CAP criteria).
- % of monitoring sites that meet WHO interim Target 2 (30ug/m³), Target 3 (20ug/m³) and the Guideline value (10ug/m³) Annual Mean for NO₂.

The 10 GM Local Authorities submit an Annual Status Report (ASR) to Defra at the end of June. The report details the actions taken to improve the quality of the air across the region. GM has submitted a combined ASR since 2015, detailing the improvements made in AQ. Details can be found at [Data Hub | Clean Air Greater Manchester \(cleanairgm.com\)](#).

Transport

The Greater Manchester Transport Strategy 2040 (GTMS) measures performance through a series of key performance indicators (KPIs) in the Appendix of the latest GMTS 2040 Progress Report (LTP Supporting Documents). Indicators of particular interest for the 5 Year Environment Plan include:

Targets by 2030

- LTP (Local Transport Plan) Delivery Plan and Local Implementation Plan formal adoption by Dec 26 followed by annual progress reports
- Increase GM population with GM Accessibility Level (GMAL) 4 or better
- 50% of all journeys in GM are made by Public Transport / Active Transport by 2040 (no net-growth in motor vehicle traffic over that period)
- Increase the % of journeys that do not emit any greenhouse gases or air pollutants from their use
- Increase % of people find it easy to use different forms of transport in one journey in GM

Note: Transport KPIs and targets will be revised via the 2040 refresh process through 2024 and 2025.

Natural Environment and Climate Adaptation

Targets for natural environment are encompassed within the Local Nature Recovery Strategy which is currently subject to public consultation.

Targets by 2035

- increase the amount of land designated for nature from 11% to 15%
- bring 50% of our Local Wildlife Sites into active management
- work towards the restoration and creation of 1,800ha of wildlife-rich land
- increase our tree canopy cover from 16.5% to 18.5%
- target the delivery of new wildlife-rich land and tree planting within the Nature Network
- increase the number of residents living within 15mins of a decent green space

Circular Economy & Waste

Targets to 2030

- Launch new Circular Economy business platform in 2025
 - Year on year increase of number of companies using the platform
 - Year on year increase on CO₂ savings
- 5% Increase of number of companies on the Refill waste app
- Increase number of schools/community groups engaged in sustainable lifestyle programmes (baseline 2024: 10 schools) (performance indicators for each programme will be published on SCP page on [Green Cities Website](#))
- Development of the GM Waste Strategy – targets will be published within the Strategy and will be subject to ongoing review to take account of the effects of implementation of the various elements of the National Resources and Waste Strategy (e.g. Extended Producer Responsibility (EPR) and the Deposit Return Scheme (DRS)) and increases in population and housing growth. Targets may include the following with others to be added once all elements of the National Resources and Waste Strategy have been published and assessed:
 - % household recycling rate – baseline 50% 2024
 - Capture rate kg/hh/yr of the core recyclable materials specified in the Simpler Recycling Regime
 - Number of items sent for re-use

Economic Growth

Target 2030:

- At least 7% annual growth in total revenue/output from GM businesses in the sector
- 50% increase in businesses engaged on resource efficiency by GM programmes
- 50% increase in students completing training in relevant courses (baseline 2025)
- 15% of adult citizens with Carbon Literacy qualifications

Communications & Engagement

Communications and campaigns are monitored and evaluated to demonstrate their effectiveness and to adjust them if the campaign isn't reaching the intended audience. KPIs are set according to the aims and objectives. Self-evaluation surveys and engagement data are excellent tools used to gather feedback from the audience which can demonstrate changes in audience understanding and potential changes in behaviour.

7.0 Communications and Engagement

This 5 Year Environment Plan creates a framework for all decision makers to take the next actions required to progress towards our long-term environmental vision. It is the decisions that we all take as residents, businesses, communities, investors, home and car owners that will determine whether we will achieve our shared goals.

Therefore, one of the most important and cross-cutting objectives arising from this Plan is the need for increased focus on communication and engagement with these decision makers to inform, educate and encourage positive action. Communication and engagement play a key role in ensuring we build trust and confidence in our ability to deliver the objectives set out in this plan. Working collaboratively with our councils, NHS, TfGM, our waste contractor (SUEZ), businesses, voluntary sector, education sector, academia and other key organisations, we will build trust by being clear and honest about our activities, plans and purpose, creating genuine and meaningful connections with individuals and organisations across our city region.

Gaining insight and ideas from residents and stakeholders based on their personal experience and expertise will help us create better priorities, policies and actions, as well as helping identify more effective ways to engage our audiences and inform a continuously improving response to people’s ideas and expectations.

We know from recent behavioural insights research that people’s attitudes towards the environment vary considerably. We are therefore committed to introducing new approaches, tailored and targeted for their intended audience, utilising language, topics, arguments and engagement methods which are most appropriate to them (See Fig. 21).

SUSTAINABILITY SEGMENTS

Segmentation based on attitudes towards the environment and climate change. We have identified 7 segments:

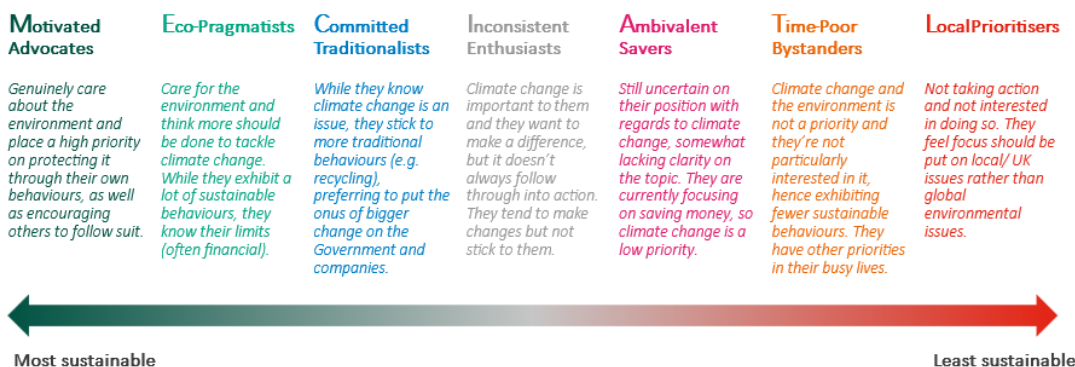


Fig.21 Impact’s Sustainable Customer Segmentation

Our campaigns and communications will further build residents' and businesses' capabilities, opportunities and motivations to take individual actions which together will make a significant contribution to our environmental ambitions. We will continue to harness the power of communications and engagement, as part of a mix of interventions, to enable the required changes in behaviour. This will be informed by population segmentation research, other participatory activities and drawing on evidence of what has worked in Greater Manchester and elsewhere.

Additionally, we recognise that delivery of this plan is predicated on our businesses taking actions which are specific to their sector. We will therefore prioritise targeted support to those businesses that have the opportunity to make the greatest environmental impact. We will also work with our 'business voice' organisations to gain further insights into the barriers and drivers that business face and identify where policy interventions and initiatives could be used to accelerate change towards more sustainable business practices (See Fig. 22).

Fig.22 Mechanisms to track sustainable business practices

SUSTAINABLE BUSINESS PRACTICES



This includes a continued focus on internal engagement within our organisations – ensuring that we continue to set examples for how our people and our ways of working are helping deliver our ambitions for Greater Manchester's environment.

The excellent communications, already being delivered by our partners, are brought together through case studies, expert blogs, news items and guidance on the GM Green City website and social channels, informing our audiences and inspiring them to get involved in the push for a greener Greater Manchester. We will continue to use campaigns to promote offers and incentives that will enable decision makers to make environmentally positive changes. We will also continue to maintain the GM Green City website as a central repository for all the environmental actions and initiatives being undertaken in Greater Manchester. Regular updates on progress against the aims and objectives outlined in this plan will be communicated to key stakeholders to help to foster ongoing involvement and support.

Our communications work is led by a collaborative, multi-agency, Communications Challenge Group who meet every six weeks to share best practise, collaborate on campaign development and

coordinate communications through different channels to reach a wider audience. Our existing Green City Region communications and engagement strategy will be reviewed to explore how we can increase opportunities for community involvement utilising community groups and the VCSE and faith sectors to support environmental change within communities. This will focus on how we can continue to raise awareness and develop targeted campaigns to inspire and encourage everyone who lives, works and is educated in Greater Manchester.

DRAFT

8.0 Financing our Plan.

The scope of action within this plan is based upon the current expected resources available for delivery, this includes resources from public, private and voluntary sector stakeholders across Greater Manchester and current expectations of resources from central Government.

However, in order to achieve our ambition to reach carbon neutrality by 2038 and respond to the biodiversity emergency, we will need to grow available resources, both in terms of leveraging existing resources through prioritisation, but also through seeking additional funding and investment, particularly from the private sector, given public sector funding constraints.

To achieve full carbon neutrality across GM we are estimated to need in excess of £64bn of investment²⁵ in low carbon technologies such as heat pumps, retrofit, EV charging, solar and wind generation and heat networks. Although it is expected that 70% of this will be delivered through usual investment cycles, this still provides a significant challenge of finding £19bn, of which £12.5bn is within the influence of the public purse, £4.65bn through to 2030.

To achieve the nature-related outcomes to tackle the biodiversity emergency, there is an estimated £56bn finance gap over a 10-year period across the UK, translating to a £130m finance gap²⁶ in Greater Manchester over the next 5 years alone. Private nature-based markets could play an important role in closing this finance gap. However, such markets are in early development and need strategic support to attract private capital; further development work is required.

To overcome these funding challenges, we will seek to work with Government through Greater Manchester's devolved Integrated Settlement process, to maximise the available funding for environmental improvements, achieve efficiency in delivery and align additional funding to gain maximum impact. In particular, Greater Manchester will engage with emerging national facilitation measures such as GB Energy and the Sovereign Wealth Fund.

To support carbon reduction measures, we will need to create innovative new financial offers and models to deliver our objectives, working with residents and the private sector to develop solutions to unlock investment by homeowners and landlords into their own properties through finance mechanisms which reflect the reduction in operational costs and increased property values. Supporting and enabling increased investment by local communities, through community retrofit and energy projects, will also enable us to meet our ambitions whilst contributing to community wealth building. Similarly, to tackle the biodiversity emergency, we will need to work with landowners, businesses and potential investors as nature-based markets develop and grow.

We will also seek to optimise available public funding for the investments required through packaging projects to make them attractive for private finance. In turn, this may release public funding to focus on the non-commercial aspects of our ambitions and achieving a just transition. To explore this, GMCA alongside Manchester City Council and Oldham Council, are working with DESNZ on the Net-Zero Accelerator. This project aims to deliver a £1bn pipeline of public sector low carbon

²⁵ GM Low Carbon Strategic Outline Business Case, GMCA (2023)

²⁶ Extrapolating figures in ["The Finance Gap for UK Nature"](#) on the basis of land area alone.

investments and the innovative financial delivery models required to lever private finance to support them.

Case Study - Greater Manchester Pension Fund

The Greater Manchester Pension Fund²⁷ has seen significantly increased levels of member engagement on climate change over recent years and has given detailed consideration to the issue, including the divestment and engagement approaches to addressing the challenge of a transition to a low carbon economy.

The Fund is operating within a clear ethical framework and seeking to change the behaviours of those companies we invest in to become carbon neutral whilst ensuring we protect the pensions of our members and reduce cost to taxpayers. The focus of the Fund's engagement to date has been on those highest emitting companies where there is the potential to have the biggest impact. The Fund is clear that 'business as usual' for fossil fuel companies is not an option, and that is why the Fund believes that challenging these companies to disclose their business models, and the assumptions that underpin their investment decisions, will lead to greater capital discipline. This could have the dual success of enhancing shareholder value, whilst also reducing greenhouse gas emissions.

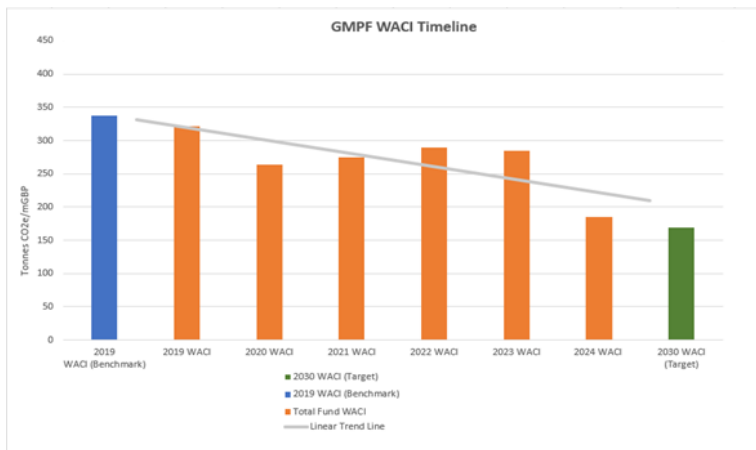
The Fund, through its asset ownership, will continue to campaign for all companies that we have an interest in to clean up their act and become carbon neutral. The fund will not shirk from its leadership role and disinvest allowing others who do not care about the environment to own those shares instead and fail future generations to come. The fund's active equity holdings were 20% less carbon intensive than the average pension fund and we are the biggest direct local government pensioner investor in renewable energy and energy efficiency, with over a £1 billion allocated in a number of areas including biomass and wind farm assets.

In March 2021, GMPF as a member of the Northern Local Government Pension Scheme (LGPS), was among 22 asset owners committed to implementing the Institutional Investors Group on Climate Change net zero framework to:

- achieve net zero alignment by 2050 or sooner, and
- halve its Weighted Average Carbon Intensity (WACI) metric from a 2019 baseline by 2030; and
- double investments in climate solutions from a baseline of \$520m as of December 2021 by 31 December 2030.

²⁷ The Greater Manchester Pension Fund is the statutory responsibility of Tameside Council and is not a function of the Mayor or the Greater Manchester Combined Authority, although it works in close collaboration with the Mayor, Combined Authority and Greater Manchester Authorities

Fig. 23 GMPF Weighted Average Carbon Intensity (WACI) over time



As of 31 March 2024, GMPF’s share of climate solutions currently stands at \$1,052m (Infrastructure portfolios only) so nearly double already and well on track to achieving our target. In 2023, Officers submitted data to sustainable1²⁸ to calculate a 2019 baseline WACI and a GMPF portfolio WACI for each year commencing from 2019 that aggregates all equities and corporate bond assets. The results of this calculation found the 2019 benchmark WACI to be 338 (tCO2e/£m). As of 31 March 2024, GMPF’s WACI was calculated to be 185 (tCO2e/£m) which equates to a 45% decrease. The chart below shows the evolution of GMPF’s WACI over time in orange bars and the blue bar represents GMPF’s 2019 benchmark WACI. Looking at this year’s result, the chart (Fig. 23) shows that GMPF has made significant progress towards halving its WACI.

The Fund is working hard to achieve carbon neutral status as quickly as possible without jeopardising the hard earned pensions of our workers and pensioners or increase the costs for hardworking taxpayers of Greater Manchester.

²⁸ <https://www.spglobal.com/esg/about/>

9.0 Abbreviations, Acronyms & Definitions

Bi Mode Trains	Trains that are capable of operation using two means of traction. This is typically electric traction supported by either a diesel, battery or hydrogen propulsion
Carbon neutral	Defined specifically for Greater Manchester as the point beyond which GM's annual carbon dioxide emissions fall below a threshold level of 0.5MtCO ₂ (i.e. over 98% lower than 1990 levels).
CO ₂	Carbon Dioxide
EV Connector	Number of EV connection points available to charge, often 2 on each charge point
DEC/EPC	Display Energy Certificates/Energy Performance Certificates. These are the current metrics by which retrofit activity is measured, through the delivery of the plan these standards may change and be strengthened, and our delivery will be adjusted to reflect that.
DESNZ	Department of Energy Security and Net Zero
DSO	Distribution System Operator - GM has two, primarily Electricity Northwest (ENWL) but also Scottish Power Energy Network (SPEN)
EV	Electric Vehicle
EVCI	Electric Vehicle Charging Infrastructure
GM	Greater Manchester
GM CAP	Greater Manchester Clean Air Plan
GMEF	Greater Manchester Environment Fund
GMTS	Greater Manchester Transport Strategy
GW	Gigawatt
GWh	Gigawatt hours
kWh	Kilowatt hours
LAs	Local Authorities
LC Hydrogen	UK Low Carbon Hydrogen Standard or any subsequent standards adopted
LTP	Local Transport Plan
MBacc	Greater Manchester Baccalaureate
MMU	Manchester Metropolitan University
MtCO ₂ e	Million tonnes of Carbon Dioxide Equivalents
MW	Megawatt
MWh	Megawatt hours
NH ₃	Ammonia
NO ₂	Nitrogen Dioxide
NRNM	Non-Road Mobile Equipment
PM _{2.5}	Fine particulate matter defined as particles that are 2.5 microns or less in diameter
PV	Photovoltaic
SCP	Sustainable Consumption and Production
SuDS	Sustainable Drainage Systems
Sunset Jobs	Jobs in sectors which may phase out of existence during a low carbon transition
TfGM	Transport for Greater Manchester - GM's strategic transport authority
Tri Mode Trains	Trains that are capable of operation using three means of traction. This is typically electric and diesel traction, supported by battery.
WHO	World Health Organisation
ULEV	Ultra Low Emission Vehicle
UoM	University of Manchester
UoS	University of Salford

Appendix 01: Progress since 2019

Since 2019 significant progress has been made to deliver our long-term environmental vision while recognising that there needs to be accelerated action to ensure the city region meets the target of carbon neutral by 2038. Our progress so far includes:

Energy

- Greater Manchester is the first and largest City Region to develop smart Local Area Energy Plans that provide a geospatial plan for where energy generation, retrofit, low carbon heat and electric vehicle infrastructure should be installed/placed.
- The Go Neutral Smart Energy framework has been launched to support decarbonising the public sector estate. £26m has been invested in delivering 18MW of an 80MW pipeline of low carbon energy opportunities on land, car parks, and building assets across Greater Manchester is being delivered.
- GMCA and LAs are supporting schools to deliver solar PV to their buildings.
- We have been supporting community focused energy projects through Net Zero NW and ENW's community energy programmes.
- GMCA in partnership with Bruntwood, Hitachi, MMU, SSE, UoM and UoS has set up an Energy Innovation Agency (EIA) that aims to deliver innovative technological solutions to help the transition to carbon neutrality. EIA now supporting over 100 innovators to commercialise and deploy their technologies across GM to accelerate decarbonisation and fill gaps not met by mature solutions.
- The Hydrogen and Fuel Cell Centre at Manchester Metropolitan University is the UK's first Fuel Cell Centre of Excellence.
- The Hydrogen Electrolyser (at up to 200MW) at Trafford Energy Park will be the UK's largest Green Hydrogen production facility and the Cryo-Battery on the same site is a world 1st using liquid air at a commercial scale.
- Energy House 2 at Salford is the world's first environmentally controllable chamber where full sized terraced houses can be constructed and tested.
- Signing MoU's with SSE, Daikin and Panasonic to support the demonstration, testing and deployment of new technologies.

Buildings

- In July 2021 the Greater Manchester Retrofit Taskforce was launched to lead the way on a 3-year programme to explore innovative finance solutions and building the supply and demand for the skills needed to grow the supply chain. In March 2022 the Retrofit Action Plan was launched which sets out the programme and delivery targets.
- Several programmes are being delivered to support domestic retrofit including:
 - **Your Home Better**, an independent service delivered by retrofit experts, providing advice, planning and support, to homeowners.
 - The **ECO4** programme that focuses on retrofitting the least energy efficient housing occupied by low income and vulnerable residents.
 - The **Local Energy Advice Demonstrator** that provides in person retrofit advice to residents.
 - The completed **Green Homes Grant Local Authority Delivery scheme** spent £11.5m on retrofitting 1,785 fuel poor homes. It supported residents with EPC rated homes D-G and a household income of less than £30,000 per annum to retrofit their homes.

- £112m of funding has been secured from the **Social Housing Decarbonisation Fund** and social housing providers to retrofit 6,125 social homes.
- The **Truly Affordable Net Zero** homes taskforce was launched to deliver 30,000 net zero social homes.
- Over £120m has been secured through the **Public Sector Decarbonisation Scheme** to retrofit 225 (~13%) of GM's public sector buildings.

Transport

- Greater Manchester is the first city region in England outside of London to take buses back under local control after nearly 40 years of deregulation. Working on behalf of Greater Manchester Combined Authority (GMCA), Transport for Greater Manchester (TfGM) is delivering a bus franchising scheme for local services across all ten districts in GM.
- The first franchised buses are now operating as part of the Bee Network, helping to fulfill GM's ambition for a fully integrated transport system joining together journeys by bus, tram, active travel (walking, cycling and wheeling) and local rail services. From January 2025, buses across GM will be part of the Bee Network.
- With a distinctive yellow colour scheme and bee logo, the Bee Network has committed to providing people with a sustainable service, enabling them to reduce their own carbon footprint.
- Progress in delivering the Bee Network includes:
 - 100km of new cycling infrastructure in the Bee Active Network.
 - Introduction of a bike hire scheme, known now as Starling Bank Bikes, and over 1,500 bikes are now available to hire.
 - More than 100 zero emission buses now operate in GM, the GM Bus Strategy aims for the full electrification of Greater Manchester's bus fleets (and supporting infrastructure) by 2032, with 50% of the fleet to be zero emission by 2027.
 - Metrolink runs on renewable energy making it one of the most carbon efficient modes of transport per passenger. It has expanded to become the largest light rail network in the UK with services running on seven lines to 93 stops covering nearly 60 miles.
 - The launch of the Bee Network app to make it easier for residents and visitors to Greater Manchester to use sustainable modes of transport to get around. With almost half a million downloads since launching in late 2023, the app is helping to transform access to the network alongside low, affordable flat bus fares introduced here in GM before anywhere else in the country.
- Through GM's Streets for All Strategy, a strong emphasis is being put on reducing traffic and road danger, and on improving the street environment for everyone travelling along, spending time in or living on our streets. This has also included integrating Sustainable Drainage (SuDS) into our streets, so they support nature recovery and climate adaptation as well as active travel.
- There are now over 2000 publicly available EV connectors in Greater Manchester. There are 11,000 privately owned Electric Vehicles, and a similar number of home charging devices.

Natural environment:

- A statutory Local Nature Recovery Strategy has been drafted, setting out how we can create a greener Greater Manchester, enhancing green spaces for nature and for people.
- A Tree and Woodland Strategy – [All Our Trees](#) – has been published by City of Trees, setting out where planting trees can have the greatest benefit. Over 750,000 trees have been planted to date.

- Through the IGNITION project, a Living Lab has been established at Salford University to explore and engage businesses and residents on the benefits of nature-based solutions – including for biodiversity, water management and people on campus.
- In 2020 the Greater Manchester Environment Fund was launched to deploy funding to enhance and create new green spaces for nature and people. It has directed over £4.5m of funding into environmental projects across the city-region, including through the Green Spaces Fund. Through the GMEF, new business models are being developed to capitalize on the opportunities for private investment into the environment, which will come from demand from biodiversity net gain units and voluntary carbon offsetting.
- The Green Social Prescribing Pilot delivered activities to connect people with nature improving people's mental health and wellbeing and the natural environment at the same time.
- Through the Greater Manchester Natural Capital Investment Plan priorities for investment in the natural environment have been identified.
- Through five rounds of the Green Spaces Fund £3m has been allocated to 103 community-led projects that increase the amount and quality of accessible, nature-rich green space across Greater Manchester particularly in the areas most in need.
- The Natural Course project has worked collaboratively to design projects to address the barriers preventing the achievement of 'good ecological status'.
- In 2022, a New National Nature Reserve was declared for the Flashes of Wigan and Leigh, a vast former industrial site.
- An Integrated Water Management Plan was launched between GMCA, Environment Agency and United Utilities in 2022, setting out actions to work together collaboratively to the way we plan for and manage all elements of the water cycle across the city-region.

Circular Economy including Waste

- In 2022 the Sustainable Consumption and Production Plan was launched providing the framework for Greater Manchester's key activities in 4 priority areas: Moving to a Circular Economy, Managing Waste Sustainably, Reducing Food Waste, and Moving to Sustainable Lifestyles.
- The Recycle for Greater Manchester Community Fund, launched in 2021, has funded creative solutions to recycling, repairing and reusing household waste in Greater Manchester. So far 47 projects have been funded including cooking classes, repair cafes and educational workshops.
- The Renew Hub and Shops were launched to help build Greater Manchester's circular economy by reusing and repurposing items donated by residents, which are then sold in the three Renew shops, which has generated income in excess of £1million
- Recycle for Greater Manchester are supporting households to reduce food waste through innovative campaigns including 'Buy, Eat, Keep, Repeat' and 'Plan Your Scraps'.
- There has been work to reduce the use of avoidable single-use plastics including the Plastic Free GM campaign, GM Refill campaign, Public Sector Plastic Pact, and Academia Plastic Pledge.
- 10 schools are trialling being Eco-Refill Shops and Greater Manchester has become a Refill Destination.
- In 2022 the Textiles Circular Economy Business to Business Platform launched to develop a circular economy roadmap for textiles.
- In 2021 Bee Net Zero was launched, a collaborative Greater Manchester programme to support organisations on their journey to becoming net zero.
- A Schools Climate Action Planner has been launched to provide schools with a free, online, action planning tool to reduce their carbon footprint and environmental impact. Helping

students and staff to understand the issues surrounding the climate crisis, learn and build skills for the future.

- A Northwest Net Zero Youth Network has been established as a commitment taken by NW regional Mayors from COP26, with the first public event on 1st October 2022.
- Three phases of behaviour insights research have been completed to understand residents' opinions on climate change and the barriers and challenges that prevent them from acting.

Climate Adaptation

- A joint bid from Greater Manchester Combined Authority and Manchester City Council has been successful in securing funding from the Horizon Europe: Pathways2Resilience (P2R) Programme, which aims to increase the resilience of European regions and communities in the face of climate change. This includes the development of a Climate Adaptation Investment Plan.

Air Quality

- In October 2024 Greater Manchester submitted its investment lead Clean Air Plan (CAP) to government for approval. Progress can be followed on the GM Clean Air website.²⁹
- Since 2019 the number of exceedances of the legal limit for NO₂ has reduced,
 - for LAQM from 59 locations with a maximum annual concentration of 59µg/m³ in 2019 to 12 locations and a maximum concentration of 49.6µg/m³ in 2023.
 - For CAP from 129 location in 2019³⁰ with a maximum of 76 µg/m³ to 64 locations in 2023, with a maximum of 58.6 µg/m³.
- Since 2019 the maximum recorded annual average concentration of MP2.5 has reduced across Greater Manchester from 12 µg/m³ in 2019 to 9 µg/m³ in 2023 which is below Government's 2040 legally binding 2040 target. The minimum concentration in 2019 was 9 µg/m³-which dropped to 6 µg/m³ in 2023.

²⁹ [Greater Manchester Clean Air Plan | Clean Air Greater Manchester \(cleanairm.com\)](https://www.cleanairm.com)

³⁰ CAP monitoring expanded in 2022 to include many more sites for the assurance of modelled results.

Appendix 02: Technical Details to support prior sections

Places for Everyone Joint Development Plan

The Places for Everyone Plan was adopted by each of the 9 participating authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) and took effect on 21 March 2024. The plan and associated documents can be found on the GMCA [website](#). The Places for Everyone Plan forms part of the development plan for each of the 9 participating local authorities and is used to guide planning decisions in each of the authorities (Stockport is developing its own Local Development Plan). The plan is set out in thematic chapters, however many of the issues are cross-cutting, therefore the plan should be read as a whole.

The plan sets out:

- a spatial strategy which seeks to deliver sustainable, inclusive growth. Significant growth is proposed in jobs and housing at the core of the conurbation with the provision of significant new employment opportunities and supporting infrastructure in the northern districts and support for key economic drivers in the south of the conurbation.
- a global target for the nine authorities of just over 2 million sq.m. of new office floorspace and just over 3,500,000 sq.m. of industrial and warehousing floorspace over the plan period.
- a housing requirement of 10,305 homes per annum. The plan also continues to support Greater Manchester's commitment to deliver more affordable housing including ones for social or affordable rent. Local plans will set targets for the provision of affordable housing based on evidence relating to need and viability.

There is a strong focus in the plan on directing new development towards sites within the existing urban area, close to facilities and served by existing infrastructure.

Promoting Sustainable and Inclusive Development

The plan supports wider strategies around sustainability and resilient communities, including around clean air, resource efficiency and underpins Greater Manchester's ambition to be a carbon neutral city-region by 2038. The following policies are most relevant, however other policies in the plan, for example in relation to cycling and walking also contribute.

- JP-S1: Sustainable Development -to help tackle climate change, development should actively seek opportunities to secure net economic, social and environmental gains, utilise sustainable construction techniques and make as much use as possible of suitable previously developed (brownfield) land and vacant buildings to meet development needs
- Policy JP-S2: Carbon and Energy – measures to support our aim of delivering a carbon neutral Greater Manchester no later than 2038, with a dramatic reduction in greenhouse gas emissions
- Policy JP-S3: Heat and Energy Networks - the provision of decentralised energy infrastructure is critical to the delivery of our objectives for low carbon growth, carbon reductions and an increase in local energy generation
- Policy JP-S4: Flood Risk and the Water Environment - an integrated catchment-based approach will be taken to protect the quantity and quality of water bodies and managing flood risk

- Policy JP-S5: Clean Air - a comprehensive range of measures will be taken to support improvements in air quality, focusing particularly on locations where people live, where children learn and play, where there are impacts on the green infrastructure network and where air quality targets are not being met
- Policy JP-S6: Resource Efficiency - the achievement of a circular economy and a zero-waste economy will play a key role in meeting Greater Manchester's ambition of becoming a leading green city region by 2038

Environment

The Plan includes a range of policies designed to protect and enhance our natural environment.

- Policy JP-G1: Landscape Character - development should reflect and respond to the special qualities and sensitivities of the key landscape characteristics of its location
- Policy JP-G2 Green Infrastructure Network – take a strategic approach to the protection, management and enhancement of our Green Infrastructure in order to protect and enhance ecosystem services including flood management, climate change mitigation and adaptation, whilst supporting wider public health benefits, including promotion of active travel, food growing and recreational opportunities
- Policy JP-G3: River Valleys and Waterways - river valleys and waterways will be protected and improved as central components of our Green Infrastructure Network and a vital part of a Nature Recovery Network, making a major contribution to local identity, quality of life and the natural environment
- Policy JP-G4: Lowland Wetlands and Mosslands – protect, enhance and restore the distinctive flat, open landscape and network of habitats of ecologically valuable lowland wetlands and mosslands, with a strong emphasis on reconnecting local communities to the natural and historic environments
- Policy JP-G5: Uplands – protect, enhance and restore our upland areas which contain significant areas of blanket bog priority habitat, Sites of Biological Importance (SBIs), Sites of Special Scientific Interest (SSSIs), Special Areas of Conservation (SACs), Special Protection Areas (SPAs), woodlands and habitats vulnerable to climate change.
- Policy JP-G6: Urban Green Space - ensure there is an appropriate scale, type, quality and distribution of accessible urban green space that can support a high quality of life and other important green infrastructure functions
- Policy JP-G7: Trees and Woodland - aim to significantly increase tree cover, protect and enhance woodland, and connect people to the trees and woodland around them
- Policy JP-G8: A Net Enhancement of Biodiversity and Geodiversity - achieve a measurable net gain in biodiversity of no less than 10%
- Policy JP-G9: The Green Belt - the Green Belt makes up a considerable proportion of land in the Plan area, and it is therefore vital that its various parts play a beneficial role that supports the environmental, social and economic wellbeing of the city region's residents

Improved Air Quality Standards:

The Places for Everyone Plan is a framework for the future development of Greater Manchester setting out the vision and policies for housing, transport, environment, and economy in the region. During the Public Hearings following representations a modification was made by the Planning Inspector to include the 2021 WHO targets for PM2.5 ($5\mu\text{g}/\text{m}^3$ by 2030), instead of the previous

10µg/m³. The plan aims to reduce the emissions of PM2.5 from various sources, such as wood burning stoves, road transport, and industry. The plan also promotes the use of green infrastructure, public transport, and active travel to improve the quality of life and health of the residents.

Other Air Quality Standards

International

The Convention on Long Range Transboundary Air Pollution's amended Gothenburg Protocol (CLRTAP) and the National Emission Ceilings Regulations (2018) (NECR) require the UK to reduce emissions of PM2.5 by 30 per cent compared to emissions in 2005 by 2020 and to stay below this level in each subsequent year until 2029. The NECR also requires the UK to reduce emissions by 46 per cent compared to emissions in 2005 by 2030. In the UK PM2.5 emissions decreased by 41 per cent between 2005 and 2022. Therefore, in 2022, the UK did meet the 30 per cent emission reduction commitment required between 2020 to 2029 as set out in the NECR¹.

Greater Manchester became the UK's first WHO and United Nations Environment Breathe Life region in 2017, showing its commitment to tackle air quality. The campaign calls for governments to achieve the WHO air quality guidelines by 2030, which would halve the number of air pollution related deaths by then. Since signing up to this commitment the WHO guidelines have been revised. The UK government has not committed to achieving the new WHO guidelines, instead in 2023 it introduced new legislation² for fine particulate matter (PM2.5), which sets an annual mean concentration target of 10µg/m³ by 2040, and a population exposure reduction target of 35% by 2040. The government has considered the WHO guidelines and the transboundary sources of PM2.5, which are estimated to contribute more than 60% of the PM2.5 levels in southern England.

National

The UK's two legal air quality regimes: The UK has two sets of air quality regulations, one at the national level and one at the local level. The national regulations follow the EU standards and set limits for several pollutants, such as nitrogen dioxide (NO₂) and particulate matter (PM).

The UK is compliant with all the national limits except for NO₂, which is mainly caused by road traffic. It is for this reason following legal action by Client Earth that Greater Manchester has been directed by the government to bring NO₂ levels within the legal limit in the shortest possible time and by 2026 at the latest.

The local regulations require local authorities to monitor and manage the air quality in their areas and declare air quality management areas (AQMAs) if the limits are exceeded.

PM2.5 targets come under the national-level regime and although not part of the Local Air Quality Management framework, local authorities are expected to support delivery of the national PM2.5 targets by taking action to reduce emissions from sources within their control.

GM's AQ management area was declared in 2016 for nitrogen dioxide and based on a modelled area with an upper limit of 35µg/m³. Since that date all 10 GM authorities have been served with a direction to reduce roadside exceedances to below the legal limit of 40µg/m³ in the shortest possible time and by 2026 at the latest. GM has, subject to government feedback, committed to deliver compliance with NO₂ through an investment-led, non-charging Greater Manchester Clean Air Plan that cleans up the air without harming livelihoods, jobs and businesses.

Ozone (O₃) is a pollutant gas which is not emitted directly from any source in significant quantities but is produced by complex chemical reactions between other pollutants such as nitrogen oxides and volatile organic compounds (NO_x & VOC's) in the presence of sunlight. O₃ is higher in the summer months and can travel long distances. NO_x and VOCs occur from both natural and manmade sources such as transport, combustion process, solvent processes and the overall trend in the rural indicator is a long-term decrease likely driven by reductions in global emissions of NO_x and VOC's³.

GM will continue to work with government to achieve the new England target levels for PM_{2.5} of 10µg/m³ and exposure reduction of 35% by 2040. For the first time in 2023 the external air quality monitoring stations across GM measured an annual mean of less than 10 µg/m³ and we need to work hard to ensure that this improvement is maintained. It is important that everyone is conscious of their contribution to the particulate matter burden in GM. Activities that contribute to the emissions of fine particulate matter to the external air include solid fuel burning stoves, garden bonfires, charcoal BBQ's and Chimineas. According to Defra in 2022 domestic combustion contributed to 29% of the total PM_{2.4} emissions with the majority coming from domestic wood burning.

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Greater Manchester Climate Change Risk Assessment

October 2024

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Executive Summary

The impacts of climate change and the climate emergency are now being felt across the globe, including in the UK. Several extreme events have been attributed to climate change, including the flooding and extreme heat events experienced in Greater Manchester over recent years, such as the 2015 Boxing Day floods, and the July 2022 extreme heatwave; both of which have been found to be more likely to occur because of climate change.

The climate in Greater Manchester has already changed; 5 of the warmest years on record have occurred since 2006, and the most recent decade (2012 to 2021) has been on average 1.0°C warmer than the 1961 to 1990 average. Seasonal rainfall has also changed significantly, with decreasing summer rainfall and increasing winter rainfall.







Climate projections show that for Greater Manchester, we can expect to see:

<p>Warmer, wetter autumns and winters</p> 	<p>More severe drought events</p> 
<p>Hotter and drier summers</p> 	<p>More frequent and intense extreme weather events, including extreme rainfall & heat events</p> 





This is projected to bring the following climate-related impacts:

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Hotter, drier summers

-  **Health**
Increased risk of heat-related health conditions and mortality
-  **Wildfire**
Increased risk of wildfires can damage upland habitats
-  **Nature**
Higher temperatures can increase degradation of peatland
-  **Transport**
Increase of disruption due to heat e.g. rail buckling
-  **Energy demand**
Increase of summer demand for cooling
-  **Energy**
Increased risk of electricity outages from over-heating, with large potential knock-on impacts






Warmer winters

-  **Energy demand**
Reduction of winter demand for heating
-  **Nature**
Increased likelihood of pests surviving winter
-  **Transport**
Reduction of cold weather disruptions to road, rail and aviation
-  **Health**
Some reduction of cold-related health risks


Heavy, more intense rainfall

-  **Infrastructure**
Increased risk of building and structural damage from river flooding
-  **Nature**
Increased disruption to water-based species; water-logging of habitats; soil erosion, and loss of nutrients in soil
-  **Transport**
Increased disruptions and dangerous driving conditions
-  **Water**
Overwhelmed urban drainage systems increase disruption

More severe droughts

-  **Agriculture**
Uncertain changes to crop growth and livestock stress
-  **Water**
Reduced water availability and risks to supplies
-  **Nature**
Low levels of water in watercourses can affect water-based species and the ecosystems they're part of
-  **Energy**
Risks to energy generation from reduced water availability
-  **Wildfire**
Increased risk of wildfire with impacts on nature, people and property, and air quality.

Cross-cutting natural environment risks



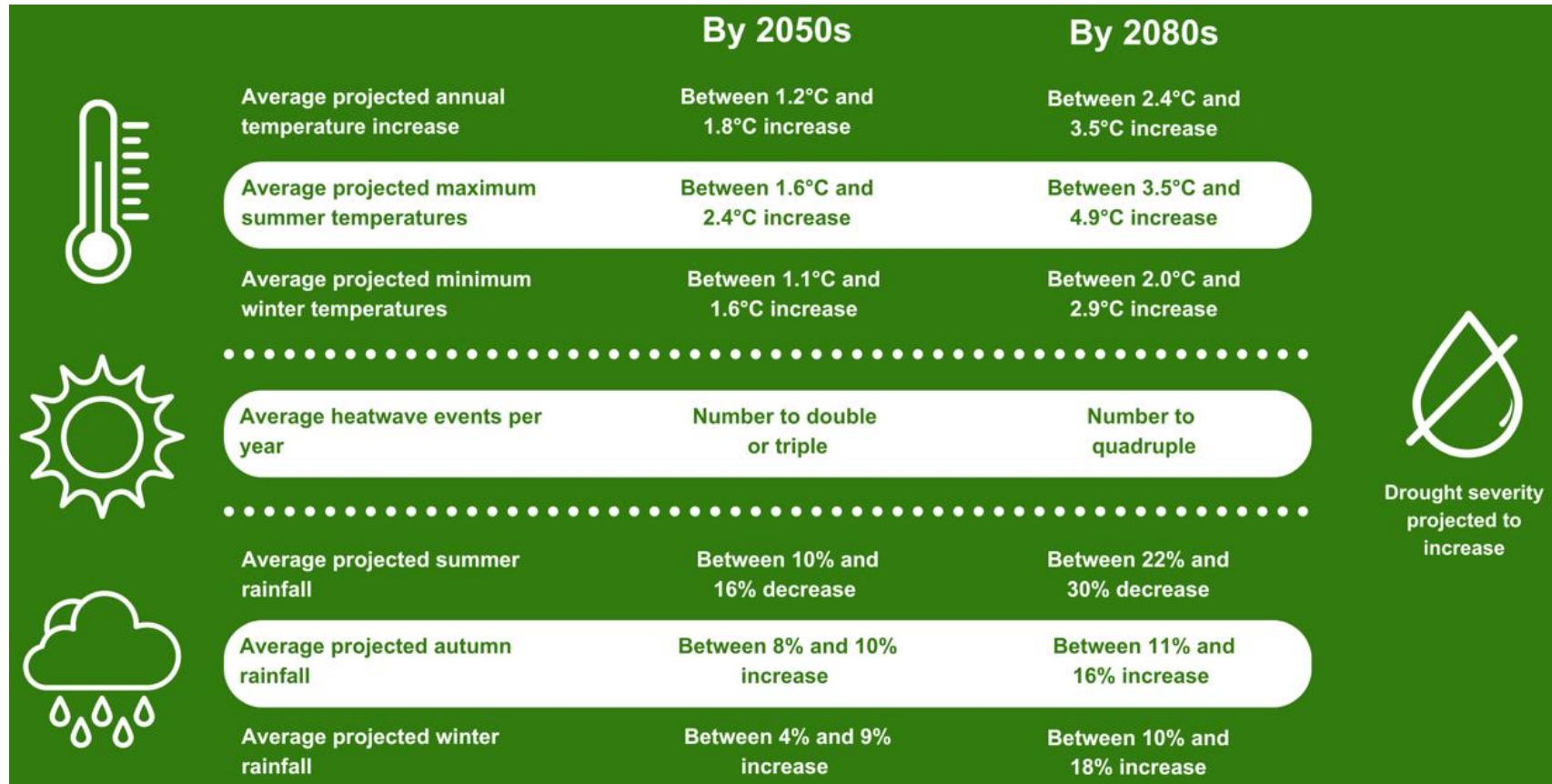
Disruption to the timing of natural cycles and events (e.g. when wildlife migrates or reproduces) which can threaten survival

----->

Creation of, and increases in, potential pathways for invasive species

Climate projections make use of different global greenhouse gas emission scenarios to project a range of potential changes in climate. In Greater Manchester, our climate is projected to change in several ways, shown in the infographic below.^{1, 2}

These changes are relative to the 1981-2010 baseline period.³



¹ Range of values taken from Met Office UK Climate Projections using a medium-high carbon emissions scenario and a high carbon emissions scenario (RCP 6.0 and RCP 8.5). More information can be found at: Met Office (2018) UKCP18 Guidance: Representative Concentration Pathways, [link](#).

² Drought Severity Index is calculated with 12-month rainfall deficits provided as a percentage of the mean annual climatological total rainfall (1981–2000) for that location. It measures the severity of a drought, not the frequency. Higher values indicate more severe drought. It uses Met Office UK Climate Projections 18 (UKCP18) data. [link](#).

³ The range of values are taken from the Met Office UK Climate Projections 18 (UKCP18) data, using a medium-high carbon emissions scenario and a high carbon emissions scenario.

Climate adaptation is one of two key policy responses to climate change, alongside mitigation (or reduction of greenhouse gas emissions). Both adaptation and mitigation are necessary as adaptation is needed to reduce the associated risks of climate change that are now locked in. The first step in ensuring our city-region is well-adapted to the increasing impacts of climate change is to understand the risks and opportunities that we face from a changing climate.

To do this, 63 climate risks and opportunities for Greater Manchester have been identified in the development of this Greater Manchester Climate Change Risk Assessment, across the following themes: Natural Environment; Business and Industry; Infrastructure; Built Environment, Health and Communities; and International Dimensions (which are international in nature but will have some impacts in Greater Manchester).

The UK's Third Climate Change Risk Assessment (UK CCRA3) was used as the primary resource for identifying climate risks and opportunities. Using climate projections data for Greater Manchester, stakeholder workshops and expert input, these were re-assessed for Greater Manchester, including their risk magnitude scores.

Of these 63 climate risks, 14 have been classed as of High or Very High Magnitude for Greater Manchester in the present day, and 27 have been classed as of High or Very High Magnitude by the 2050s (see **Table 1** and **Table 2** below); (**Chapter 3** has the risk descriptions and summary of evidence underpinning the risk magnitude scores for Greater Manchester). It should be noted that risks in the 'International Dimensions' theme in the UK CCRA3 have not been reassessed for Greater Manchester, as these are national-level risks and are unlikely to be influenced greatly by local/regional context and activity. These International Dimensions risks have therefore been included in the GM CCRA using the UK-level CCRA risk magnitude scores.⁴ These are highlighted in grey in the tables below.

This report looks at how our climate in Greater Manchester has already changed, how it is projected to change over the coming decades, and the climate-related risks and opportunities that could be experienced in Greater Manchester as a result of this

⁴ Full information on these climate risks is available in [Chapter 7 of the UK CCRA3](#).

climate change, to develop a Greater Manchester Climate Change Risk Assessment. It has been developed alongside key stakeholders and local experts from across Greater Manchester.

This Greater Manchester Climate Change Risk Assessment is a key part of the evidence base to inform the development of a Climate Change Adaptation Strategy and Action Plan for Greater Manchester. This Strategy and Action Plan will provide the strategic direction to realise our vision of a well-adapted, resilient and climate-ready Greater Manchester, outline appraised adaptation actions, and seek to integrate adaptation into relevant projects, policies and plans.

Table 1. Present day High Magnitude risks and opportunities for Greater Manchester.

Theme	Risk or Opportunity	Risk Magnitude Score
Natural Environment	N1 Risks to terrestrial species and habitats from changing climatic conditions and extreme events, including temperature change, water scarcity, wildfire, flooding, wind, and altered hydrology (including water scarcity, flooding and saline intrusion)	High
	N5 Risks and opportunities for natural carbon stores, carbon sequestration and GHG emissions from changing climatic conditions, including temperature change, water scarcity and wildfires	High
	N12 Risks to freshwater species and habitats from pests, pathogens and invasive species	High
Infrastructure	I1 Risks to infrastructure networks (water, energy, transport, ICT) from cascading failures	High
	I2 Risks to infrastructure services from river, surface water and groundwater flooding	High
	I10 Risks to energy from high and low temperatures, high winds, lightning	High
Health, Communities and Built Environment	H1 Risks to health and wellbeing from high temperatures	High
	H3 Risks to people, communities and buildings from flooding and storms	High
	H7 Risks to health and wellbeing from changes in indoor and outdoor air quality	High
	H9 Risks to food safety and food security	High
Business	B1 Risks to business sites from flooding	High
International Dimensions	ID1 Risks to UK food availability, safety, and quality from climate change overseas	High (UK Score)
	ID9 Risk to UK public health from climate change overseas	High (UK Score)

Theme	Risk or Opportunity	Risk Magnitude Score
	ID10 Risk multiplication from the interactions and cascades of named risks across systems and geographies	High (UK Score)

Table 2. 2050s High Magnitude risks and opportunities for Greater Manchester.⁵

Theme	Risk	Risk Magnitude Score
Natural Environment Page 325	N1 Risks to terrestrial species and habitats from changing climatic conditions and extreme events, including temperature change, water scarcity, wildfire, flooding, wind, and altered hydrology (including water scarcity, flooding and saline intrusion)	High
	N2 Risks to terrestrial species and habitats from pests, pathogens and invasive species	High
	N4 Risk to soils from changing climatic conditions, including seasonal aridity and wetness.	High
	N5 Risks and opportunities for natural carbon stores, carbon sequestration and GHG emissions from changing climatic conditions, including temperature change, water scarcity and wildfires	Very High
	N11 Risks to freshwater species and habitats from changing climatic conditions and extreme events, including higher water temperatures, flooding, water scarcity and phenological shifts.	High
	N12 Risks to freshwater species and habitats from pests, pathogens and invasive species	High
	N18 Risks and opportunities from climate change to landscape character	High

⁵ Assuming a 2°C end-of-century global warming level, compared to pre-industrial levels.

Theme	Risk	Risk Magnitude Score
Infrastructure	I1 Risks to infrastructure networks (water, energy, transport, ICT) from cascading failures	Very High
	I2 Risks to infrastructure services from river, surface water and groundwater flooding	Very High
	I4 Risks to bridges and pipelines from flooding and erosion	High
	I9 Risks to energy generation from reduced water availability	High
	I10 Risks to energy from high and low temperatures, high winds, lightning	High
	I12 Risks to transport from high and low temperatures, high winds, lightning	High
	I13 Risks to digital from high and low temperatures, high winds, lightning	High
Health, Communities and Built Environment	H1 Risks to health and wellbeing from high temperatures	Very High
	H3 Risks to people, communities and buildings from flooding and storms	Very High
	H6 Risks and opportunities from summer and winter household energy demand, (a) Opportunity -winter	High
	H9 Risks to food safety and food security	High
	H12 Risks to health and social care delivery from extreme weather	High
	H15 Social inequalities exacerbated as a result of climate change, with disadvantaged and vulnerable groups facing disproportionate climate impacts	High
Business	B1 Risks to business sites from flooding	High
	B6 Risks to business from disruption to supply chains and distribution networks	Unknown magnitude as difficult to quantify, but High Priority due

Theme	Risk	Risk Magnitude Score
		to potentially very large impacts
	B7 Opportunities for business from changes in demand for goods and services	High
International Dimensions	ID1 Risks to UK food availability, safety, and quality from climate change overseas	High (UK Score)
	ID6 Opportunities from climate change on international trade routes	High (UK Score)
	ID9 Risk to UK public health from climate change overseas	High (UK Score)
	ID10 Risk multiplication from the interactions and cascades of named risks across systems and geographies	High (UK Score)

1. Introduction

Climate adaptation and mitigation

The impacts of climate change and the climate emergency are already being felt across the world, including through the increased frequency and intensity of flooding, droughts and extreme heat events. In Greater Manchester, the flooding and extreme heat events experienced over recent years, such as the 2015 Boxing Day floods, and the July 2022 extreme heatwave, have been made more likely because of climate change^{6,7,8}. These events are projected to become more frequent and intense over the coming decades.

Two policy responses are required to tackle this:

- Mitigation – reducing greenhouse gas emissions to reduce the degree and severity of climate change and its impacts.
- Adaptation – adjusting to actual or expected future climate change, reducing risks and aiming to benefit from any associated opportunities where possible.⁹

Both these responses are crucial, as is the link between them – the greater the progress in mitigation, the fewer adjustments that will be required to be made to a changing climate. However, even if we were to reach net-zero carbon emissions tomorrow, a certain level of climate change is already locked into the global climate system – further global temperature increases, beyond what is already being experienced, are now unavoidable. Adaptation will therefore be needed to reduce the associated risks of climate change. There will be significant costs (both economic and social) from adaptation inaction; that is, where we do not adapt sufficiently to climate change, meaning the negative impacts from climate events will be greater. The annual economic cost of climate change in Greater Manchester has been estimated by the London School of Economics¹⁰ at around 2.5% of our Gross Domestic Product (GDP) by the 2050s, assuming current policies on climate and

⁶ Friederike E L Otto et al 2018 Environ. Res. Lett. 13 024006, [link](#)

⁷ Met Office (2020) Chances of 40°C days in the UK increasing, [link](#).

⁸ Met Office (2022) UK and Global extreme events – Heatwaves, [link](#)

⁹ LSE (2021) What is Climate Change Adaptation? [Link](#)

¹⁰ LSE (2022) What will climate Change Cost the UK? [Link](#)

carbon continue,¹¹ or around 1.7% of GDP under a high mitigation scenario.¹² Adaptation is therefore required to help reduce these costs, and the impacts felt by wider society.

In addition, there is a strong body of evidence that there are potentially high economic benefits from further adaptation for many climate risks and opportunities, with many early adaptation investments delivering high value for money.¹³ **Figure 1** from the UK Climate Change Risk Assessment shows that the benefit-cost ratios often range from 2:1 to 10:1; meaning every £1 invested in climate adaptation could result in £2 to £10 in net economic benefits. The analysis also found that adaptation also often leads to important co-benefits, and that there are benefits from taking further adaptation action for almost every risk assessed in the CCRA report.

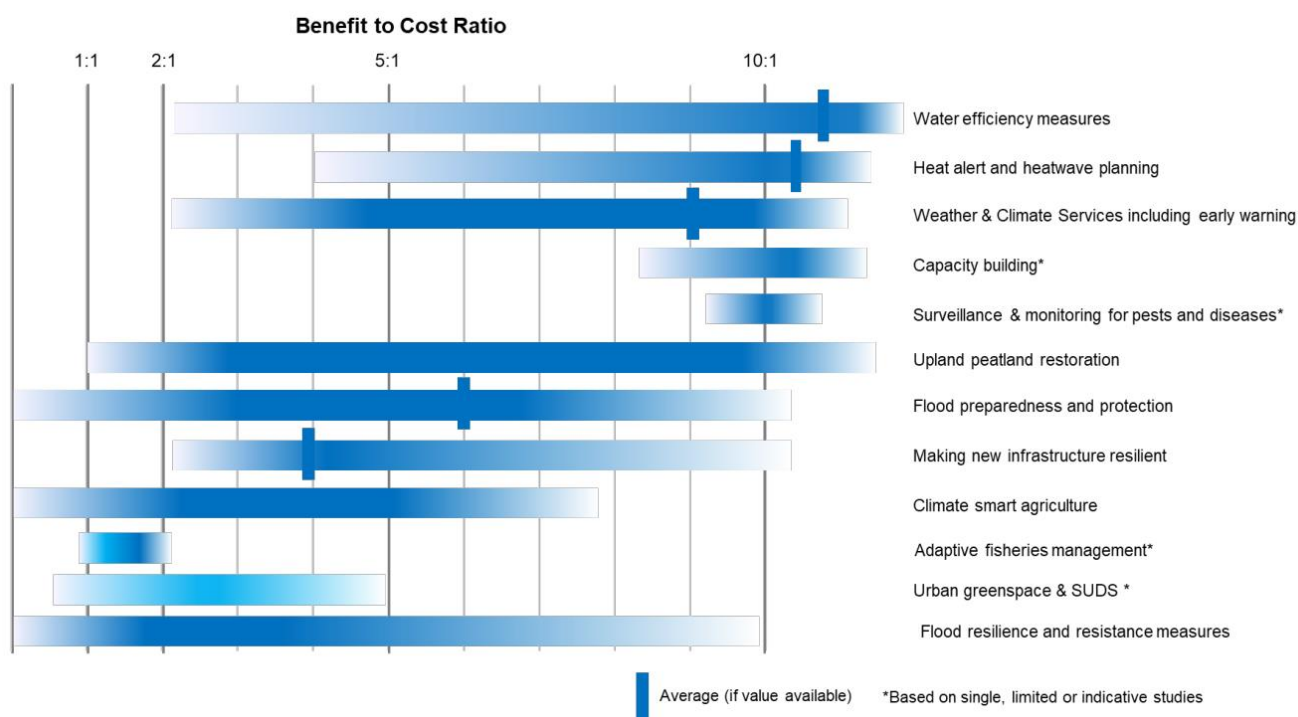


Figure 1. Benefit to Cost ratios for Adaptation for selected measures.¹⁴

¹¹ The 'current policies' scenario is characterised by a lack of climate policy ambition and global coordination. CO2 emissions and global temperatures continue to increase.

¹² The 'high mitigation' scenario is characterised by sustainable action through strong investments in green technologies. Global emissions fall throughout the century and become net-negative after 2075 through carbon dioxide removal; global temperatures increase but by a lower level than in the 'current policies' scenario.

¹³ Watkiss P, Cimato F and Hunt A (2021) Monetary Valuation of Risks and Opportunities in CCRA3. UK Climate Risk, Report to the Climate Change Committee as part of the UK Climate Change Risk Assessment 3. [Link](#)

¹⁴ Notes: Figure shows the indicative benefit: cost ratios and ranges for a number of adaptation measures. It is based on the evidence review undertaken in the CCRA3 Valuation study, which was co-funded by the EU's Horizon 2020 RTD COACCH project (CO-designing the Assessment of Climate Change costs). Vertical bars show where an average Benefit-Cost Ratio (BCR) is available, either from multiple studies or reviews. It is stressed that BCRs of adaptation measures are highly site- and context-specific and there is future uncertainty about the scale of climate change: actual BCRs will depend on these factors.

The purpose of the GM CCRA

The first step in ensuring our city-region is well-adapted to the increasing impacts of climate change is to understand the risks and opportunities that we face from a changing climate. To do this, we need to understand, for Greater Manchester:

- How our climate is already changing.
- How our climate will change in the future.
- What this means for future climate risks and opportunities.

This is the purpose of this Greater Manchester Climate Change Risk Assessment (GM CCRA). It is also important to recognise that the impact of climate risks will be unequal; many climate risks will affect the most vulnerable in our city region the most severely. Climate hazards can interact with and exacerbate risks from other challenges, such as poverty, poor health or poor housing. This has been accounted for in this GM CCRA through desk-based research and stakeholder workshops.

The GM CCRA will form a key part of the evidence base to inform the development of a future Climate Change Adaptation Strategy and Action Plan for Greater Manchester. This Strategy and Action Plan will provide the strategic direction to realise our vision of a well-adapted, resilient and climate-ready Greater Manchester, outline appraised adaptation actions, and seek to integrate adaptation into relevant projects, policies and plans.

Who is this GM CCRA for and how can you use it

This GM CCRA can be used by Local Authorities, public and private sector organisations, infrastructure providers, community groups and residents in Greater Manchester to better understand the relevant climate risks and opportunities across the city-region.

A GM CCRA helps to improve our understanding of how climate risks will be felt locally and allows for a collaborative, coordinated approach to adaptation action to address the climate risks and opportunities identified.

The climate risks and opportunities assessed for Greater Manchester can also be translated into a CCRA specific to an organisation, service area or local area in Greater Manchester, and prioritised based on local/organisational need, context and priorities, to produce a local/organisational CCRA.

How it was developed

This GM CCRA has primarily followed Adaptation Scotland’s Public Sector Climate Adaptation Framework.¹⁵ This framework outlines 5 stages that make up the adaptation process, shown in **Figure 2** below. This GM CCRA forms a key part of Stage 2: ‘Understand the impacts of climate change’, and will be a key input used to inform Stage 3: ‘Identify and prioritise actions’.

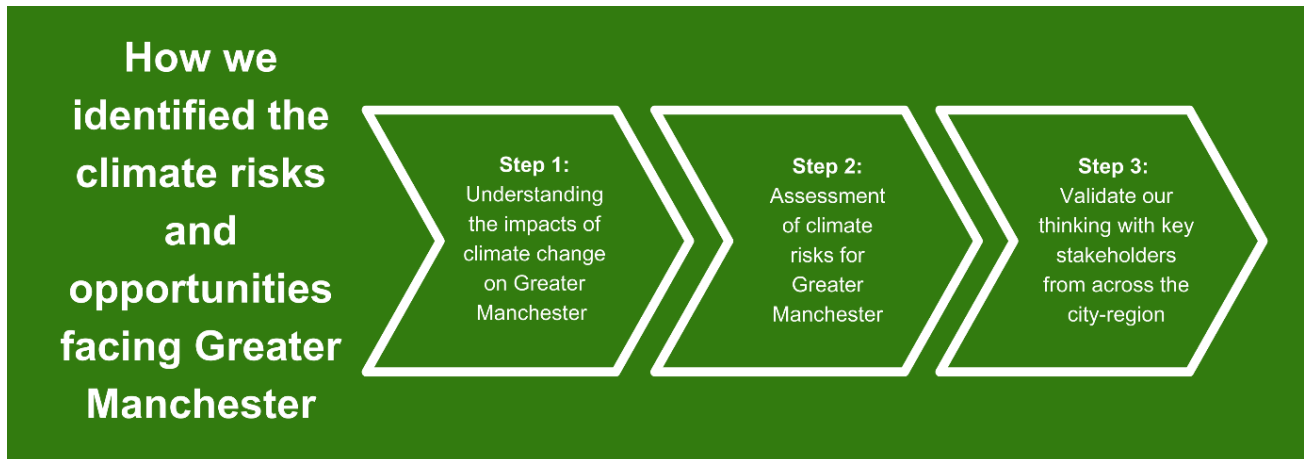


Figure 2. Adaptation Framework.

The GM CCRA has drawn upon national resources, stakeholder engagement and regional and local evidence to identify 63 climate-related risks and opportunities of

¹⁵ Adaptation Scotland (2020) Public Sector: The Framework, [link](#)

relevance to GM. The assessment has assigned risk magnitude scores ranging from low to very high for both present-day risk and risk by the 2050s, under a 2°C Global Warming Level.¹⁶ A brief methodology is outlined below, with the full methodology in Appendix A: Methodology.



Step 1: Understanding the impacts of climate change

Research was undertaken to understand how past weather events have impacted Greater Manchester, and therefore how similar events may impact us in the future as they become more frequent or intense due to climate change.

The evidence base for how the climate is projected to change in Greater Manchester was developed, primarily using the UK's Third Climate Change Risk Assessment (UK CCRA3), [Met Office UKCP18 data](#), alongside GMCA-commissioned data, [Climate Just](#) and others.

Step 2: Assessment of climate risks for Greater Manchester

The UK CCRA3 was used as the primary resource for identifying climate risks and opportunities.¹⁷ Using understanding developed in Step 1, alongside desk-based research, stakeholder workshops and expert input, these UK climate risks were reassessed for Greater Manchester.¹⁸ This involved assessing relevant evidence to

¹⁶ 2°C increase in Global Warming Level by 2100 compared to pre-industrial levels. This mirrors the approach taken in the UK CCRA3.

¹⁷ The UK CCRA3 is the national climate change risk assessment, developed by the Climate Change Committee. A UK CCRA is developed every 5 years; the Third UK CCRA was published in 2021.

¹⁸ Risks in the 'International Dimensions' theme in the UK CCRA3 have not been reassessed for Greater Manchester, as these are national-level risks and are unlikely to be influenced greatly by local/regional context, activity and/or policy. These International Dimensions risks have therefore been included in the GM CCRA using the UK-level CCRA risk magnitude scores from the UK CCRA3.

understand the impacts of these risks and opportunities, and their appropriate risk magnitude score, specific to Greater Manchester. This resulted in the development of the GM CCRA Evidence Base report [\(link to report TBC\)](#).

Climate risks and opportunities, as well as their risk magnitude scores, were then identified for Greater Manchester.

Step 3: Validate with stakeholders

The climate risks and opportunities identified for Greater Manchester, and their risk magnitude scores, were confirmed with further discussions with key stakeholders.

2. How has our climate changed already?

About Greater Manchester

Greater Manchester is located in the North-West region of England, which includes Cheshire, Merseyside, Greater Manchester, Lancashire and Cumbria.¹⁹ The range of topography and altitude in North-West England provides a varied climate. Southern and Western areas of Greater Manchester are lower-lying, with Northern and Eastern areas of the city-region at higher elevations (**Figure 3**).

Greater Manchester has a mean annual temperature of around 10°C, with slightly cooler temperatures in upland areas. These upland areas also receive high levels of rainfall (around 1100mm/year), with lower lying areas receiving less rainfall, including the large urban area of Manchester, which receives around 800mm of rainfall/year.²⁰

North-West England is also a relatively exposed area of the UK and experiences strong winds, with the strongest coming off the Irish Sea, often during the winter period.

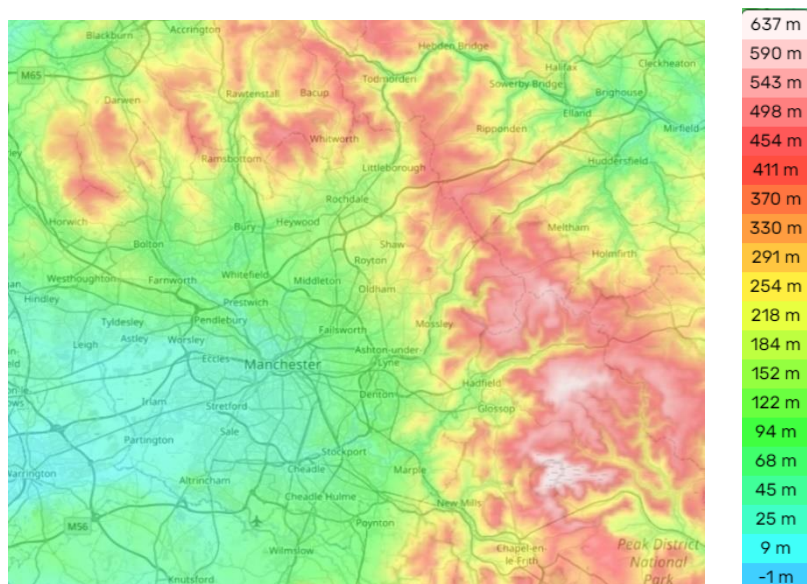


Figure 3. Greater Manchester topographic map.²¹

¹⁹ Met Office (2019) North West England & Isle of Man: climate. [Link](#)

²⁰ Met Office: UK Climate Averages. [Link](#)

²¹ Topographic Map website: Greater Manchester topographic map, [link](#)

Climate baseline summary

Greater Manchester has a generally temperate climate, with cool, wet winters and warm, drier summers. **Figure 4** shows the mean monthly temperature and mean monthly rainfall for two climate stations in Greater Manchester: Stockport and Rochdale (southern and northern Greater Manchester, respectively), for the period 1981-2010.

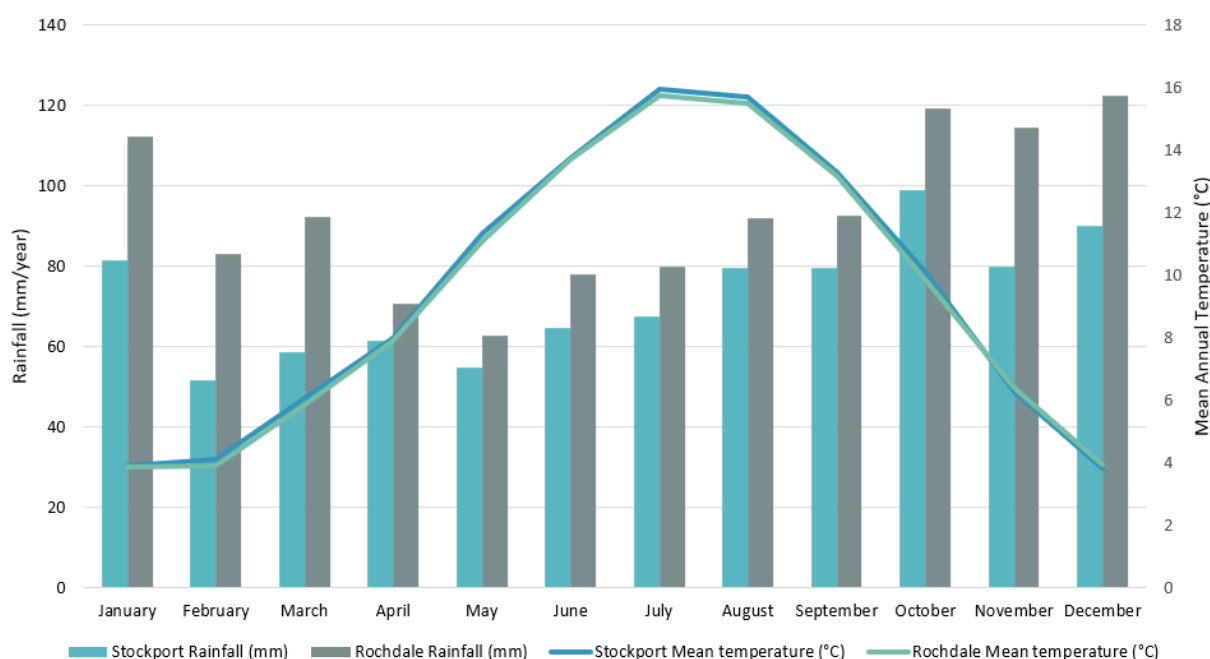


Figure 4. Climate averages for Stockport and Rochdale climate stations, Greater Manchester, for the period 1981-2010.²²

Observed Climate Trends

The five warmest years on record in Manchester have all occurred since 2006 (shown in **Figure 5**). For the UK, the most recent decade (2012 to 2021) has been on average 1.0°C warmer than the 1961 to 1990 average.²³

²² Met Office – UK Climate averages, Woodford climate station. [Accessed here.](#)

²³ UK Government Department for Energy Security and Net Zero (2023) Climate Change Explained, [link](#)

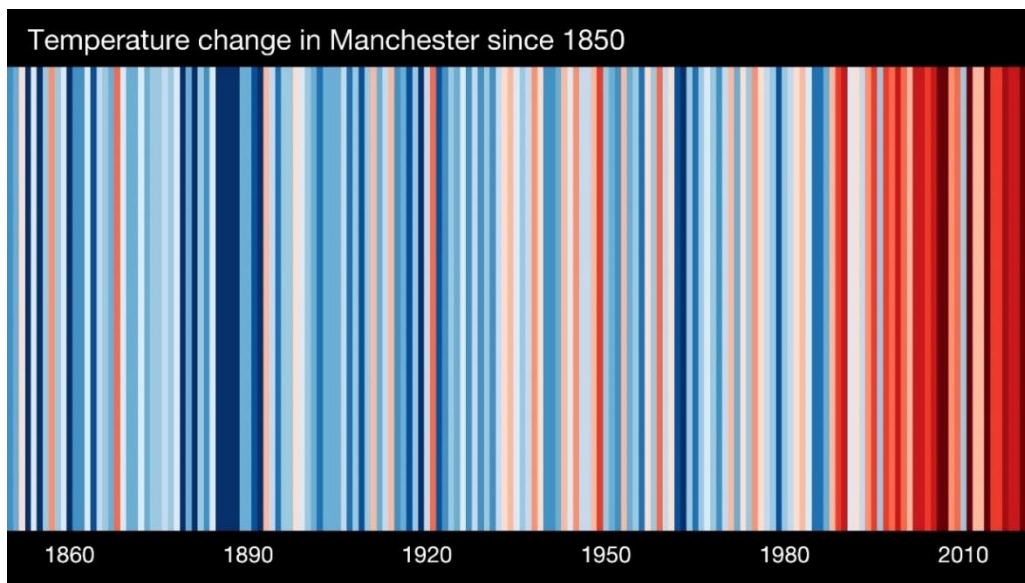


Figure 5. Temperature change in Manchester for period 1850 to 2022; relative to average of 1971-2000.²⁴

Historical climate data shown below is from the Ringway climate data station in south Manchester. This station closed in 2004, and therefore data is only presented up to 2004. No other historic climate data stations exist in Greater Manchester.

This data shows that observed mean annual temperatures increased substantially (by nearly 1.5°C) over the period 1961-2004 (**Figure 6**), with average annual rainfall also seeing some increase over the same period (**Figure 7**).²⁵

²⁴ Climate Stripes, National Centre for Atmospheric Science, University of Reading, [Accessed here](#)

²⁵ Met Office Historic Station Data: Ringway, Location: 53.356, -2.279; Opened: 1946, Closed: 2004. [Accessed here.](#)

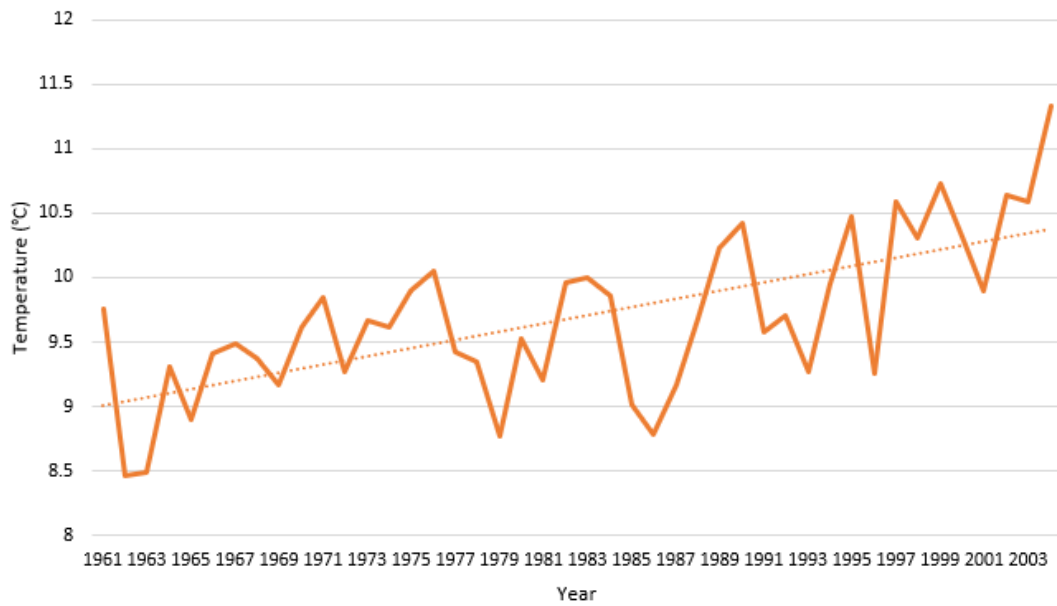


Figure 6. Historical Average Annual Temperature in Manchester (1961-2004).

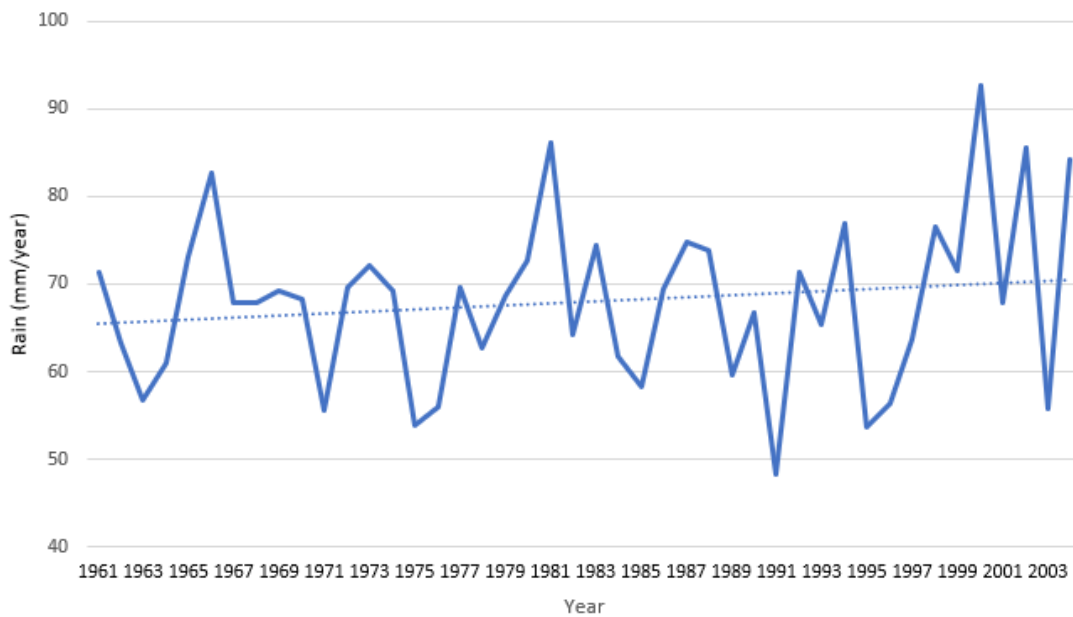


Figure 7. Historical Average Annual Rainfall in Manchester (1961-2004).

Whilst historical average annual rainfall shows a modest increase over the same period, by around 5mm or ~7%, annual rainfall can mask the significant changes observed in *seasonal* rainfall. Met Office climate observations (**Figure 8**) show that winter precipitation has increased by between 10 and 50% across Greater Manchester, for the period 1961-2006; over the same period, summer precipitation

has decreased by between 10 and 25% across much of Greater Manchester and North-West England.²⁶

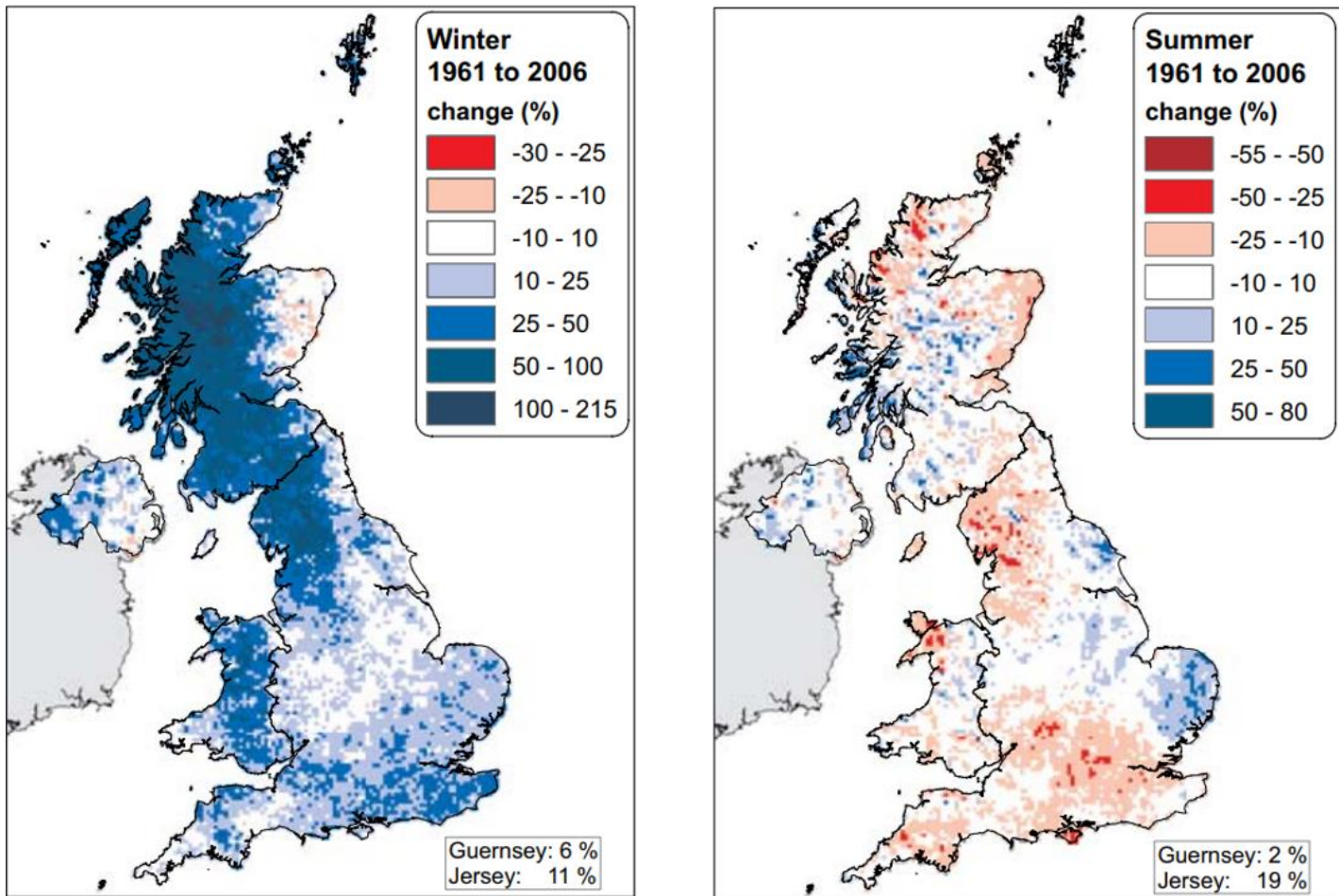


Figure 8. Percentage change in total precipitation amount from 1961-2006 based on a linear trend, for the winter season (left) and summer season (right).

Similarly, average annual temperatures show a direction of travel, but it is also important to understand how maximum and minimum temperatures have changed, as these often have a greater impact on human health, society and the natural environment. **Figure 9** and **Figure 10** show the observed average summer maximum temperatures and average minimum winter temperatures from the Met Office Historic Climate Station in Manchester – both of which have increased

²⁶ Jenkins, G.J., Perry, M.C., and Prior, M.J. (2008). The climate of the United Kingdom and recent trends. Met Office Hadley Centre, Exeter, UK. [Accessed here](#).

significantly over the period 1961-2004. Average summer maximum temperatures are now almost 1.5°C hotter over this period, and average winter minimum temperatures have increased by over 1°C.

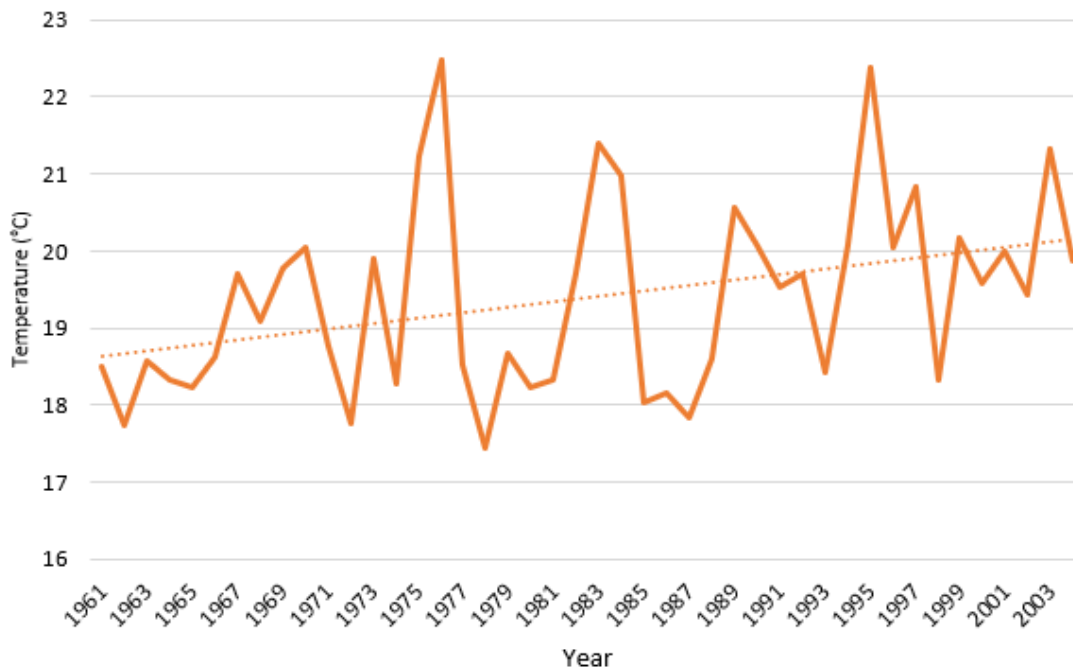


Figure 9. Historical Average Maximum Summer Temperatures in Manchester (1961-2004).



Figure 10. Historical Average Minimum Winter Temperatures in Manchester (1961-2004).

A summary of recent, significant weather-related historical events in Greater Manchester can be found in Appendix B: Summary of past weather-related events in Greater Manchester.

3. How will our climate change in the future?

This section presents the summary of climate projections for Greater Manchester.

Our future climate will be determined by current and future global greenhouse gas emissions. According to [Met Office UK Climate Projections \(UKCP18\)](#), as a result of climate change Greater Manchester can expect to see:

How the climate is projected to change in Greater Manchester

- Warmer, wetter autumns and winters (thermometer icon)
- Hotter and drier summers (sun icon)
- More severe drought events (sun and plants icon)
- More frequent and intense extreme weather events, including extreme rainfall & heat events (cloud and rain icon)

This UKCP18 climate projections data is available for different future time horizons, and for different global greenhouse gas emissions scenarios (i.e. how much global greenhouse gas is emitted over the coming decades).

Future global greenhouse gas emissions, or ‘Emissions Scenarios’, can also be expressed as ‘Representative Concentration Pathways’ (RCPs).²⁷ Different RCPs assume different emissions of greenhouse gases to the end of the 21st century. They include a wide range of assumptions regarding population growth, economic development, technological innovation and attitudes to social and environmental sustainability.

²⁷ Met Office (2018) UKCP18 Guidance: Representative Concentration Pathways [link](#)

For the purpose of this CCRA, we have assessed climate projections (UKCP18)²⁸ for the following time horizons and global emissions scenarios:

- The 2040s, 2050s and 2080s time horizons
- A 'medium-high' greenhouse gas emissions scenario (RCP 6.0) and a 'High' emissions scenario (RCP 8.5).

Any changes are relative to the 1981-2010 baseline period.

More detail on the global emissions scenarios, the rationale behind the selected emissions scenarios, and the rationale for the chosen time periods, is in Appendix D: Information on climate projections. In summary, it is good practice to select a range of emissions scenarios because future greenhouse gas emissions are unpredictable. This assessment has used the medium-high (RCP 6.0) emissions scenario as this scenario most closely aligns to the estimated end-of-century global temperature increases that will be experienced if current national climate policies around the world are assumed.²⁹ This assessment has also used the high (RCP 8.5) emissions scenarios, as this provides an upper range within which climate change is projected to take place.

It is also good practice to select mid-century time horizons to align with medium (2040s) and longer-term (2050s) regional plans, alongside an end of century time horizon (2080s) which helps show the full available extent of projected climate change associated with each emissions scenario.

The infographic in the section below, and Table 8 in Appendix C: Greater Manchester Climate Projections, shows the climate projections summary for Greater Manchester, for the baseline period 1981-2010, and then for the 2040s, 2050s and 2080s time horizons, under both the medium-high (RCP 6.0) and high (RCP 8.5) emissions scenarios.

More detail on how the climate is projected to change in Greater Manchester, including spatial maps of this data, is [available here \(GM dashboard link TBC\)](#).

²⁸ Data taken from UKCP18 Probabilistic Projections, Median Values (50th percentile)

²⁹ Estimates based on the assumption of current national climate policies suggest a median warming level in the region of 2.7°C by 2100, compared to pre-industrial levels (see Figure 1B), [Link](#).

Projections for a range of Climate Indicators

Climate projections data for key climate indicators are shown below for Greater Manchester. **Table 8 in Appendix C: Greater Manchester Climate Projections** gives Greater Manchester’s climate projections for a wider range of climate indicators.

How the climate is projected to change in Greater Manchester*

Page 343

*relative to 1981-2010 baseline period

Range of values taken from Met Office UK Climate Projections using a medium-high carbon emissions scenario and a high carbon emissions scenario.



Drought severity projected to increase

	By 2050s	By 2080s
Average projected annual temperature increase	Between 1.2°C and 1.8°C increase	Between 2.4°C and 3.5°C increase
Average projected maximum summer temperatures	Between 1.6°C and 2.4°C increase	Between 3.5°C and 4.9°C increase
Average projected minimum winter temperatures	Between 1.1°C and 1.6°C increase	Between 2.0°C and 2.9°C increase
Average heatwave events per year	Number to double or triple	Number to quadruple
Average projected summer rainfall	Between 10% and 16% decrease	Between 22% and 30% decrease
Average projected autumn rainfall	Between 8% and 10% increase	Between 11% and 16% increase
Average projected winter rainfall	Between 4% and 9% increase	Between 10% and 18% increase

Projections on other climate hazards, including drought severity, river flooding risk and surface water flooding risk, are available in a different format to that used in the infographic above, and in Table 8. For example, drought severity projections are available under different global warming levels (GWL) (i.e. the global temperature increases that may be observed by the end of the century, compared to pre-industrial levels), rather than global greenhouse gas emissions scenarios, and river and surface water flooding projections are available from GMCA-commissioned projects, rather than directly from UKCP18 data. For this reason, these climate hazards are presented separately below.

Projections for Drought Severity

The Drought Severity Index (DSI) measures the severity of a drought, not the frequency.^{30,31} **Higher values indicate more severe drought.** DSI projections in **Table 3** are shown for an end-of-century global warming level (GWL) of 2°C and 4°C.

Projections are also shown for the Lake District as Greater Manchester gets a majority of its drinking water from this area, with much of the remainder from local sources.

For context, the highest DSI value for the 2°C global warming level is 20% in south-west England, and for the 4°C global warming level is 17% in south-west England.

Table 3. Drought Severity Index projections for Greater Manchester and wider North-West England.

Location	Baseline (1981-2000)	DSI (GWL 2°C)	DSI (GWL 4°C)
North-East Greater Manchester	5%	14%	13%
North-West Greater Manchester	6%	7.5%	8%
South-West Greater Manchester	6%	6%	8%

³⁰ Met Office Climate Data Portal (2024) Drought Severity Index, 12-Month Accumulations - Projections, [link](#)

³¹ DSI is not threshold based, but rather, it is calculated with 12-month rainfall deficits provided as a percentage of the mean annual climatological total rainfall (1981–2000) for that location.

South-East Greater Manchester	6%	6%	8%
Lake District (major reservoir locations for Greater Manchester)	6-7%	8-9%	8-11%

Projections using the Drought Severity Index are also shown spatially in

Figure 11 below, assuming a 2°C global warming level.

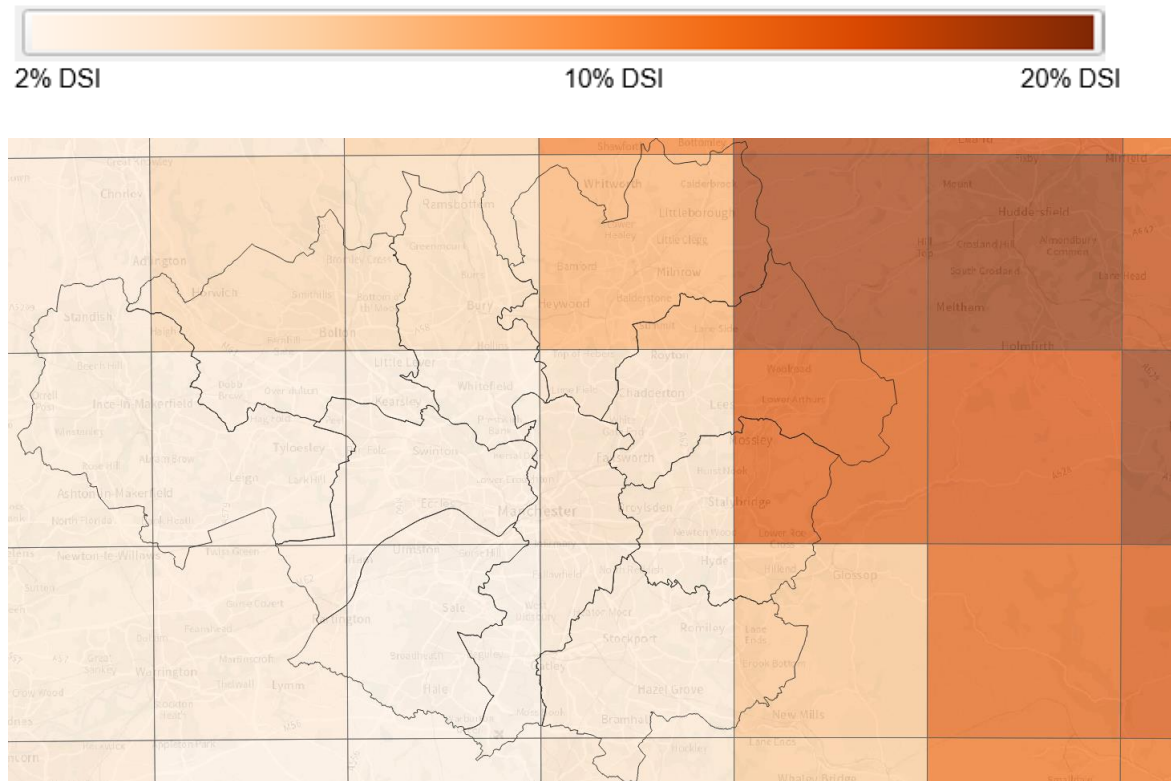


Figure 11. Projected 2050s Drought Severity Index under a 2°C Global Warming Level for Greater Manchester and surrounding areas.

Projections for River Flooding risk

Projected river flooding risk under different climate change scenarios has been modelled through a GMCA-commissioned project.

River flooding risk with both a 35% increase in peak river flow due to climate change by the 2070s, and a 70% increase in peak river flow by the 2070s, have been modelled (based on Environment Agency climate change allowances using medium and high emissions scenarios, respectively).^{32,33}

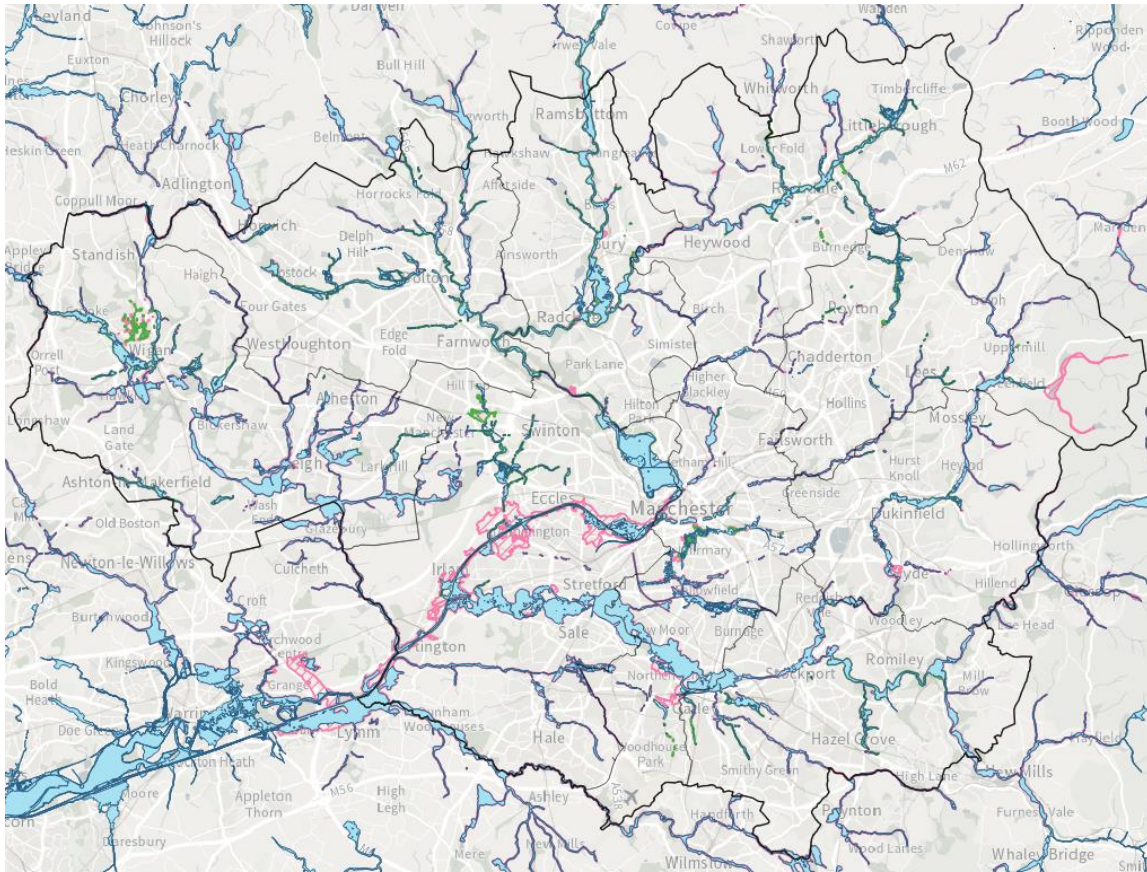
This shows projected future river flooding extents over and above present day/baseline river flooding risk zones, for the time horizon 2070s.

Figure 12 shows these projected river flooding extents and has modelled *including* the flood defences (“Defended”) and modelled *excluding* these flood defences (“Undefended”) for a worst-case scenario.

This shows significant potential additional river flooding impacts in central Wigan, the Salford-Trafford border, south and central Manchester, and the east of Oldham.

³² Map available from mappingGM.org.uk

³³ This work considered the 35% and 70% allowances as that was the previous guidance. EA peak river flow allowances guidance for Management Catchment Areas were updated in 2022. Current guidance recommends looking at the Central and Higher allowances for a strategic understanding of risk. At site level this is then based on type of land use. All of the Higher allowances in the current guidance fall within the previous allowance values of 70%.



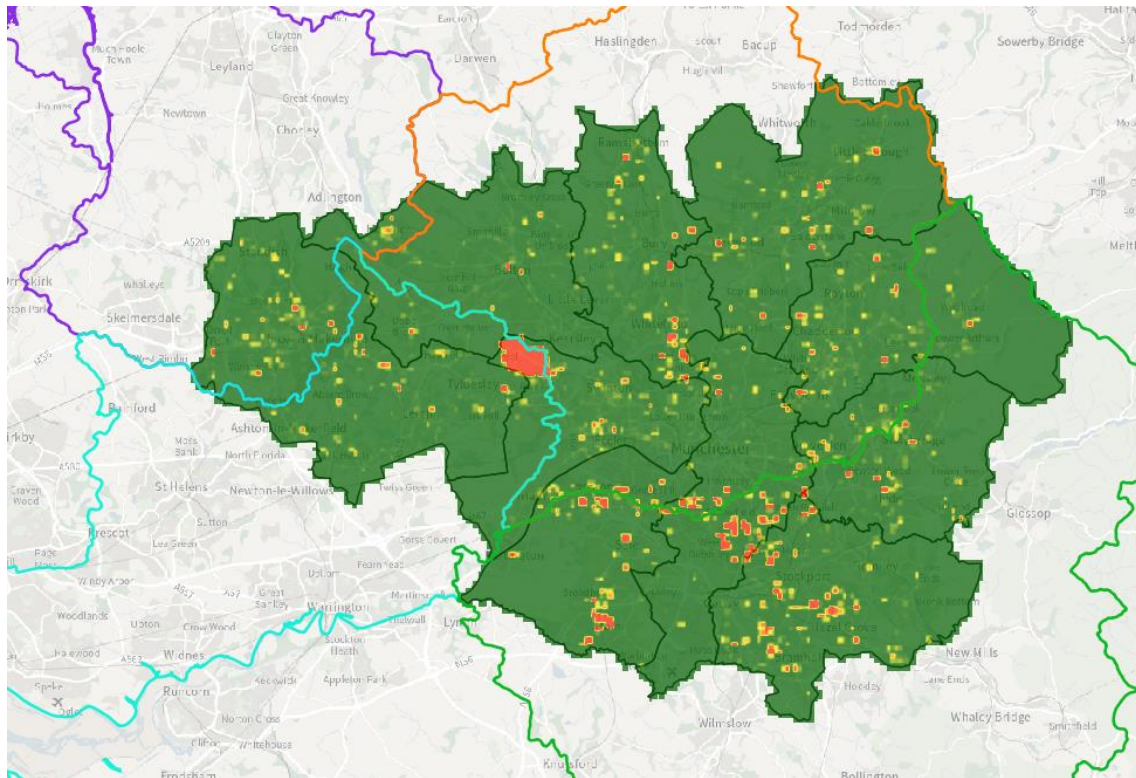
- RoFRS_Baseline_Flood_Zone_2_AEP 0.1%_Undef
- RoFRS_Baseline_Flood_Zone_3_AEP 1%_Undef
- RoFRS_CC35% Flow Increase_Undef_Extent (AGMA) 2070s
- RoFRS_CC35% Flow Increase_Def_Extent (AGMA) 2070s
- RoFRS_CC70% Flow Increase_Undef_Extent (AGMA) 2070s
- RoFRS_CC70% Flow Increase_Def_Extent (AGMA) 2070s

Figure 12. Projected river flooding extent in Greater Manchester under medium and high emissions scenarios (2070s).

Projections for Surface Water Flooding risk

Using a GMCA-commissioned model estimating present-day surface water flood risk at a granular level, a spatial indication of present-day surface water flood risk has been developed (see **Figure 13**).³⁴ More details can be found in Appendix D: Information on climate projections.

³⁴ JBA Consulting for GMCA: Flood Risk Heat Mapping



- ▭ Douglas MCA
- ▭ Irwell MCA
- ▭ Mersey Lower MCA
- ▭ Mersey Upper MCA

Figure 13. Surface water flooding hotspot areas (present day) with Management Catchment Areas shown.

Surface water flooding risk depends on a range of factors, including: ground conditions (how waterlogged the ground is prior to a rainfall event); extent of impermeable surfaces; drainage capacity or blocked drains, and topography of the land.

Projecting future surface water flooding risk is difficult as it depends on a combination of these factors. **Intense rainfall** is a key driver of surface water flooding. Therefore, to get an understanding of future surface water flooding risk in Greater Manchester, we also need to understand how rainfall intensity is projected to change over the 21st century.

Environment Agency climate change allowances³⁵ (CCA) are predictions of anticipated change for peak river flow and **peak rainfall intensity** in the future, under different climate change scenarios.^{36, 37} **Table 4** shows the projected percentage increases in peak rainfall intensity for the four Management Catchment

³⁵ Environment Agency (2022) Climate Change Allowances: peak rainfall intensity, [link](#)

³⁶ Climate Change Allowances (peak river flow allowances) data available from [link](#)

³⁷ The central allowance is based on the 50th percentile; upper end allowance is based on the 95th percentile

Areas (MCA) in and around Greater Manchester, for the Central and Upper end climate change allowance and for the 2050s time period.

Table 4. Peak Rainfall Allowances for relevant Management Catchment Areas by the 2050s.

Scenario	Irwell MCA	Upper Mersey MCA	Lower Mersey MCA	Douglas MCA
Central, 3.3% Annual Exceedance Rainfall Event	+25%	+20%	+20%	+25%
Upper End, 3.3% Annual Exceedance Rainfall Event	+35%	+35%	+35%	+35%
Central, 1% Annual Exceedance Rainfall Event	+25%	+25%	+25%	+25%
Upper End, 1% Annual Exceedance Rainfall Event	+40%	+40%	+40%	+40%

This increase in peak rainfall intensity across these Management Catchment Areas will bring significant associated surface water flooding risks for Greater Manchester, in particular in existing surface water hotspot areas.

4. What are the risks and opportunities from climate change for Greater Manchester?

In light of the projected future changes to Greater Manchester's climate and to make an assessment of the risks and opportunities this will bring, we have drawn upon national resources (primarily the UK CCRA3),³⁸ stakeholder engagement and regional and local evidence to identify 63 climate-related risks and opportunities of relevance to Greater Manchester (of which, 10 relate to International Dimensions, which are international in nature but will have some impacts in Greater Manchester). The assessment has assigned risk magnitude scores ranging from low to very high for both present-day risk and risk by the 2050s, under a 2°C Global Warming Level.³⁹ Of those 63, the spread of climate risks and opportunities by risk magnitude score and theme, for the time horizon 2050s, are shown in **Figure 14** below.

The assessment has incorporated evidence from desk-based research and stakeholder workshops to better understand how climate hazards may impact different communities and demographics in Greater Manchester, our regional natural environment, infrastructure, economy, and wider society, and therefore assign risk magnitude scores appropriate for Greater Manchester to each risk or opportunity. A summary of this evidence for each climate risk and opportunity is available in the Greater Manchester Climate Risks Evidence Report ([link to report TBC](#)).

The 63 risks and opportunities have been categorised using the same themes as the UK CCRA3, namely:

- Natural Environment and Assets
- Infrastructure
- Health, Communities and the Built Environment, and
- Business and Industry

³⁸ Climate Change Committee (2021) Third UK Climate Change Risk Assessment (UK CCRA3), [link](#)

³⁹ 2°C increase in Global Warming Level by 2100 compared to pre-industrial levels; this was used in the UK CCRA3 assessment.

- International Dimensions

It should be noted that risks in the ‘International Dimensions’ theme in the UK CCRA3 have not been reassessed for Greater Manchester, as these are national-level risks and are unlikely to be influenced greatly by local/regional context, activity and/or policy. These International Dimensions risks have therefore been included in the GM CCRA using the UK-level CCRA risk magnitude scores.⁴⁰

Those risks or opportunities with a ‘High’ or ‘Very High’ risk magnitude score are classed as High Magnitude risks and opportunities. High Magnitude risks and opportunities for Greater Manchester in the present day are shown in **Table 5**, and for the 2050s (assuming an end-of century Global Warming Level of 2°C) in **Table 6**.

More detail can be found in the Methodology section in Appendix A: Methodology.

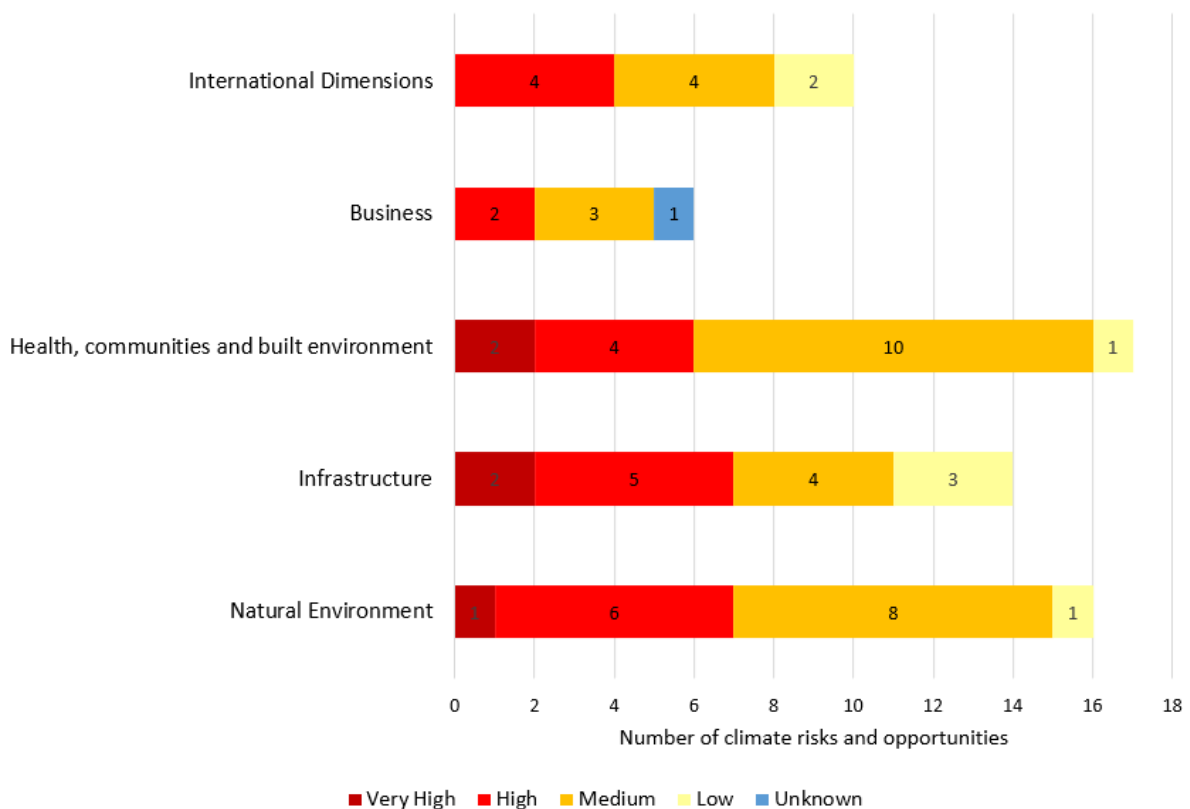


Figure 14. Spread of Greater Manchester climate change risks and opportunities by risk score and theme (2050s).

⁴⁰ Full information on these climate risks is available in [Chapter 7 of the UK CCRA3](#).

High Magnitude Climate Risks and Opportunities for Greater Manchester

Climate risks and opportunities with a 'High' or 'Very High' risk magnitude score are shown in **Table 5** (present day) and **Table 6** (2050s) below. There are 14 identified High Magnitude climate risks for Greater Manchester in the present day, rising to 27 High Magnitude climate risks by the 2050s.

The full list of all 63 climate risks and opportunities in **Table 7** includes a description of each risk and a brief summary of the rationale for each risk magnitude score for Greater Manchester. The full evidence base that underpins this rationale for the risk scoring for Greater Manchester can be found in the Greater Manchester Climate Risks Evidence Report [\(link to report TBC\)](#).

Table 5. Present day High Magnitude risks and opportunities for Greater Manchester.

Theme	Risk or Opportunity	Risk Magnitude Score
Natural Environment	N1 Risks to terrestrial species and habitats from changing climatic conditions and extreme events, including temperature change, water scarcity, wildfire, flooding, wind, and altered hydrology (including water scarcity, flooding and saline intrusion)	High
	N5 Risks and opportunities for natural carbon stores, carbon sequestration and GHG emissions from changing climatic conditions, including temperature change, water scarcity and wildfires	High
	N12 Risks to freshwater species and habitats from pests, pathogens and invasive species	High
Infrastructure	I1 Risks to infrastructure networks (water, energy, transport, ICT) from cascading failures	High
	I2 Risks to infrastructure services from river, surface water and groundwater flooding	High
	I10 Risks to energy from high and low temperatures, high winds, lightning	High
Health Communities and Built Environment	H1 Risks to health and wellbeing from high temperatures	High
	H3 Risks to people, communities and buildings from flooding and storms	High
	H7 Risks to health and wellbeing from changes in indoor and outdoor air quality	High
	H9 Risks to food safety and food security	High
Business	B1 Risks to business sites from flooding	High
International Dimensions	ID1 Risks to UK food availability, safety, and quality from climate change overseas	High (UK Score)
	ID9 Risk to UK public health from climate change overseas	High (UK Score)

Theme	Risk or Opportunity	Risk Magnitude Score
	ID10 Risk multiplication from the interactions and cascades of named risks across systems and geographies	High (UK Score)

Table 6. 2050s High Magnitude risks and opportunities for Greater Manchester

Theme	Risk	Risk Magnitude Score
Natural Environment	N1 Risks to terrestrial species and habitats from changing climatic conditions and extreme events, including temperature change, water scarcity, wildfire, flooding, wind, and altered hydrology (including water scarcity, flooding and saline intrusion)	High
	N2 Risks to terrestrial species and habitats from pests, pathogens and invasive species	High
	N4 Risk to soils from changing climatic conditions, including seasonal aridity and wetness.	High
	N5 Risks and opportunities for natural carbon stores, carbon sequestration and GHG emissions from changing climatic conditions, including temperature change, water scarcity and wildfires	Very High
	N11 Risks to freshwater species and habitats from changing climatic conditions and extreme events, including higher water temperatures, flooding, water scarcity and phenological shifts.	High
	N12 Risks to freshwater species and habitats from pests, pathogens and invasive species	High
	N18 Risks and opportunities from climate change to landscape character	High

Theme	Risk	Risk Magnitude Score
Infrastructure	I1 Risks to infrastructure networks (water, energy, transport, ICT) from cascading failures	Very High
	I2 Risks to infrastructure services from river, surface water and groundwater flooding	Very High
	I4 Risks to bridges and pipelines from flooding and erosion	High
	I9 Risks to energy generation from reduced water availability	High
	I10 Risks to energy from high and low temperatures, high winds, lightning	High
	I12 Risks to transport from high and low temperatures, high winds, lightning	High
	I13 Risks to digital from high and low temperatures, high winds, lightning	High
Health, Communities and Built Environment	H1 Risks to health and wellbeing from high temperatures	Very High
	H3 Risks to people, communities and buildings from flooding and storms	Very High
	H6 Risks and opportunities from summer and winter household energy demand, (a) Opportunity - winter	High
	H9 Risks to food safety and food security	High
	H12 Risks to health and social care delivery from extreme weather	High
	H15 Social inequalities exacerbated as a result of climate change, with disadvantaged and vulnerable groups facing disproportionate climate impacts	High
Business	B1 Risks to business sites from flooding	High
	B6 Risks to business from disruption to supply chains and distribution networks	Unknown magnitude as difficult to quantify, but High Priority due

Theme	Risk	Risk Magnitude Score
		to potentially very large impacts
	B7 Opportunities for business from changes in demand for goods and services	High
International Dimensions	ID1 Risks to UK food availability, safety, and quality from climate change overseas	High (UK Score)
	ID6 Opportunities from climate change on international trade routes	High (UK Score)
	ID9 Risk to UK public health from climate change overseas	High (UK Score)
	ID10 Risk multiplication from the interactions and cascades of named risks across systems and geographies	High (UK Score)

All Climate Risks and Opportunities for Greater Manchester

The full list of 53 climate risks and opportunities re-assessed for Greater Manchester is shown in **Table 7** below (with the additional 10 International Dimensions risks, which have not been re-assessed for Greater Manchester, as previously explained, are listed underneath). Each risk or opportunity has been assessed for both the present day, and for the 2050s under a 2°C end-of-century global warming level (GWL).⁴¹ They have been categorised using the same themes as the UK CCRA3, namely:

- Natural Environment and Assets
- Infrastructure
- Health, Communities and the Built Environment, and
- Business and Industry

A brief description of each risk, alongside a summary of the rationale for each Greater Manchester risk magnitude score, is provided in the table below.⁴² The full evidence base that underpins this rationale for the risk scoring for Greater Manchester can be found in the Greater Manchester Climate Risks Evidence Report [\(link to report TBC\)](#).

⁴¹ 2°C increase in global temperatures by the end of the 21st century, compared to pre-industrial levels.

⁴² Summaries primarily based on the UK CCRA3 risk descriptions

Table 7. All present day and 2050s climate risks and opportunities for Greater Manchester.

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
N1 Risks to terrestrial species and habitats from changing climatic conditions and extreme events, including temperature change, water scarcity, wildfire, flooding, wind, and altered hydrology (including water scarcity, flooding and saline intrusion)	High	High	High	High	There is substantial evidence on the current and potential future effects of climate change and associated drivers on terrestrial biodiversity in the UK. This includes impacts on individual species and their distribution, as well as the composition and abundance of populations. Expected climate changes, including increasing temperatures, changes in rainfall and wildfire, can lead to losses or gains of species in a community or geographic area. Due to a lack of regional evidence, and to ensure the broad range of species and habitats are properly accounted for, the GM risk magnitude scores remain consistent with the England CCRA scores.
N2 Risks to terrestrial species and habitats from pests, pathogens and invasive species	Medium	Medium	High	High	New and emerging pests, diseases and Invasive Non-native Species (INNS) have been identified as important risks due to their negative effects on biodiversity. Due to a lack of regional evidence the GM risk magnitude scores remain consistent with the England CCRA scores.
N3 Opportunities from new species colonisations in terrestrial habitats	Medium	Medium	Medium	Medium	As species respond to climate change by moving and/or expanding their ranges northwards, they could colonise new areas including the UK and GM. Due to a lack of regional evidence the GM risk magnitude scores remain consistent with the England CCRA scores.
N4 Risk to soils from changing climatic conditions, including seasonal aridity and wetness.	Medium	Medium	High	High	Soil health is crucial for the terrestrial natural environment. There is increasing evidence of the negative impacts of climate change on soil resources, often in combination with other factors (notably land use). Due to a lack of regional evidence relating to soil condition and projected changes in soil condition as a result of climate change, the GM risk magnitude scores remains consistent with the England CCRA risk score.
N5 Risks and opportunities for natural carbon stores, carbon sequestration and GHG emissions from changing climatic conditions,	Medium	High	High	Very High	<i>This risk for GM relates primarily to risks for natural carbon stores and associated GHG emissions.</i> The natural environment – particularly soils and vegetation – store large amounts of carbon. As the climate changes, these carbon stores will come under increasing pressure from extreme weather which may threaten their ability

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
including temperature change, water scarcity and wildfires					to store existing carbon and lock away more, and wildfires which can damage huge swathes of peatland. GM has important natural carbon stores in its peat but much is degraded / in poor condition; this combined with the projected increase in conditions conducive to peatland degradation due to climate change, and increased wildfire risk in GM mean the risk magnitude scores for GM are deemed to be higher than the England CCRA score, at 'Very high'.
N6a Risks to agricultural productivity from extreme events and changing climatic conditions (including temperature change, water scarcity, wildfire, flooding, coastal erosion, wind and saline intrusion).	Medium	Medium	High	Medium	Weather and climate variations will affect agricultural productivity from changing patterns of heat and cold, wetness and drought, presenting both opportunities and risks. Due to the small size of this sector in GM (in terms of both employment count and Gross Value Added (GVA)), the risk magnitude score for GM is deemed to be lower than the England CCRA, at 'Medium'.
N6b Opportunities for agricultural productivity from extreme events and changing climatic conditions (including temperature change, water scarcity, wildfire, flooding, coastal erosion, wind and saline intrusion).	Medium	Medium	High	Medium	Weather and climate variations will affect agricultural productivity from changing patterns of heat and cold, wetness and drought, presenting both opportunities and risks. Due to the small size of this sector in GM (in terms of both employment count and GVA), the 2050s risk magnitude score for GM is deemed to be lower than the England CCRA, at 'Medium'.
N6c Risks to forestry productivity from extreme events and changing climatic conditions (including temperature change, water scarcity, wildfire, flooding, coastal erosion, wind and saline intrusion).	Medium	Medium	High	Medium	Weather and climate variations will affect forestry productivity from changing patterns of heat and cold, wetness and drought, presenting both opportunities and risks. Due to the small size of this sector in GM (in terms of both employment count and GVA), the risk magnitude score for GM is deemed to be lower than the England CCRA, at 'Medium'.
N6d Opportunities for forestry productivity from extreme events and changing climatic conditions (including temperature change, water scarcity, wildfire, flooding, coastal erosion, wind and saline intrusion).	Medium	Medium	High	Medium	Weather and climate variations will affect forestry productivity from changing patterns of heat and cold, wetness and drought, presenting both opportunities and risks. Due to the small size of this sector in GM (in terms of both employment count and GVA), the risk magnitude score for GM is deemed to be lower than the England CCRA, at 'Medium'.
N7 Risks to agriculture from pests, pathogens and invasive species	Medium	Medium	High	Medium	Pests, pathogens and invasive non-native species present significant risks to agricultural productivity, with impacts on livelihoods and businesses. Large-scale

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
					outbreaks or invasions may also have consequences for food security. Due to the small size of this sector in GM relative to the England average (detailed in risk N6a), the risk magnitude score for GM is deemed to be lower than England CCRA, at 'Medium'.
N8 Risks to forestry from pests, pathogens and invasive species	Medium	Medium	High	Medium	Pests, pathogens and invasive non-native species present serious risks to forest productivity, with consequences for livelihoods and businesses, and for the multiple ecosystem services that forests provide. Due to the small size of this sector in GM relative to the England average (detailed in risk N6b), the risk magnitude score for GM is deemed to be lower than England CCRA, at 'Medium'.
N9 Opportunities for agricultural and forestry productivity from new/alternative species becoming suitable.	Medium	Medium	High	Medium	Future climate change, especially warming, will increase climate suitability for new crops. Due to the small size of these sectors in GM relative to the England average (detailed in risk N6a and b), the risk magnitude score for GM is deemed to be lower than England CCRA, at 'Medium'.
N11 Risks to freshwater species and habitats from changing climatic conditions and extreme events, including higher water temperatures, flooding, water scarcity and phenological shifts.	Medium	Medium	Medium	High	Freshwater habitats and species are particularly vulnerable to reduced water availability and higher water temperatures due to climate change, as well as impacts relating to flood events. GM has significant interacting water management risk factors, including the capacity of its sewer and water treatment infrastructure, which negatively impacts upon water quality, freshwater species and habitats. GM also has poor quality waterways currently. The GM 2050s risk is therefore deemed to be 'High', above the England CCRA risk score of 'Medium'.
N12 Risks to freshwater species and habitats from pests, pathogens and invasive species	High	High	High	High	New and emerging pests, pathogens and invasive species have been identified as important risks due to their negative impact on biodiversity. Negative impacts on native freshwater species from an increased number of pests, pathogens and invasive non-native species (INNS) on native UK freshwater species could increase, with warmer, wetter winters a significant driver. There is a lack of further regional evidence and so the GM risk magnitude scores are deemed to be consistent with the England CCRA.

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
N13 <u>Opportunities</u> to freshwater species and habitats from new species colonisations	Low	Low	Low	Low	The arrival of new species in the UK as the climate changes has the potential to enhance species richness and contribute to community adaptation to climate change. Climate change may support changes to aquatic and riparian species composition (e.g. fish and invertebrates, trees, macrophytes), presenting as both a risk and an opportunity depending on the species. There is a lack of further regional evidence and so the GM risk magnitude scores are deemed to be consistent with the England CCRA.
N18 Risks <u>and</u> opportunities from climate change to landscape character	Medium	Medium	High	High	This risk includes risks and opportunities relating to landscapes, landscape character and the historic environment and considers both prevention of landscape character changes and planning for inevitable projected changes. There is a lack of further regional evidence and so the GM risk magnitude scores are deemed to be consistent with the England CCRA.
I1 Risks to infrastructure networks (water, energy, transport, ICT) from cascading failures	High	High	High	Very High	Infrastructure operates as a 'system of systems'. Therefore, vulnerabilities on one part of a network can lead to problems in other networks, with impacts felt far beyond the infrastructure sector. The spatial distribution of risk from cascading failures between infrastructure systems has been mapped, showing hotspot areas of infrastructure criticality in the UK, with Greater Manchester found to be a key hotspot area. GM has critical infrastructure assets on moorlands, which face increasing wildfire risks. GM is also increasing the electrification and digitisation of key, interconnected sectors and assets, including transport systems, which will increase vulnerability to cascading failures (e.g. (Metrolink, further roll-out of electric buses). GM 2050s risk is therefore deemed to be greater than the England CCRA3 score, at Very High
I2 Risks to infrastructure services from river, surface water and groundwater flooding	High	High	High	Very High	River and surface flooding is a perennial risk to UK infrastructure. Risks to energy infrastructure from flooding include the flooding of facilities, damage to power lines and disruption to power stations. Major flood events can lead to power outages, which can have knock-on impacts across different sectors including transport, water and digital/telecoms. Flooding can also directly damage

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
					/ impact upon various assets. GM faces significant flood risk due to several interacting factors. Peak rainfall intensity and peak river flows are projected to increase in GM catchment areas. GM 2050s risk is therefore deemed to be greater than the England CCRA3 score, at Very High.
13 Risks to infrastructure services from coastal flooding and erosion	Medium	Medium	Medium	Low	Sea levels are currently rising and the rate of rise is accelerating, including around the UK. Coastal flood and erosion risk to infrastructure services, including those associated with the energy, transport, water, telecoms and ICT sectors, will therefore increase. There may be low indirect impacts to GM as a result of this coastal risk. However, due to GM being in-land, the overall impacts from this risk are judged to be low.
14 Risks to bridges and pipelines from flooding and erosion	Medium	Medium	Medium	High	Flooding, erosion or scour (the eroding of soil around foundations, including bridges) due to increased rainfall can lead to travel disruption, significant repair costs and the potential isolation of remote communities. EA guidance states that for strategic flood risk assessments, essential transport infrastructure must use the 'higher' range of values associated with EA peak river flow projections. For GM catchment areas, the 'higher' peak river flow values are above the standard national EA peak river flow allowance value. Due to the 'Higher' scenario peak river flow allowance values for GM's catchment areas being above the standard EA national allowance figure, the GM 2050s risk magnitude score is deemed to be higher than the England CCRA score, at 'High'.
15 Risks to transport networks from slope and embankment failure	Medium	Medium	Medium	Medium	Slopes and embankments support transport infrastructure. Deterioration and failure of these assets, which are often associated with heavy rainfall and flood events, have significant negative impacts on transport networks through damage, travel delays and accidents. Whilst GM faces flood risks and has upland areas in its boundary and in neighbouring areas, the number of recorded landslides (and thus an indication of areas prone to landslips) is relatively low. Within GM, Bury, Oldham, Rochdale and Tameside have the greatest exposure of transport networks

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
					in proximity of past landslide events. The GM risk scores therefore remains consistent with the England CCRA.
16 Risks to hydroelectric generation from low or high river flows (risk)	Low	Low	Medium	Medium	Hydroelectric generation is vulnerable to both low river flows and extremely high river flows, which are dependent on rainfall amounts. Low flows reduce power output. Very high flows can damage generation equipment and the associated infrastructure. Hydroelectric power currently represents a small proportion of UK energy capacity, but may grow in the future. There is a lack of regional evidence available on assessing the future hydroelectric energy potential under different climate change scenarios and the current size of energy generation from hydro in GM is relatively small – therefore the GM risk scores remains consistent with the England CCRA.
16 Risks to hydroelectric generation from low or high river flows (opportunity)	Low	Low	Medium	Medium	Hydroelectric generation is vulnerable to both low river flows and extremely high river flows, which are dependent on rainfall amounts. Moderate high flows have the potential to improve the output. There is a lack of regional evidence available on assessing the future hydroelectric energy potential under different climate change scenarios and the current size of energy generation from hydro in GM is relatively small – therefore the GM risk scores remains consistent with the England CCRA.
17 Risks to subterranean and surface infrastructure from subsidence	Low	Low	Medium	Low	Infrastructure assets can be damaged due to subsidence. Most subsidence is a result of shrinkage and swelling of high plasticity clays. The North-West of England does not have high plasticity clays and so British Geological Society have classed this area as being 'highly unlikely' to experience shrink-swell subsidence. Therefore, the risk magnitude scores for this risk in GM is classed as Low.
18 Risks to public water supplies from reduced water availability	Medium	Medium	High	Medium	The UK faces an increased demand for water in a changing climate as well as reduced supply during dry spells. However, the North-West England water resource zone (of which GM sits in) is projected to see a small supply-demand balance surplus by the 2050s (under 2°C GWL, central population growth by mid-

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
					century). Therefore the risk magnitude scores for this risk in GM are classed as Medium.
I9 Risks to energy generation from reduced water availability	Low	Low	Medium	High	Thermal power generators that rely on freshwater for cooling are the main type of energy generation vulnerable to a reduced water supply as it could affect their ability to use water as a coolant. Whilst conventional thermal energy generation will reduce to meet net zero commitments, Trafford is working to develop a green hydrogen production hub, with significant associated water requirements. This therefore has the potential to increase GM energy systems' vulnerability to reduced water availability over the coming decades. The GM 2050s risk magnitude score is therefore deemed to be High.
I10 Risks to energy from high and low temperatures, high winds, lightning	High	High	High	High	The risks to energy infrastructure from extreme weather are already an issue in the present day. However, high temperatures in particular are projected to become more frequent and intense. High temperatures can affect the energy sector through several different mechanisms, including line sag, faults on the electricity network, reduced electricity generation, and others. Heatwaves and high temperatures are projected to increase across GM and England. The GM risk magnitude score is deemed to remain consistent with the England CCRA.
I11 Risks to offshore infrastructure from storms and high waves	Low	Low	Medium	Low	Offshore infrastructure includes equipment used by the oil and gas industry, wind, tidal and wave energy, and gas pipelines and power cables on or under the seabed. Vulnerabilities to these assets can occur from storms and high waves. There may be low indirect impacts to GM as a result of this coastal risk, for example if the infrastructure damaged was of wider regional importance or had implications for energy security in parts of GM. The 2050s GM risk magnitude score is deemed to be lower than the England CCRA, at 'Low'.
I12 Risks to transport from high and low temperatures, high winds, lightning	Medium	Medium	High	High	Impacts from extreme weather on transport include heat-related buckling of rail lines, sagging of overhead cables, failure of signals, and the prevention of maintenance from being performed; road melt; wind, and lightning. Transport disruption from icy conditions is projected to decrease, but disruption due to high

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
					temperatures is projected to increase across GM. GM has significant electrification of transport infrastructure, with further roll-out of bus electrification also underway; these transport assets are more vulnerable to potential disruption from power outages due to extreme weather. The GM risk magnitude scores are deemed consistent with the England CCRA.
113 Risks to digital from high and low temperatures, high winds, lightning	Low	Low	Medium	High	Increasingly, infrastructure such as water, power and transport are controlled over the telecommunications networks. Failure of telecommunications can lead to reduced capacity in a wide range of other essential services. Climate related-risks to digital include: severe weather damaging assets; over-heating of assets including data centres; additional demands for cooling on energy networks increasing risk of brown outs. GM has the second highest number of data centres in UK, behind only London. Due to the significant potential impacts and the large digital sector in GM, the 2050s risk magnitude score for GM is deemed to be greater than the England CCRA score, at 'High'.
High risks to health and wellbeing from high temperatures	High	High	High	Very High	High temperatures will lead to increased numbers of people becoming ill or dying across the UK. Climate change is already making extreme heat events more likely, and by the 2050s, the frequency of Met Office heatwave events are projected to double across GM, and maximum summer temperatures are projected to increase by between around 1.6°C. Risks to health from high temperatures are increased for people with pre-existing health conditions, older adults and the very young. GM has high levels of deprivation and poorer health outcomes than the national average, and so GM's population is more vulnerable to this risk. GM also has an ageing population, with Trafford, Wigan and Stockport projected to see greater increases in over 55s over the coming decades. GM has high employment levels in at-risk sectors with workers in outdoor and manual labour, including the Construction, Agriculture and Manufacturing & Industry sectors; GM also has high numbers of homeless people who are highly vulnerable to this risk. Digital exclusion can mean that people are less able to receive upcoming weather

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
					<p>warnings, heat alerts, and advice on staying safe in the heat: disabled people, and people aged over 75, are more likely to be digitally excluded in some way in GM. Some older residents and people with certain health conditions may be more likely to spend more time in their home, which can increase their exposure to high temperatures, especially for those who live in poor quality housing. Due to the combination of these factors, the GM 2050s risk magnitude score is deemed to be greater than the England CCRA score, at 'Very High'.</p>
<p>H2 <u>Opportunities</u> for health and wellbeing from higher temperatures (warmer summers and winters)</p>	Low	Low	Low	Low	<p>Possible beneficial outcomes from warmer summers may include an increase in use of outdoor space for both physical activity, leisure activities, cultural activities, and domestic tourism, as well as significant mental health benefits. Possible beneficial outcomes from warmer winters include a partial reduction in the burden of cold-related mortality as winters become warmer on average. The GM risk magnitude scores are deemed consistent with the England CCRA.</p>
<p>H3 <u>Risks</u> to people, communities and buildings from flooding and storms</p>	High	High	High	Very High	<p>The risk of flooding to people, communities and buildings is one of the most severe climate hazards for the population, both now and in the future. Both fluvial and surface water flooding are significant present-day challenges for GM from a water management perspective, and this risk is projected to increase as a result of climate change, with both peak rainfall intensity and peak river flows projected to increase. Currently, 3.9% of GM residential properties are at some risk of fluvial flooding, with the majority (2.5%) at Low risk (less than the ~9% of English households at some risk of fluvial flooding). Salford and Manchester districts have significantly higher numbers of households at fluvial flood risk. 8.5% of GM residential properties are at some risk of surface water flooding, slightly less than the 11% of English residential properties. Oldham, Rochdale, Tameside and Bury have the highest proportion of residential properties at surface water flood risk. GM also has a high proportion of combined sewers with implications for resilience constraints regarding Combined Sewer Overflows and sewer flooding risk. More intense hourly rainfall and increased autumn and winter rainfall will increase both</p>

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 368</p>					<p>fluvial and surface water flood risk in GM, and NW England is projected to see one of the highest increases in winter storm frequency. Analysis using spatial modelling commissioned by GMCA has found the 25 LSOAs across GM with the highest number of households in a present-day surface water flood risk hotspot area; Salford CC has 10 of these 25 LSOAs with the highest number of households in risk hotspot areas, followed by Manchester City Council with 5 LSOAs. GM has a high proportion of LSOAs at high risk of both flooding and high levels of social vulnerability, which is projected to increase by 2050s. Older people can also experience greater impacts from flood events. Floods can restrict local medical services, including access to medicines and access to social care. Some older people can be highly vulnerable during an event, e.g. power cuts that impact medical equipment, or mobility scooters / stairlifts. The GM 2050s risk magnitude score is deemed to be Very High.</p>
<p>H4 Risks to people, communities and buildings from sea level rise</p>	Low	Low	Medium	Low	<p>This risk focuses on coastal change caused by erosion, coastal landslip, permanent inundation or coastal accretion that is of such severity that the long-term sustainability and viability of coastal communities is threatened. Parts of the south and east coasts of England and the west coast of Wales already face risks to their viability because of coastal erosion. Indirect impacts felt in GM may include increased internal migration from coastal communities to GM. Overall, the risk for GM by the 2050s is deemed to be Low.</p>
<p>H5 Risks to building fabric from moisture, wind and driving rain</p>	Medium	Medium	Medium	Medium	<p>Climate hazards that can damage building fabric include subsidence caused by drought and dry soil, excessive moisture due to flooding and heavy rain, and structural damage due to high winds. These can cause harm to occupant health and wellbeing and create significant repair costs for homeowners. Some research projects that North-West England will see one of the highest increases in winter storm frequency, (+15% under a 3°C global warming level), but we do not know whether these storms will be more severe than currently experienced. Wind-driven rain may increase as storm frequency potentially increases. There is a lack</p>

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
					of further regional evidence; therefore the GM risk magnitude scores remain consistent with the England CCRA.
H6 Risks and opportunities from summer and winter household energy demand (a) Opportunity - winter	Low	Low	High	High	Household heating demand dominates energy use in housing at present. Future heating demand will be reduced by climate change due to warmer winters. Heating Degree Days are projected to decrease by 14% in GM by the 2050s compared to the baseline period. The economic benefits of these reductions in energy demand are estimated to be significant and will bring disproportionately larger benefits for households in fuel poverty, of which GM has a significant proportion. The opportunity magnitude score is assessed as High for GM by 2050s.
H6 Risks and opportunities from summer and winter household energy demand (b) Risk - summer	Medium	Medium	High	Medium	This risk relates to the potential increased economic cost of cooling to households, as average and maximum summer temperatures continue to increase and heatwaves become more frequent and intense. Reduced heating demand may reduce winter fuel poverty, but 'summer fuel poverty,' where householders may not be able to afford cooling, could rise. However, changes in cooling demand with climate change are mostly projected for the South East of England, and passive cooling should, generally speaking, be sufficient to maintain comfort levels in all areas of the UK outside London and the South-East (although extreme heat events will lead to low comfort levels and potential health impacts (risk H1)). Therefore, the GM 2050s risk magnitude score is deemed to be Medium.
H7 Risks to health and wellbeing from changes in indoor and outdoor air quality	High	High	Medium	Medium	Certain weather patterns associated with climate change may exacerbate poor air quality. Climate change is also projected to increase levels of ozone, particularly in summer. As wildfire risk increases, so does the associated health impacts from the resulting significant increase in air pollution. The emission of pollutants is likely to outweigh the impacts of physical climate change: Air pollution emissions from combustion are falling rapidly and are expected to decline significantly under most Net Zero pathways. The GM risk magnitude scores remain consistent with the England CCRA.

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
H8 Risks to health from vector-borne diseases	Medium	Medium	Medium	Medium	Some diseases transmitted by insects and ticks (vectors) are likely to change in prevalence in the future due to warmer temperatures and milder winters, contributing to a changing of the distribution of the vector in the UK, and therefore of the associated health impacts. Due to a lack of further regional evidence, the GM risk magnitude score remains consistent with the England CCRA.
H9 Risks to food safety and food security	High	High	High	High	Increases in extreme weather patterns, variations in rainfall and changing annual temperatures will impact the occurrence and persistence of bacteria, viruses, parasites, harmful algae, fungi and their vectors in crops and livestock produced in the UK (and thus food safety). Climate change may also affect food security due to disruptions to the supply chain, arising from weather events and climate hazards both in the UK and abroad. There is a lack of further regional evidence and so the GM risk magnitude scores remains consistent with the England CCRA.
H10 Risks to health from water quality and household water supply, <u>(a) water quality</u>	Medium	Medium	Medium	Medium	Climate change may increase the risk of contamination of drinking water through increased runoff and more frequent flooding events that may overwhelm current water treatment approaches, potentially increasing virus and pathogen loads. Treatment failures have been reported in all UK countries associated with extreme weather events, particularly heavy rainfall. Private water supplies are most vulnerable to current and future climate hazards that affect water quality (outbreaks/contamination) and are particularly important for more isolated communities. The majority of GM is on mains water. Risks from wildfires include reservoirs suffering from significant contamination if ash and organics enter them from wildfires. The GM risk magnitude scores are deemed to be consistent with the England CCRA; despite our predominate use of mains water, the other risk factors such as flooding and wildfires are of significant importance in GM.
H10 Risks to health from water quality and household water supply, <u>(b) water quantity</u>	Medium	Medium	High	Medium	Reduced summer precipitation resulting from climate change will increase the likelihood of periods of water scarcity which, together with demand increases from economic and population growth, may lead to interruptions of household water supplies. This would have health, social and economic impacts, particularly for

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
					vulnerable households. Private water supplies are most vulnerable to current and future climate hazards that affect water quantity (interruption of supply) and are particularly important for more isolated communities. As outlined in risk I8, North-West England water resource zone is projected to see a small supply-demand balance surplus. Given the supply-surplus forecast for the North-West, and the fact GM is predominately on mains water, the risk magnitude for GM is deemed to be medium by 2050s (lower than the risk magnitude for England).
H11 Risks to cultural heritage	Medium	Medium	Medium	Medium	This risk describes effects of climate change on cultural heritage, including moveable heritage (museum collections and archives), archaeological resources, buildings and structures, cultural landscapes and associated communities, and intangible heritage (folklore, traditions, language, knowledge and practices). GM has strong industrial and cultural heritage. The GM risk magnitude scores are consistent with the England CCRA.
H12 Risks to health and social care delivery from extreme weather	Medium	Medium	Medium	High	Climate change will impact upon health and social care services through the effects of floods, heatwaves and other extreme weather on hospitals and other health and care infrastructure. It will also lead to an increase in demand for services, as the negative effects of extreme weather impacts upon people's health and wellbeing more frequently due to climate change. This risk will likely further exacerbate existing inequalities, with people living with ill-health and some older people likely to be disproportionately impacted. Due to the high levels of poor health in GM (see risk H1), combined with high concentrations of health and social support sites at risk of flooding, and around 15% of the total healthcare facilities in north-west England projected to be in areas of high or acute levels of heat disadvantage, the GM risk magnitude score for 2050s has been assessed as High.
H13a Risk to delivery of education from extreme weather	Medium	Medium	Medium	Medium	Climate change is likely to cause increased disruption to education services as extreme events like flooding and extreme heat become more common. These sectors, which include schools, universities, nurseries and other early years settings, have seen disruption in recent years from flooding and heavy rainfall.

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
					There is a lack of further regional evidence and so the GM risk magnitude scores are consistent with the England CCRA
H13b Risk to delivery of prison services from extreme weather	Medium	Medium	Medium	Medium	These sectors, which include prisons, courts and secure units, have seen disruption in recent years from flooding and heavy rainfall. Overheating is a key risk to prisons as high temperatures impact the welfare of inmates, staff and visitors. UK prisons are vulnerable to high temperatures due to their high levels of insulation and specific building materials. There is a lack of further regional evidence and so the GM risk magnitude scores are consistent with the England CCRA
H14 Risks to people, communities and built environment from wildfire (new GM risk) Page 371		Low		Medium	Wildfire can damage property and infrastructure assets, result in serious localised damage or loss of habitats and species, which may show varying degrees of recovery in the years afterwards, and can also cause serious localised air pollution, leading to implications for human health. GM and surrounding areas have already experienced significant wildfire events with widespread impacts. Conditions conducive to wildfires are projected to increase in GM by 2050s. GM also has significant populated areas at the 'urban-rural interface', (i.e. populated areas bordering moorland, grass scrubland, rural land) where rural wildfires can cause damage to urban properties and communities. It is therefore deemed important to add this as a risk in its own right for GM, with a 2050s risk magnitude score of Medium.
H15 Social inequalities exacerbated as a result of climate change, with disadvantaged and vulnerable groups facing disproportionate climate impacts (new GM risk)		Medium		High	People and communities are not all affected equally by the same climate-related event, such as heatwaves or floods. Some places are more likely to be exposed to floods or heatwaves, and some places have populations which are more socially vulnerable to such hazards. Disadvantaged groups can experience greater impacts from climate change, for example if they live in poor quality/overcrowding housing, which would exacerbate impacts from over-heating. GM has high levels of deprivation, closely linked to high levels of poor health, which (among other factors) increase the vulnerability of those populations to climate hazards. Other

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
					vulnerable populations It is therefore deemed important to add this as a risk in its own right for GM, with a 2050s risk magnitude score of High.
<p>B1 Risks to business sites from flooding</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 372</p>	High	High	High	High	<p>Current and future risks to business sites and functions from flooding are significant. There are 7,800 non-residential properties at risk of fluvial flooding in GM, with Stockport, Salford and Manchester seeing the highest numbers. Bury (1.85%), Rochdale (1%) and Wigan (0.7%) have the highest percentage of non-residential properties at <u>High</u> risk of fluvial flooding in GM, compared to the England average of 0.63% of non-residential properties at High risk. 18,000 non-residential properties are at risk of surface water flooding in GM, with 4,000 at High or Medium Risk. 4.5% of England’s non-residential properties at risk of surface water flooding are in GM. GM faces significant surface water and sewer flood risk due to several interacting factors. The manufacturing sector is expected to face high losses due to location-specific risks, particularly flooding, with relocation being a less viable option – a major sector of employment in GM, and the third largest sector by GVA. The GM risk magnitude score is therefore High.</p>
B2 Risks to business locations and infrastructure from coastal change from erosion, flooding and extreme weather events	Medium	Low	High	Medium	<p>A considerable amount of industrial and commercial activity and infrastructure exists along the coast for most of the UK. Damages to business locations and infrastructure can arise directly from coastal change caused by erosion, coastal landslip, permanent inundation or coastal accretion that is of such severity that the long-term sustainability and viability of these sites is threatened. Whilst GM is in-land, indirect impacts may include knock-on impacts from port disruption felt in the Manchester Ship Canal, impacting freight and logistics movements – with associated impacts on supply chains, which could cause economic risks in GM (more in risk B6). The GM risk magnitude score for the 2050s is deemed to be lower than the England CCRA, at Medium.</p>

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
<p>B3 Risks to businesses from water scarcity</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 373</p>	Low	Low	Medium	Medium	<p>Water is used by businesses for cooling and heating, washing products, dissolving chemicals, suppressing dust and also as a direct input to products; and by employees for drinking and washing. As outlined in risk I8, by 2050s North-West England water resource zone is projected to see a small supply-demand balance surplus. Water-intense manufacturing sub-sectors such as chemicals and chemical products, basic metals, paper and paper products, beverages and food products are more vulnerable to water scarcity. As outlined in risk B1, the manufacturing sector is an important sector in GM. Energy generation may take precedent for water abstraction over business need in times of drought; as outlined in risk I9, as the Trafford Green Hydrogen hub increases capacity, its water requirements will be very high and thus this may have knock-on impacts on businesses. Although there is a projected 2050s water supply-surplus forecast for the North-West, the projected large water requirements of Trafford green hydrogen hub (risk I9), the relatively large manufacturing sector in several GM boroughs, and a significant employment count dependent on water-intense manufacturing sub-sectors, means the GM risk magnitude score is deemed to be consistent with the England average, at Medium for the 2050s.</p>
<p>B4 Risks to finance, investment and insurance including access to capital for businesses</p>	Medium	Medium	Medium	Medium	<p>Risks to the UK's financial stability from the climate are currently moderate but expected to increase due to the scale of physical damage affecting assets, products, and services in the UK and abroad. Flooding is the most significant domestic risk for the financial system with financial impacts on insurance, mortgages and investment. Increasing flood risks may lead to higher premiums or a lack of insurance cover, which in turn can hinder access to finance, as Asset Finance for example requires goods to be insured against all risks. More broadly, risks to businesses (in particular SMEs) also include not being able to access finance in general, as financial institutions are increasingly incorporating climate risk assessments and ESG criteria into their lending criteria. The GM risk magnitude scores are deemed to be consistent with the England CCRA.</p>

Risk or Opportunity	England: Present Day Risk Score	GM Present Day Risk Score	England: 2050s, 2°C GWL, Risk Score	GM 2050s, 2°C GWL, Risk Score	Risk Description and Greater Manchester (GM) Risk Score Summary
B5 Risks to business from reduced employee productivity due to infrastructure disruption and higher temperatures in working environments	Low	Low	Medium	Medium	High temperatures can have negative impacts on employees' health and wellbeing, productivity, and ability to commute to work. Flooding can cause significant travel/commuting disruption. Hot weather and flood events are both projected to increase in frequency and intensity. The GM risk magnitude score is deemed to be consistent with the England CCRA.
B6 Risks to business from disruption to supply chains and distribution networks	Medium	Medium	Unknown	Unknown, but high priority	Extreme events are already a significant cause of supply chain disruption across all sectors. Climate change is likely to contribute to an increase in exposure to supply chain disruption by driving an increasing frequency of adverse weather events and evolving climate hazards both in the UK and overseas. This risk is particularly difficult to assess and quantify as it requires business-specific deep-dive risk assessments to fully understand. However, the potential impacts arising from this risk to supply-chains and wider disruption are significant, and therefore this risk is classed as having an Unknown risk magnitude, but is of a high priority.
B7 <u>Opportunities</u> for business from changes in demand for goods and services	Low	Low	Medium	High	Climate change will affect the production costs, comparative advantage, and demand for certain goods and services in the UK. There are some business opportunities arising from the impacts of climate change, including through shifts in demand for certain goods and services. GM is well-placed to take advantage of opportunities from changes in demand for goods and services, with strong advanced manufacturing, digital and knowledge sectors. The GM 2050s risk magnitude score is deemed to be higher than the England CCRA score, at High.

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Risks identified by the UK CCRA3 under the theme of International Dimensions are listed below. These have not been included in **Table 7** as they have not been re-assessed for Greater Manchester, as these are national-level risks and are unlikely to be influenced greatly by local/regional context and activity. The International Dimensions risks have therefore been included in the GM CCRA using the UK-level CCRA risk magnitude scores.

'International Dimensions' Risk or Opportunity	Present Day Risk Score (UK Score)	2050s, 2°C GWL, Risk Score (UK Score)
ID1 Risks to UK food availability, safety, and quality from climate change overseas	High	High
ID2 Opportunities for UK food availability and exports from climate impacts overseas	Low	Low
ID3 Risks and opportunities to the UK from climate-related international human mobility	Low	Low
ID4 Risks to the UK from international violent conflict resulting from climate change on the UK	Low	Medium
ID5 Risks to international law and governance from climate change overseas that will impact the UK	Low	Medium
ID6 Opportunities from climate change (including arctic ice melt) on international trade routes	Low	High
ID7 Risks from climate change on international trade routes	Medium	Medium
ID8 Risk to the UK finance sector from climate change overseas	Low	Medium
ID9 Risk to UK public health from climate change overseas	High	High
ID10 Risk multiplication from the interactions and cascades of named risks across systems and geographies	High	High

Stakeholders agreed to include 2 additional risks that were not in the UK CCRA3, which have been added to the GM CCRA and highlighted in the table above. These are: 'Risk H14: Risks to people, communities and buildings from wildfire', and 'Risk H15: Social inequalities exacerbated as a result of climate change, with disadvantaged and vulnerable groups facing disproportionate climate impacts'.

Stakeholders also agreed for 'wildfires' to be added to Risk N5 and Risk H3. Risk N5 now states: 'N5 Risks and opportunities for natural carbon stores, carbon sequestration and GHG emissions from changing climatic conditions, including temperature change, water scarcity and wildfires.' Risk H3 now states: "H3 Risks to people, communities and buildings from flooding and storms."

Stakeholders also agreed that 'Risk H13 Risk to delivery of education and prison services from extreme weather' be split out into 'Risks to delivery of education from extreme weather', and 'Risks to delivery of prison services from extreme weather' as these risks will be managed by very different groups and will require different approaches to manage these risks.

5. Next Steps

This report provides the evidence base for understanding present day and future climate risks and opportunities in Greater Manchester. It will inform the development of a future Climate Change Adaptation Strategy and Action Plan for Greater Manchester. This Strategy and Action Plan will provide the strategic direction to realise our vision of a well-adapted, resilient and climate-ready Greater Manchester, outline appraised adaptation actions, and seek to integrate adaptation into relevant projects, policies and plans.

Appendix A: Methodology

The methodology taken to produce this GM CCRA is outlined below. This broadly follows the climate adaptation framework developed by Adaptation Scotland and the EU Urban Adaptation Support Tool, which are both seen as good practice amongst Local Government adaptation plan development.^{43 44}

The Adaptation Scotland framework outlines 5 stages that make up the adaptation process, shown in **Figure 1A** below. This GM CCRA forms a key part of Stage 2: 'Understand the impacts of climate change', and will be a key input used to inform Stage 3: 'Identify and prioritise actions'.



Figure 1A. Adaptation Framework.

- **Step one: Getting Started**
 - This involved raising awareness of the need for climate adaptation within the GMCA, including amongst key decision makers, to enable the climate adaptation work programme to be signed off.
 - It also involved discussions with key directorates and service areas within the GMCA at an early stage, to demonstrate how climate change may impact their work areas.

⁴³ Adaptation Scotland (2020) Public Sector: The Framework, [link](#)

⁴⁴ European Climate Adaptation Platform Climate-ADAPT (2024) Urban Adaptation Support Tool, [link](#)

- This stage will be a continuous element of work, seeking to raise awareness of the climate adaptation programme amongst all relevant stakeholders, both internally and externally.
- **Step two: Understanding the impacts of climate change**
 - Research was undertaken to understand how past weather-related events have impacted Greater Manchester and the North-West, to better understand how we may be impacted by such events in the future as they become more frequent and/or intense. It gives an indication as to the financial, societal, and environmental impacts that may be experienced.
 - Output: Summary of past weather-related events in Greater Manchester and their associated impacts (Appendix B: Summary of past weather-related events in Greater Manchester).
 - Greater Manchester's baseline climate was assessed, and how this has changed over the 20th century
 - Output: Baseline climate data and climate trends data produced for Greater Manchester (Chapter 2: How has our climate changed already?)
 - The evidence base for projected climate change in Greater Manchester and the associated medium and long-term impacts was assessed, primarily using [Met Office UKCP18 data](#), alongside spatial data from GMCA-commissioned modelling, Climate Just and others
 - Outputs: Climate Projections spatial layers; Summary of climate projections for GM (Chapter 3: How will our climate change in the future?)
- **Step three: Assessment of climate risks for Greater Manchester**
 - Using the UK CCRA3 as a key resource, climate risks and opportunities relevant for GM were identified, and presented at a workshop with stakeholders from across a range of areas, all of which will be impacted by climate change, and/or will have some responsibility for managing climate impacts and risks within their sectors and organisations going forward.
 - These workshops were comprised of attendees from the following:
 - Greater Manchester Local Authorities and the Greater Manchester Combined Authority, including from
 - Public Health
 - Planning
 - Housing
 - Emergency Response
 - Civil Contingencies
 - Education
 - Digital
 - Highways
 - Investment

- Natural Environment
- Business
- Ageing
- Neighbourhood and Community
- Sustainability and Environment
- Greater Manchester NHS, including
 - Emergency Preparedness, Resilience and Response
 - Public Health
 - Net Zero and Sustainability
- Transport for Greater Manchester, including
 - Resilience
 - Carbon
- Greater Manchester Resilience Unit
- Natural England
- Environment Agency
- British Red Cross
- Greater Manchester Business Growth Company
- Greater Manchester Business Board
- Private housing developers
- Social Housing Providers
- National Farmers Union
- United Utilities (regional water company)
- Electricity North West (regional electricity company)
- Manchester Climate Change Agency
- Local and regional evidence was gathered via desk-research and these stakeholder workshops to identify relevant evidence to analyse the implications of the climate risks and opportunities for Greater Manchester. This was used to support the risk magnitude assessment for Greater Manchester. The climate risks and opportunities that were assigned a different risk magnitude score to the UK CCRA3 are shown in **Table 7**.
 - International Dimensions risks in the UK CCRA3 have not been reassessed for Greater Manchester, as these are national-level risks and are unlikely to be influenced greatly by local/regional context, activity and/or policy.
- *Vulnerability has been considered through existing assessments and was considered during stakeholder workshops on the potential for the most significant, or widespread economic, social or environmental impacts on receptors.*
- Stakeholders agreed to include 2 additional risks that were not in the UK CCRA3, which have been added to the GM CCRA. These are:
 - 'Risk H14: Risks to people, communities and built environment from wildfire', and

- 'Risk H15: Social inequalities exacerbated as a result of climate change, with disadvantaged and vulnerable groups facing disproportionate climate impacts'.
- Stakeholders also agreed for 'wildfires' to be added to Risk N5. Risk N5 now states: 'N5 Risks and opportunities for natural carbon stores, carbon sequestration and GHG emissions from changing climatic conditions, including temperature change, water scarcity *and wildfires*.'
- Stakeholders agreed for 'and storms' to be added to Risk H3. Risk H3 now states: 'H3 Risks to people, communities and buildings from flooding and storms.'
- Stakeholders also agreed that 'Risk H13 Risk to delivery of education and prison services from extreme weather' be split out into 'Risks to delivery of education from extreme weather', and 'Risks to delivery of prison services from extreme weather' as these risks will be managed by very different groups and will require different approaches to manage these risks.
- Relevant evidence (desk-based, stakeholder / expert input) to understand the impacts of these risks and opportunities specific to Greater Manchester was also assessed, and supported the development of the GM CCRA Evidence Base report ([link to report TBC](#)). Climate risks and opportunities, as well as their risk magnitude scores, were identified for Greater Manchester.
- The risk magnitude score for 10 climate risks has been increased for the GM CCRA, compared to the national UK CCRA3. 12 risks and opportunities have had their risk magnitude lowered for the GM CCRA compared to the national CCRA.
- Climate risks deemed not relevant to Greater Manchester have also been removed. These are coastal or ocean-related and have been deemed to likely have minimal direct or indirect impacts upon Greater Manchester, and include:
 - N10 Risks to aquifers and agricultural land from sea level rise, saltwater intrusion
 - N14 Risks to marine species, habitats and fisheries from changing climatic conditions, including ocean acidification and higher water temperatures.
 - N15 Opportunities to marine species, habitats and fisheries from changing climatic conditions
 - N16 Risks to marine species and habitats from pests, pathogens and invasive species
 - N17 Risks and opportunities to coastal species and habitats due to coastal flooding, erosion and climate factors
 - H4 Risks to people, communities and buildings from sea level rise
 - B2 Risks to business locations and infrastructure from coastal change from erosion, flooding and extreme weather events

- Outputs: Greater Manchester Climate Change Risk Assessment, **Table 7**.
- **Step four: Validate with stakeholders**
 - The climate risks and opportunities identified for Greater Manchester, and their risk magnitude scores, were confirmed with further discussions with key stakeholders.
 - Risks with high or very high risk magnitude scores are assigned as High Magnitude risks and opportunities for present day (**Table 5**) and 2050s (**Table 6**).
 - GM CCRA finalised and published.

Appendix B: Summary of past weather-related events in Greater Manchester

Table 1A. Summary of past weather events in Greater Manchester

Weather Event	Hazard	Areas Affected	Impacts
2022 summer heatwave Page 383	Extreme Heat	Greater Manchester-wide	<p>According to ONS data on Excess mortality during heat-periods, from the 1st June to 17th August 2022 there were approximately 70 excess deaths in Greater Manchester, out of a total of 3,555 excess deaths for England.⁴⁵</p> <p>Extreme heat events can also lead to significant impacts on NHS elective surgery. A study found that the 2022 summer heatwave resulted in a fifth of UK hospitals being forced to cancel operations during the three days of the extreme heatwave (16 – 19 July 2022).⁴⁶ In 2022/23 there were 1,361 over-heating events⁴⁷ in GM's hospitals, 20% of the England total.⁴⁸ The majority of such events were seen in the Wrightington, Wigan and Leigh Trust.</p> <p>According to the CCRA3 Technical report, the number of heat-related deaths in the UK could increase to 7,040 deaths per year by 2050.⁴⁹</p> <p>A study by the Met Office found the return time for a 40°C threshold under a 'natural' environment with no human induced climate change was 1 in 1,000 years.^{50 51} However, due to human induced climate change, the present-day return time for a 40°C threshold is now 10 times greater, at around 1 in</p>

⁴⁵ ONS (2022) Excess mortality during heat-periods, England and Wales, [link](#)

⁴⁶ University of Birmingham (2023) 2022 heatwave struck off surgery in fifth of UK hospitals, [link](#)

⁴⁷ Overheating occurrences triggering a risk assessment, recorded under the Estates Returns Information Collection, Summary page and dataset for ERIC 2022/23; [link](#)

⁴⁸ Hospitals within the NHS GREATER MANCHESTER Integrated Care Board

⁴⁹ Betts, R.A. and Brown, K.(2021) Introduction. In: The Third UK ClimateChange Risk Assessment Technical Report [Betts, R.A.,Haward, A.B. and Pearson, K.V.(eds.)]. Prepared for the Climate Change Committee, London, [link](#)

⁵⁰ Met Office (2020) Chances of 40°C days in the UK increasing, [link](#).

⁵¹ Met Office (2022) UK and Global extreme events – Heatwaves, [link](#)

Weather Event	Hazard	Areas Affected	Impacts
			100 years, and by 2100 could be as little as every 3 or 4 years under a very high emission scenario (RCP 8.5). Under a medium-high emissions scenario (RCP 6.0), the return period for a 40°C threshold by 2100 is projected to be around 1 in 15 years.
Summer 2018 heatwave and drought	Wildfire	Winter Hill, Bolton and Saddleworth Moor, Oldham. Significantly elevated PM _{2.5} was observed in Oldham, Manchester, Bolton, Wigan, as well as further afield.	<p>Summer 2018 saw prolonged high temperatures and low rainfall. Significant wildfires broke out in Saddleworth Moor (Oldham) and Winter Hill (Bolton). Impacts included:</p> <ul style="list-style-type: none"> Collectively, 11km² of upland moor was burned at Winter Hill and Saddleworth Moor, with 57 fire engines and over 200 firefighters required to tackle the fires. Impact on air quality forced the evacuation of 34 homes and the closure of 4 schools.⁵² The impact of mortality due to exposure to PM_{2.5}⁵³ from the fires on the economy was found to be £21.1 m.⁵⁴ Biodiversity and habitat destruction, which will take years to recover. 180ha of internationally significant blanket bog and 20 ha of dry heath/grassland damaged at RSPB Dove Stone.⁵⁵ Estimated to have released 17,798t CO₂16 – 26,281tCO₂ from soil carbon losses and another 19,800t CO₂ from near-natural bogs, resulting in total emissions of 37,598t - 46,081t CO₂.⁵⁶ <p>The North-West is projected to experience warmer, wetter winters and hotter, drier summers. Analysis from UK-CRI and UKCP18 projects that the risk of wildfire in the Winter Hill and Saddleworth areas could increase from less than ~4.5 days/year in the 2020s, to ~6.5days/year by the 2050s, and >10days/year by 2080s.⁵⁷</p>
Boxing Day Floods, 2015.	Flooding (primarily river flooding, with	Primarily Northern parts of GM	2,255 properties affected by internal flooding, with 1, 649 properties flooded in 3 principal locations; Salford (750), Radcliffe/Redvales (670), and Littleborough/Rochdale (229). ⁵⁸

⁵² Moorland fires and fire service funding – Briefing for MPs, from GMFRS and GMCA

⁵³ Particulate matter with a diameter less than 2.5 µm

⁵⁴ A M Graham et al (2020) Impact on air quality and health due to the Saddleworth Moor fire in northern England; Environ. Res. Lett. 15 074018, [link](#)

⁵⁵ RSPB (2018) The Saddleworth fire and the importance of restoring our peatland habitats in tackling climate change - Blog, [link](#).

⁵⁶ UK Parliament Committees (2019) Written evidence submitted by the Game & Wildlife Conservation Trust (GWCT) (PLD0024) [link](#)

⁵⁷ Using the Wildfire: FFMC 99th percentile metric (Days with Fine Fuel Moisture Code component of the Met Office Fire Severity Index above the 99th percentile over the period 1981-2010, calculated by season).

⁵⁸ GMCA (2016) Flood Investigation Report Greater Manchester, 26 December 2015 [link](#)

Weather Event	Hazard	Areas Affected	Impacts
Page 385	some surface water flooding)		<p>The Environment Agency estimated an average financial residential insurance claim of approximately £50,000; for GM this equates to a total value of more than £112m.⁵⁹ This does not include homes that were uninsured or underinsured.</p> <p>31,200 properties were without power, with 143 properties without power for 2 days. Seven electricity sub-stations were damaged.</p> <p>Damage to infrastructure totalled £11.5m.</p> <p>Infrastructure impacts included:</p> <ul style="list-style-type: none"> • Several bridges were damaged or destroyed. • Railway assets were damaged across the region • Road closures and diversions put in place • Environment Agency assets damaged • Bury wastewater treatment works was flooded and a number of the treatment processes were affected • Flood water in Rochdale caused power failure to multiple Water Treatment Works <p>Environmental impacts included:</p> <ul style="list-style-type: none"> • Water quality likely to have been affected due to a combination of combined sewer overflow discharges, inundation of waste water treatment works and waste materials and fine sediments and other contaminants being washed into watercourses. • The winter storms seen in the UK in 2015 were made at least 40% more likely because of climate change.^{60,61}

⁵⁹ Environment Agency (2018) Estimating the economic costs of the 2015 to 2016 winter floods [link](#)

⁶⁰ Met Office – Effects of Climate Change, [link](#)

⁶¹ Friederike E L Otto et al 2018 Environ. Res. Lett. 13 024006, [link](#)

Weather Event	Hazard	Areas Affected	Impacts
Storm Ciara, 8 th February 2020	Storms	Greater Manchester-wide	<ul style="list-style-type: none"> Electricity North West reported 2,000 homes in the region were without power overnight due to a fallen tree. Fallen trees affected Metrolink lines with no services able to operate between Rochdale and Shaw and Crompton, and Bury and Whitefield, as well as St Werburghs Road and East Didsbury in either direction. Northern Trains cancelled more than 140 trains across the north of England The Environment Agency issues 30 flood warnings across Greater Manchester.⁶²
Storm Dennis, 15 th February 2020	Storms	Greater Manchester-wide	<ul style="list-style-type: none"> Storm Dennis destroyed a bridge crossing the River Irwell in Salford Roads in Stockport were closed due to flooding Rochdale Road was closed after a building was deemed unsafe.⁶³
Storm Christoph, 6 th January 2021	Storms and flooding	Greater Manchester-wide, in particular south Manchester	<p>Manchester:</p> <ul style="list-style-type: none"> The River Mersey reached unprecedented levels which resulted in the evacuation of 3,000 properties across Didsbury and Northenden. A Major Incident was declared, there was a significant risk of flooding for Didsbury and Northenden areas of Manchester, and the evacuation of 3000 properties took place, including 3 settings housing vulnerable residents. The flood waters came within millimetres of breaching the flood basin. Over 240 city council staff along with partners and volunteers were involved in the response over the 4 days.⁶⁴
June 2016 heavy rainfall	Flash / surface water flooding	Greater Manchester-wide	Stockport:

⁶² BBC News (2020) Storm Ciara: Greater Manchester travel chaos and power cuts [link](#)

⁶³ Manchester Evening News (2020) Storm Dennis takes out River Irwell bridge in Salford as heavy rain and strong winds hit the region, [link](#)

⁶⁴ Manchester City Council Report for Information (2021) Approach to Flood Prevention and Management, [link](#)

Weather Event	Hazard	Areas Affected	Impacts
			<ul style="list-style-type: none"> • Received equal to or above 200% of the long-term average June rainfall in June 2016. 295 properties reported flooding across the month, with many properties flooding on more than one occasion. • Flooding also caused disruption to road users as highways were closed, along with disruption to the rail services as the Stockport to Disley line was also closed for two weeks following a landslip at Middlewood Station. • Stockport Council also estimated over £950,000 worth of flood damages, investigation and repair work to highway, parks, greenspaces and public rights of way as a result.⁶⁵ <p>Oldham:</p> <ul style="list-style-type: none"> • Internal property flooding affected 57 properties, of which 5 were businesses and 52 were residential properties.⁶⁶

⁶⁵ Preliminary flood risk assessment: Stockport Metropolitan Borough Council (2017), [link](#)

⁶⁶ 8th and 10th June 2016 Flood Investigation Report, Oldham council (2017), [link](#)

Appendix C: Greater Manchester Climate Projections

Table 8. Climate Projections Summary for Greater Manchester.

	Indicator	Baseline 1981-2010	GM Projected Change: 2040s, medium-high emissions	GM Projected Change: 2050s, medium-high emissions	GM Projected Change: 2080s, medium-high emissions	GM Projected Change: 2040s, high emissions	GM Projected Change: 2050s, high emissions	GM Projected Change: 2080s, high emissions
Climate Averages	<i>Mean annual temperature</i>	<i>Approx. 9°C</i>	Increase by 0.9°C	Increase by 1.2°C	Increase by 2.4°C	Increase by 1.4°C	Increase by 1.8°C	Increase by 3.5°C
	<i>Mean annual rainfall</i>	<i>Between 800mm and 1200mm, for southern and northern GM respectively</i>	Increase by 1.7%	Increase by 1.4%	Increase by 1.5%	Increase by 1.6%	Increase by 1.4%	Increase by 1.8%
Hot Weather	<i>Average Maximum</i>	<i>Between 19 and 20°C (Northern</i>	Increase by 1.2°C	Increase by 1.6°C	Increase by 3.5°C	Increase by 1.8°C	Increase by 2.4°C	Increase by 4.9°C

	Indicator	Baseline 1981-2010	GM Projected Change: 2040s, medium-high emissions	GM Projected Change: 2050s, medium-high emissions	GM Projected Change: 2080s, medium-high emissions	GM Projected Change: 2040s, high emissions	GM Projected Change: 2050s, high emissions	GM Projected Change: 2080s, high emissions
Page 389	<i>Summer Temperatures</i>	<i>and Southern GM, respectively)</i>						
	<i>Number of Hot days/year (temp >25°C)</i>	<i>Between 4 and 10 events/year (Northern and Southern GM, respectively)</i>	Between 7 and 14 events/year (Northern and Southern GM, respectively)	Between 8 and 19 events/year (Northern and Southern GM, respectively)	Between 18 and 40 events/year (Northern and Southern GM, respectively)	Between 9 and 18 events/year (Northern and Southern GM, respectively)	Between 12 and 28 events/year (Northern and Southern GM, respectively)	Between 28 and 59 events/year (Northern and Southern GM, respectively)
	<i>Number of Met Office Heatwaves / year</i>	<i>Approx. 1 heatwave per year on average</i>	Between 1.3 and 1.8 heatwave events per year	Between 1.6 and 2 heatwave events per year	Between 3.5 and 4.3 heatwave events per year	Between 1.7 and 2.5 heatwave events per year	Between 2.2 and 3.2 heatwave events per year	Between 4.1 and 4.8 heatwave events per year

	Indicator	Baseline 1981-2010	GM Projected Change: 2040s, medium-high emissions	GM Projected Change: 2050s, medium-high emissions	GM Projected Change: 2080s, medium-high emissions	GM Projected Change: 2040s, high emissions	GM Projected Change: 2050s, high emissions	GM Projected Change: 2080s, high emissions
Page 390			(Northern and Southern GM, respectively)					
	<i>Number of Tropical Nights/year (nights>20°C)</i>	<i>Zero</i>	0.1/year	0.2/year (or 1 in 5 years)	2.6/year	0.3/year (or 1 in ~3.5 years)	0.75/year	9 / year
	<i>Cooling Degree Days (CDDs: a day-by-day sum of number of degrees by which the mean</i>	<i>16 CDDs</i>	27 CDDs	33 CDDs	73 CDDs	36 CDDs	47 CDDs	123 CDDs

	Indicator	Baseline 1981-2010	GM Projected Change: 2040s, medium-high emissions	GM Projected Change: 2050s, medium-high emissions	GM Projected Change: 2080s, medium-high emissions	GM Projected Change: 2040s, high emissions	GM Projected Change: 2050s, high emissions	GM Projected Change: 2080s, high emissions
	<i>temperature is above 22°C)</i>							
Cold Weather Page 391	<i>Minimum Winter Temperature Change</i>	<i>Between 0.8 °C and 1°C (for Northern and Southern GM, respectively)</i>	Increase by 0.8°C	Increase by 1.1°C	Increase by 2°C	Increase by 1.2°C	Increase by 1.6°C	Increase by 2.9°C

	Indicator	Baseline 1981-2010	GM Projected Change: 2040s, medium-high emissions	GM Projected Change: 2050s, medium-high emissions	GM Projected Change: 2080s, medium-high emissions	GM Projected Change: 2040s, high emissions	GM Projected Change: 2050s, high emissions	GM Projected Change: 2080s, high emissions
Page 392	<i>Number of Frost Days/year (annual number of days where the minimum daily temperature is below 0°C)</i>	<i>Between 44 and 51 days/year (Southern and Northern GM, respectively)</i>	Between 28 and 48 days/year (Southern and Northern GM, respectively)	Between 27 and 45 days/year (Southern and Northern GM, respectively)	Between 18 and 31 days/year (Southern and Northern GM, respectively)	Between 25 and 41 days/year (Southern and Northern GM, respectively)	Between 25 and 37 days/year (Southern and Northern GM, respectively)	Between 13 and 23 days/year (Southern and Northern GM, respectively)
	<i>Heating Degree Days (a day-by-day sum of number of degrees by which the mean</i>	2247 HDDs	1996 HDDs	1937 HDDs	1661 HDDs	1884 HDDs	1789 HDDs	1441 HDDs

	Indicator	Baseline 1981-2010	GM Projected Change: 2040s, medium-high emissions	GM Projected Change: 2050s, medium-high emissions	GM Projected Change: 2080s, medium-high emissions	GM Projected Change: 2040s, high emissions	GM Projected Change: 2050s, high emissions	GM Projected Change: 2080s, high emissions
Page 393	<i>temperature is less than 15.5°C).</i>							
	Rainfall	<i>Summer Rainfall</i>	<i>Between average of 211 mm and 249 mm rain for summer months (for Northern and Southern GM, respectively)</i>	Decrease by 7%	Decrease by 10%	Decrease by 22%	Decrease by 11%	Decrease by 16%

	Indicator	Baseline 1981-2010	GM Projected Change: 2040s, medium-high emissions	GM Projected Change: 2050s, medium-high emissions	GM Projected Change: 2080s, medium-high emissions	GM Projected Change: 2040s, high emissions	GM Projected Change: 2050s, high emissions	GM Projected Change: 2080s, high emissions
Page 394	<i>Autumn Rainfall</i>	<i>Between average of 258mm and 326mm rain for autumn months (for Northern and Southern GM, respectively)</i>	Increase by 7%	Increase by 8%	Increase by between 11% and 13% (for Eastern and Western GM, respectively)	Increase by 8%	Increase by between 9% and 10% (for Eastern and Western GM, respectively)	Increase by between 14% and 16% (for Eastern and Western GM, respectively)
	<i>Winter Rainfall</i>	<i>Between average of 223 mm and 317 mm rain for winter months (for</i>	Increase by between 2% and 4% (for Southern and	Increase by 4% and 6% (for Southern and Northern	Increase by 10% and 12% (for Southern and Northern	Increase by 4% and 6% (for Southern and Northern	Increase by 6% and 9% (for Southern and Northern	Increase by 14% and 18% (for Southern and Northern

	Indicator	Baseline 1981-2010	GM Projected Change: 2040s, medium-high emissions	GM Projected Change: 2050s, medium-high emissions	GM Projected Change: 2080s, medium-high emissions	GM Projected Change: 2040s, high emissions	GM Projected Change: 2050s, high emissions	GM Projected Change: 2080s, high emissions
		<i>Southern and Northern GM, respectively)</i>	Northern GM, respectively)	GM, respectively)	GM, respectively)	GM, respectively)	GM, respectively)	GM, respectively)
Drought	<i>Soil Moisture Deficit (Average annual maximum cumulative difference between rainfall and potential evaporation in soil).</i>	<i>123mm</i>	151mm	164mm	235mm	170mm	193mm	290mm

Appendix D: Information on climate projections

What is the UKCP18 data that we use to identify climate projections?

UK Climate Projections⁶⁷ is a climate analysis tool that forms part of the Met Office Hadley Centre Climate Programme.

It is a series of datasets that demonstrate how the climate may change in the future, based on scientific modelling.

Data is available at the 25km, 12km, or 2.2km scale depending on the variable.

UKCP18 shows climate change projections up until the year 2100.

The data is updated regularly, '18' is just the year of its original release.

The data is available as lower, median and upper values – taken from the ensemble of climate models that make up the UKCP18 projections. We have used the median values in this assessment.

The data is available for different Time Periods, and different greenhouse gas Emissions Scenarios (low, medium, medium-high and very high).

What are Emissions Scenarios?

Emissions Scenarios = 'Representative Concentration Pathways' (RCPs).⁶⁸

Different RCPs assume different emissions of greenhouse gases to the end of the 21st Century. They include a wide range of assumptions regarding population growth, economic development, technological innovation and attitudes to social and environmental sustainability.

We have used RCP6.0 (medium-high) and RCP8.5 (very high) scenarios.

⁶⁷ Met Office: UK Climate Projections (UKCP) [link](#)

⁶⁸ Met Office (2018) UKCP18 Guidance: Representative Concentration Pathways [link](#)

Table 2A. RCPs and the associated estimated change in global temperatures.

RCP	Carbon emissions scenario	Change in temperature (°C) by 2081-2100
RCP2.6	Low	1.6 (0.9 – 2.3)
RCP4.5	Medium	2.4 (1.7 – 3.2)
RCP6.0	Medium-high	2.8 (2.0 – 3.7)
RCP8.5	High	4.3 (3.2 – 5.4)

Why have we used these Emissions Scenarios?

Estimates based on the assumption of current national climate policies suggest a median warming level in the region of 2.7°C by 2100, compared to pre-industrial levels (see Figure 2A below).⁶⁹

This reduces to 2.5°C with targets in Nationally Determined Contributions (NDCs), and 2.1°C when binding long-term or net-zero targets are included.

The medium-high emissions scenario RCP6.0 most closely aligns to this global warming level (as shown in Table 2A above).

RCP8.5 is a High emissions scenario. It assumes a significant increase in greenhouse gas emissions. RCP8.5 is particularly useful for allowing for risk analysis in the absence of further decarbonisation, and demonstrating possible impacts from runaway climate change / carbon feedback loops. For projects that have a very high sensitivity to potential climate impacts, e.g. flooding or extreme heat, RCP8.5 is a

⁶⁹ Climate Action Tracker (2023) Temperatures, [link](#)

useful emissions scenario to use to ensure projects are ‘climate-proof.’ The Climate Change Committee also advises organisations to:

“Adapt to 2°C, assess for 4°C.”⁷⁰

RCP8.5 is projected to give a change in temperature by 2081-2100 of 4.3°C (range of 3.2°C – 5.4°C). Therefore, RCP8.5 most closely aligns to a 4°C warming by 2100, again justifying the inclusion of RCP8.5 as an emissions scenario.

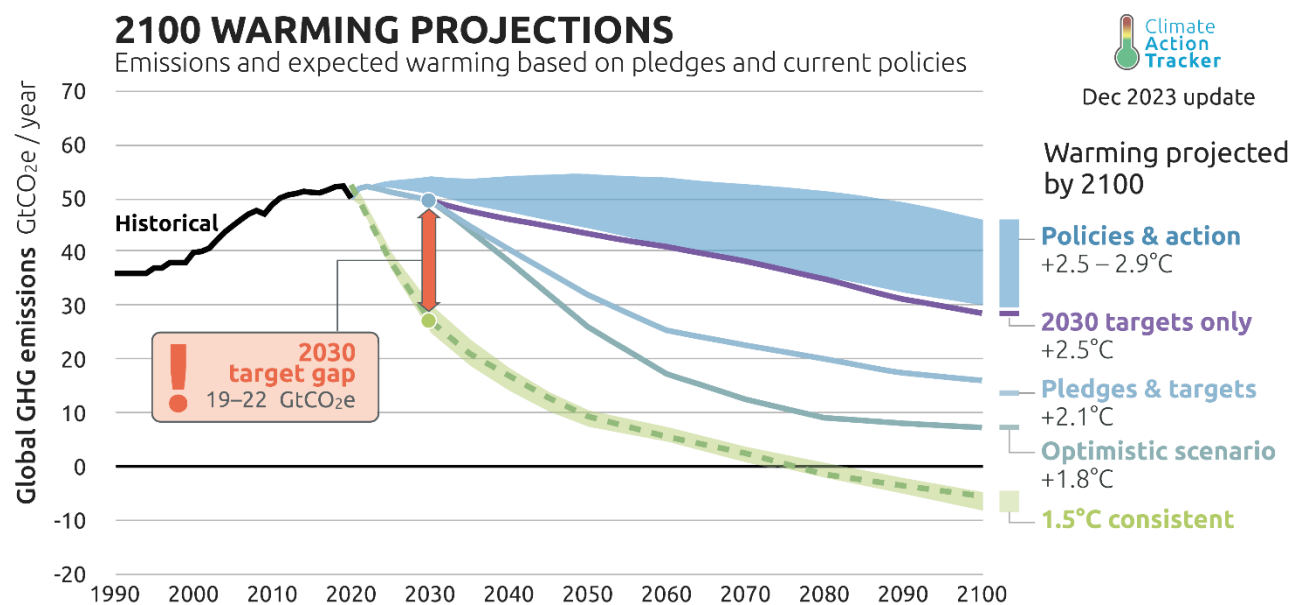


Figure 2A. Climate Action Tracker (2023) Global Temperatures.

What Time Horizons have we chosen to map?

UKCP18 data can also be accessed for various time horizons. These cover 30-year spans, and are classed as follows:

- 2010 – 2039 = 2020s
- 2020 – 2049 = 2030s
- **2030 – 2059 = 2040s**

⁷⁰ Climate Change Committee (2021) Independent Assessment of UK Climate Risk, Advice to Government For The UK’s Third Climate Change Risk Assessment (CCRA3) [link](#)

- **2040 – 2069 = 2050s**
- 2050 – 2079 = 2060s
- 2060 – 2089 = 2070s
- **2070 – 2099 = 2080s**

It is good practice to select mid-century time horizons to align with medium (2040s) and long-term (2050s) regional plans, alongside an end of century time horizon (2080s) which helps show the full extent of projected climate change associated with each emissions scenario.

What are Global Warming Levels?

Climate projections models like UKCP18 can also model different increases in global temperatures (called Global Warming Levels, or GWLs), rather than different increases in greenhouse gas emissions (as is done for the RCP scenarios).

The GWLs used in modelling are usually an increase in global temperatures of 1.5°C, 2°C, 2.5°C, 3°C and 4°C by the end of the 21st century, compared to pre-industrial levels.

The benefits of this approach is that the model does not have to assume or estimate the greenhouse gas emissions increase and the expected time period by which this will occur. However, for local authorities and other organisations wanting to understand and plan for the different climate hazards that may occur by different time periods, this is less helpful.

For this reason we have primarily accessed the UKCP18 data using the RCP greenhouse gas emissions scenario approach, where we can estimate what climate impacts we will be experiencing by what time frame.

However, UKCP18 data relating to Drought Severity is most accessible using Global Warming Levels only, and so for this hazard the spatial data is only available for different GWLs.

Estimating Future Surface Water Flood Risk

A GMCA-commissioned project modelled present-day surface water flood risk at a granular level. Using data on: past incidents of surface water flooding; Risk of Surface Water Flooding with a 1% annual probability of occurring; other modelled data from the regional water company, and property data, a heat map showing present-day surface water risk was produced (areas in red or amber are modelled as being a potential surface water risk hotspot area).

Projecting future surface water flooding risk is difficult as it depends on a combination of these factors. Intense rainfall is a key driver of surface water flooding. Therefore, to get an understanding of future surface water flooding risk in Greater Manchester, we also need to understand how rainfall intensity is projected to change over the 21st century.

Environment Agency climate change allowances (CCA) are predictions of anticipated change for peak river flow and peak rainfall intensity in the future, under different climate change scenarios (peak river flow: central, higher and upper; peak rainfall intensity: central and upper). Peak rainfall intensity for relevant Management Catchment Areas (MCA) under different climate change scenarios and by the 2050s are shown in table below.

Scenario	Irwell MCA	Upper Mersey MCA	Lower Mersey MCA	Douglas MCA
Central, 3.3% Annual Exceedance Rainfall Event	+25%	+20%	+20%	+25%
Upper End, 3.3% Annual Exceedance Rainfall Event	+35%	+35%	+35%	+35%
Central, 1% Annual Exceedance Rainfall Event	+25%	+25%	+25%	+25%
Upper End, 1% Annual Exceedance Rainfall Event	+40%	+40%	+40%	+40%

This increase in peak rainfall intensity will bring significant associated pluvial (surface water) flooding risks, in particular in existing surface water hotspot areas.

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Greater Manchester Combined Authority

Date: 29th November 2024

Subject: GM Children & Young People programme update

Report of: Councillor Hunter, Portfolio Lead for children and young people and Michael Cullen, Portfolio Lead Chief Executive for children and young people.

Purpose of Report

Update GMCA on a selection of strategically significant work areas as part of the GM Children & Young People's programme including:

- GM Pledge
- GM Regional Care Cooperative Pathfinder
- Project Skyline
- GM Fostering Programme
- Development of the Joint Forward Plan for Children & Young People
- GM Care Leavers Offer

Recommendations:

The GMCA is requested to:

1. Note the updates on the Children and Young People's Programme and in particular:
 - the positive impact of the 'GM Pledge' on tackling the high cost of agency social workers.
 - Greater Manchester's status as a national pathfinder for the Regional Care Cooperative approach and the ambition to extend this beyond the current pathfinder period subject to support from GM local authorities.
 - the establishment of the Foster for GM Hub and the ambition to sustain the hub and associated GM fostering approach for a further 12 months.

2. Endorse the proposal to extend the existing travel offer for care-experienced young people up to age 25, subject to funding being identified and approved as part of the Transport Budget setting process.

The Mayor is requested to:

3. Approve the proposal to extend the existing travel offer for care-experienced young people up to age 25, subject to funding being identified and approved as part of the Transport Budget setting process.

Contact Officers

Jacob Botham, Children & Young People Lead, GMCA
(Jacob.botham@greatermanchester.gov.uk)

1. Introduction/Background

- 1.1 The information in this report is presented on behalf of the Greater Manchester Children & Young People's Board and follows up on the commitment made in previous reports for more regular reporting to the Combined Authority on the children & young people portfolio and the Greater Manchester Children & Young People's programme.
- 1.2 Since the last report at the end of March within the city region there has been much to celebrate for our Local Authority children's services departments, for example we have seen Oldham upgraded to 'Good' following its full inspection of children's services, positive JTAI reports for Manchester City Council and Rochdale Council and an 'outstanding' SEND inspection in Bolton.
- 1.3 At the same time following a reinspection in December 2023 that rated Tameside's children's services as inadequate, the Children's Services Commissioner was requested by DfE to assess the Council's capacity and capability to improve itself and identify the key elements that need to be addressed to affect the necessary improvements. In response Tameside have clearly set out their commitment to making the substantial and sustainable improvements required to fulfil their responsibility to the children, young people and families in the borough.
- 1.4 In truth there are no quick fixes to some of the challenges facing children's services departments. At the recent Budget Government announced there will be some additional spend in some key areas including SEND, fostering and family hubs, however full details of what this will mean in real terms for GM local authorities is still to emerge with further details expected as part of the upcoming local government finance settlement.
- 1.5 From a policy perspective Government last week set out its approach to delivering end-to-end reform to children's social care and the system of support for children and families in the form of a policy statement from the Secretary of State ([Keeping children safe, helping families thrive - GOV.UK](#)). Of particular relevance to the areas of work described in this report are a commitment to support more children to live with kinship carers or in fostering families, rather than in residential care and plans to introduce a range of measures to tackle profiteering within the children's residential care market.

1.6 Whilst further detail will emerge in due course Government have made clear their intention to shine a light on the levels of profit being made and bring greater visibility to the prices local authorities are paying. This includes the prospect of action to cap profits being taken in the future if these measures do not sufficiently improve the functioning of the market and reduce costs that arise from unnecessarily high levels of profit. There is also direct reference to legislating for the creation of Regional Care Cooperatives nationally learning from the two pathfinder areas, of which Greater Manchester as described in this report is currently one.

2. GM Pledge for workforce stability in children's social care

2.1 The GM Pledge was launched in November 2023 and is designed to address budget pressures created by use of high-cost agency social workers whilst also improving the experience and lives of our children and families by providing a stable and high-quality workforce. As reported previously the GM pledge involves GM local authorities committing to a number of 'rules' around their use of agency social workers, most notably a cap on the maximum rate of pay. This is monitored through a detailed compliance and outcomes report produced by GMCA and reviewed on a bi-monthly basis by GM DCS and HR Directors groups.

2.2 Success to date: Based on a comparison of monthly data collections undertaken in September 2023 and twelve months later in August 2024 the impact of the Pledge has been positive across 9 out of the 10 local authorities. The exception to this is Tameside which as noted in the Commissioners report has faced significant challenges with workforce stability; which subsequently can have a knock on effect on the high use and spend on agency social workers. As highlighted above Tameside are committed to addressing these issues and GMCA and the other GM local authorities are also committed to working alongside Tameside council to explore how it can re-align with the GM pledge and tackle some of the wider workforce challenges facing the authority.

2.3 Analysing the data for the nine GM local authorities that have remained committed to the GM pledge we have seen the following patterns over the last 12 months:

- The number of social work agency assignments has reduced in 5/10 districts.
- There has been a 63% reduction in over cap assignments.

- Between Oct 2023 and Aug 2024, based on charge rates at end of month, annualised spend on all Pledge agency roles has fallen by approx. £5,7m (£44.2m reduced to £38.5m) across the nine local authorities.

2.4 In September 2024 new national guidance on the use of agency child and family social workers was published. The GM Pledge has recently been reviewed and updated to reflect the requirements of the new national guidance/agency rules. Whilst there are some differences and additional requirements these are not significant and through its work on the pledge GM is in a strong position regarding the adoption of these national requirements.

2.5 The GM Pledge forms part of a wider strategic workforce programme that is being developed to respond to child and family social worker recruitment and retention challenges. This work currently includes:-

- the development of a sector intelligence report on the children's services workforce
- reviewing the use of GMACS to promote children's social worker careers and pathways
- exploring the inclusion of children's social care in the development of a technical route for the MBacc health and social care gateway
- reviewing careers promotion work in schools/colleges
- Northwest regional workforce recruitment campaign

3. Regional Care Cooperative Pathfinder

3.1 In early 2024, Greater Manchester's bid was selected to form one of only two pathfinder areas for the Department for Education's (DfE) Regional Care Cooperative (RCC) programme.

3.2 The RCC will be formed of 10 local authorities in Greater Manchester and the Greater Manchester Combined Authority (GMCA). The purpose of RCCs (source: Stable Homes Built on Love) is to:

- Develop a regional view of sufficiency through data sharing
- Shape the market better with more accurate information to improve planning for care
- Better economies of scale

- Better support for foster carers
- Better collaboration with health and justice to improve services for children in care
- Better planning and running of homes for children with complex needs
- Increased transparency of the cost of care
- Improved commissioning practices
- A clear focus on excess profit making

3.3 The DfE has provided Greater Manchester funding of £1.5m and £5m respectively for (i) the set-up of the RCC in shadow form (running from April 2024 through March 2025) ahead of an official launch on 1st April 2025 and (ii) the creation of new regional residential/foster provision through a capital grant.

3.4 During Q1 and Q2 of 2024/25, the RCC Pathfinder Team hosted at GMCA and supported by the DfE's national support partner, Mutual Ventures, carried out a codesign process alongside LAs and Partners (Health, GMP, MoJ, Providers, Care Experienced Young People, VCSFE Sector, Ofsted) to establish a proposal for the GM RCC to officially launch on 1st April 2025, in line with the DfE's expectations through the grant award.

3.5 The mission for the Greater Manchester RCC is:

- *'To ensure all children and young people looked after in Greater Manchester have a stable, loving home, are healthy and achieve positive outcomes.'*

3.6 The vision for the Greater Manchester RCC expands further:

- *'We will tackle the challenges facing the children's social care market including sufficiency of placements, high costs and recruiting and retaining a quality workforce. We will be ambitious and collaborative with partners across health, youth justice and the voluntary sector to maximise our collective power and influence to deliver a sustainable model. We will keep the voices of children and young people looked after at the heart of everything we do.'*

3.7 The introduction of the RCC comes at a time when latest [published outturn figures for local authority revenue expenditure](#) suggest GM collectively spent at least £820m on children's social care across 2023/24, including over £450m purely on looked after children.

3.8 The five accompanying strategic priorities for the RCC illustrate in more detail what the organisation hopes to achieve in service of the mission and vision:

- **Strengthen governance to deliver swift and effective regional decision-making**, involving care experienced young people and partner organisations.
- **Improve value for money and strengthen market shaping by moving to an agile, needs led commissioning approach** using insights from the RCC Data and Demand Forecasting Platform to inform an accurate picture of regional sufficiency.
- **Invest in new high quality regional provision** with partners and strengthen joint funding and service arrangements to improve value for money.
- **Increase the volume and quality of foster carers and retain the workforce** to improve outcomes for children and young people looked after.
- **Develop and support the needs of the children's residential, fostering and commissioning workforce** in health and local authorities to improve outcomes for children and young people looked after.

3.9 Through these priorities, the RCC aims to strike a balance between activities that benefit from a regional efficiency of scale and those that are better coordinated from a place of bespoke local knowledge. It is therefore anticipated that the RCC will carry out new and additive functions (that would not otherwise be done within the confines of individual Local Authority budgets and staffing arrangements). The aim is for these is to improve ways of working collaboratively, bring together best practice, help Local Authorities achieve better value for money and improve the outcomes for children and young people in Greater Manchester.

3.10 By working collectively through the RCC, Greater Manchester will be able to do more to make these improvements than working in isolation. Amalgamating data into a single view will provide the region with an improved perspective on regional sufficiency which can then be shared with providers. It will also help to understand where high-cost, high-need provision is required and how it should be shared to ensure that no one Local Authority is left holding undue risk.

3.11 By banding together as one RCC, the 10 local authorities will have a louder voice to shape what providers invest in and where this provision is located. Currently, local

authorities do not have a sense of what agreements providers reach with their neighbours. The RCC will encourage pricing transparency across the region.

- 3.12 The RCC will also drive new market interventions for complex placements e.g. Skyline, which are too risky for individual local authorities to maintain on a 'just in case' basis. By democratising access to these placements, more children will receive the care which they need, not just what is available when they enter the children's social care system.
- 3.13 Workforce is another key focus of the RCC. We plan to develop and grow the workforce via skills bootcamps for residential care and a recruitment campaign for the residential care workforce. Furthermore, we will implement a gold standard workforce plan to support staff working in Skyline homes. These workstreams will aim to grow, retain, and support a high-quality workforce in residential homes. It is recognised that increasing provision is not helpful without also investing in the workforce and will ensure that these aims go hand in hand.
- 3.14 The GM RCC programme is governed through a Board set up specifically for the purpose of overseeing the development of the RCC model and delivery of specific projects that make up the current pathfinder programme. This is chaired by the portfolio lead chief executive and is attended by three GM DCSs, senior representatives from NHS GM, Mutual Ventures and the Department for Education.
- 3.15 The pathfinder funding was provided to help establish the RCC but if it is to formally launch in 2025, its continued operation will need to be funded locally. Proposals for achieving this are currently being developed through discussion with the Greater Manchester Local Authorities.
- 3.16 As referenced above as part of DfE's latest policy statement 'Keeping children safe; helping families thrive' have announced that it will legislate to enable groups of local authorities to set up RCCs. This will include setting out the RCC functions, which will be similar to the requirements for the pathfinders but with options for local authorities to decide if they want the RCC to take on a greater range of functions.

3.17 Government have also announced that they plan to legislate for the creation an RCC function. This will give government the power to direct local authorities to establish an RCC if necessary, for example in the case of failure of local authorities to perform their own statutory functions effectively, and to intervene if an RCC is not delivering services to a required standard. The legislation will also give Ofsted (and other inspectorates) the power to inspect RCCs.

4. Project Skyline

4.1 As reported previously to GMCA, 'Project Skyline' is a project of significant strategic importance in our ambition to create supply of the type of children's residential care home provision most needed in the city-region. Since the last report in March 2024, Project Skyline has made progress across all workstreams.

4.2 Partnership Agreement - Weightmans LLP were procured earlier in the year to provide legal support to all 10 GM LAs to create the Partnership Agreement. GM Legal Officers are meeting with Weightmans LLP weekly to work through the agreement. A final version of the Partnership Agreement is expected towards the end of November with signing expected in January 2025. Local authorities that have not already done so have been requested to take through their relevant cabinet meetings to request delegated authority to sign the agreement.

4.3 Procurement - Market Engagement sessions with prospective providers were in held in July 2024. Following this, GMCA, alongside GM LA commissioners and health colleagues, ran competitive dialogue sessions with the prospective bidders throughout August. The bidding window closed on the 1st October and competitive bids were received for all lots. Moderation of quality and pricing is now complete and GMCA will be in a position to recommend a provider to the Skyline Programme Board in late November.

4.4 Property Purchase - Significant work has been undertaken alongside Local Authority Commissioners to identify high quality homes across GM for children in care. A sub-committee meets bi-weekly to review properties and make recommendations to Skyline Board. Two properties have been acquired with additional properties across the city-region currently moving through conveyancing. The project is on track to have completed the purchase of 5-6 properties by April 2025. Once appointed, the provider

will work closely with the GMCA Project Team to mobilise the homes quickly. Conversations are also taking place with Ofsted in recognition of the current delays around registration of the homes recognising its potential impact on the operationalisation of the homes.

5. GM Fostering Programme

5.1 Greater Manchester is one of nine regional pathfinders for the DfE Fostering Recruitment and Retention Programme. The programme aims to increase the number of Local Authority foster carers and improve retention. The programme consists of 3 key components

- A Greater Manchester recruitment support hub hosted by Rochdale Council to provide information about fostering for your Local Authority and improve the customer journey from initial enquiry to application.
- Roll out of Mockingbird - an evidence-based programme across the city-region to support retention of foster carers.
- A regional marketing campaign to attract new foster carers.

5.2 The Foster for GM Hub has been operational since June and fully staffed from October. There are some positive early signs in terms of the conversion rate from initial enquiry to initial visit; although not an identical comparison, from July to October 2024, 17.6% of initial enquiries completed an initial visit, 2 percentage points higher than the conversion rate over the same period in 2023. This demonstrates an improved customer journey that is more consistent and responsive to the needs of prospective foster carers.

5.3 Foster Care Ambassadors from across the 10 Fostering Services have been recruited to support the Hub activity and are matched with prospective foster carers so that they can share their experience of fostering for their Local Authority. Qualitative feedback highlights the value and importance of those ambassadors in helping prospective foster carers to decide whether fostering is right for them and assuring them that fostering with their Local Authority is the right choice.

5.4 Alongside the development of the Foster for GM Hub work has also begun on the implementation or expansion of the Mockingbird model. The Mockingbird model involves foster carers being part of a group with other foster carers who are described

as satellite foster homes. They are supported by a central 'hub' home, which provides resources and support to the satellite homes. One new or additional constellation has been set up in 5 Local Authorities in the past 12 months and a further 4 will be implemented before the end of the financial year 2024/25. The fostering team at Stockport Council, who have extensive experience of the model, alongside the Fostering Network have provided support to Local Authorities to ensure their successful implementation.

5.5 To support our fostering communications and marketing campaign DfE allocated £323,186 to strengthen the existing campaign. Following feedback and consultation with LA Fostering Services and Foster Carers the previous 'Fostering Unfiltered' campaign, launched in summer 2023, has become 'Foster for Greater Manchester'. The website and customer relationship management (CRM) system have been further developed to ensure integration with the operational processes of the Foster for GM Hub and there has been enhanced localisation of the campaign brand, website and marketing materials to emphasise the messaging about fostering for your local authority. Reach PLC have been commissioned to increase messaging through local media outlets including MEN and via social media channels and a Behavioural Insights evaluation from Brand Edge will help better target campaign activity and messaging from November 2024 onwards.

5.6 GM Local Authorities and GMCA have formally signed up to the Fostering Networks 'Foster Friendly' scheme which gives foster carers employed by the organisation additional flexibility and time-off to respond to the needs of being a foster carer. This will make Greater Manchester the 1st city region to have all LAs signed up to the scheme.

5.7 DfE has announced further investment for the regional fostering programmes although at the time of writing it is unclear how much GM can expect to receive. The funding should at least be sufficient to part-fund the recruitment support hub and further regional communications activity for a further 12 months. A business case detailing the annual costs for the recruitment support hub and communications will reflect this funding allocation before it presented to GM local authorities as part of a investment case for further funding.

5.8 While early indications and feedback in relation the Foster for GM Hub are positive it has been widely acknowledged regionally and nationally from the inception of the programme that a minimum of 12 months evidence would be required to determine the longer-term sustainability and impact of the recruitment hub.

6. GM Care Leaver Guarantee

6.1 The GM Care Leaver Guarantee was first launched in 2019 with the ten GM local authorities and partner organisations coming together to create a series of entitlements and offers to help care leavers lead happy and healthy lives and to achieve their goals. This includes council tax exemption, free health prescriptions, free bus pass and discounted tram travel for care leavers up to the age of 21, a wide range of pre-employment and employment support programmes continue and a package of support from colleges and universities, via GM Higher, for care leavers to access further and higher education.

6.2 A GM Participation Network, with representation from care leavers across the 10 GM LAs and linking into the 10 Care Leaver Forums, has been instrumental in further developing the offer and opportunities available to care leavers and improving communication. Care Leavers have representation on the GM Care Leaver Trust Board to ensure they have an equal voice in shaping priorities and decision making.

6.3 The GM Care Leavers Trust Board has recently asked TfGM to consider extending free travel offer to care-experienced young people up to the age of 25. Survey evidence suggests strong support for an extension of the offer amongst this cohort. As a reminder the travel offer for care-experienced young people in Greater Manchester (GM) aged 18-21 was launched in summer 2019, with the aim of supporting this cohort through the transition to a more independent life. The offer provides free anytime travel for those aged 18-21 (who are on a care pathway) on most buses in GM. It also includes half price off peak and weekend travel on the Metrolink network. Care leavers are encouraged to apply for this offer with support from their Personal Advisers and, like Our Pass, the pass also provides access to a number of 'exclusives' such as discounts, events, and activities.

- 6.4 Amending the local concession scheme to extend the existing offer to provide free travel for care leavers up to the age of 25 is expected to increase the number of cardholders by approximately 1,600, to 2,800, with an incremental annual net cost of up to c. £450,000 per annum, which will represent revenue foregone in the bus franchising income statement. This will need to be managed in the context of the wider position on the bus franchising net funding position. In addition, it is estimated that implementation costs will be in the region of £85,000, to be funded from the 2024/25 Franchised Bus budget. Funding for the proposal would need to be identified through the Transport Budget setting process.
- 6.5 To ensure sufficient time to implement the offer, update systems and train staff, it is proposed that the extended travel pass for care leavers aged up to 25 is introduced from April 2025. Implementation in April 2025 will also provide time to advertise the offer properly to care-experienced young people in the city region. TfGM will work with the Care Leaver's Trust Board and local authorities to publicise this change to eligible young people.
- 6.6 In October 2022 the Bee Connected App was launched to promote the GM Care Leaver Guarantee and 10 LA Local Offers directly to care leavers and to those that work directly with them. Further improvements to the Bee Connected App have been made and a Care Leaver apprentice has recently been recruited by GMCA to support the delivery of the care leaver work programme which will include regular updates to the App in collaboration with the leads in each of the Leaving Care Services.
- 6.7 The Greater Manchester Housing Providers launched their revised Housing Pledges during Care Leavers week and will offer improved access to housing and support to maintain their tenancy. Care Leavers have also worked alongside the Housing Providers and Greater Manchester Youth Network (GMYN) to develop a training programme for Housing Officers to raise awareness of those pledges and ensure their implementation.
- 6.8 A GM Digital Inclusion Programme has now provided free digital devices, data or training to over 1600 care leavers and in 2023 won the Community Improvement category at the Connected Britain Awards in recognition of its achievements. More

work is now underway to source additional digital devices due to the success and continued high level of demand from care leavers.

6.9 Throughout 2024 Local Authorities have worked with their elected members to secure care leaver status as a protected characteristic which will provide the same legal protection against discrimination as other listed characteristics. It could provide greater authority to employers, businesses, public services, and policy makers to put in place policies and programmes which promote better outcomes for care experienced people.

6.10 Finally, the GM Care Leaver Trust Board has recently agreed to roll out the National Network for the Education of Care Leavers (NNECL) Kite Mark to all colleges, sixth forms and independent education providers that have an annual pupil intake of approximately 300 pupils. This will be delivered over the next 3 years with 10 education providers working towards and achieving accreditation each academic year. This would make Greater Manchester the 1st city region to have all education providers of that size accredited by NNECL and will enhance accessibility and the support offered to care leavers who would like to access further education.

6.11 Latest high-level DfE data on care leaver outcomes suggests that Greater Manchester services are working hard to respond to increased demand and the attendant challenges of supporting this vulnerable cohort in the aftermath of the pandemic and a subsequent cost of living crisis. Leaving care services are 'in touch' with ~93% of GM care leavers, a stabilised position and positive achievement in light of a further 7% year-on-year increase in the number of care experienced 17-21 year olds. Participation figures suggest +57% of care leavers are in education training or employment, the highest figure since 2017/18 (also now higher than the England figure for the first time since the pandemic). And +89% of care leavers are in settled/suitable accommodation, a reversal of a downwards trend recorded in the data since 2019/20.

7. NHS GM Joint Forward Plan for Children & Young People

7.1 As reported in March, an NHS GM Joint Forward Plan for Children & Young People has been developed as part of the NHS GM Strategic Financial Framework. The vision for the Joint Forward Plan is for 'an integrated approach to improving outcomes for

children and young people and tackling inequalities that puts the needs and experience of children, young people and families at the heart of our ambitions’.

7.2 The Joint Forward Plan provides a clear set of shared priorities that respond to the needs of children and young people in our communities and demands in the system (with an emphasis on prevention). It will help us steer commissioning locally and GM level and will be used to support decision making around the allocation of resources.

7.3 Following a period of consultation the Joint Forward Plan was signed off by the GM NHS Executive in September. To support implementation of the priorities within the plan progress is being reported to the NHS GM Children & Young People’s Systems Group chaired by the Chief Nurse and attended by officers from across the GM system acknowledging that this is a joint plan and improving health outcomes for children and young people cannot be the responsibility of any single organisation.

8. Conclusions

8.1 DfE’s agreement to provide funding to Greater Manchester as pathfinder sites for both fostering and the Regional Care Cooperative reforms suggests government is recognising the opportunity of greater city-regional collaboration around children’s services. We have seen already the impact of initiatives such as the GM pledge on addressing the high costs of agency staff for the majority of our local authorities. We now face an important period of building up the evidence from our other areas of regional collaboration most notably the RCC and fostering programmes. This will require some level of commitment and small investment from GM local authorities, however this will be insignificant compared to the potential benefits to both council budgets and improved outcomes for our children & young people.

8.2 A further update is planned for the new year that will update on other aspects of our regional collaboration around children & young people, most notably #Beewell, Education, Early Years and Family help. It is anticipated that by this point there will also be further detail on the likely implications of the Children’s Welfare Bill the local government settlement and the spending review.

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Greater Manchester Combined Authority

Date: 29 November 2024

Subject: Greater Manchester Investment Zone

Report of: Councillor Bev Craig, Leader of Manchester City Council & Portfolio Lead for Economy, Business & Inclusive Growth

Purpose of Report

The Investment Zones programme provides Greater Manchester with £80 million in grant funding for Advanced Manufacturing & Materials over the five years between 2024/25 and 2028/29. The programme also permits Greater Manchester to retain the growth in Business Rates with no reset over 25 years on two sites totalling 600 ha.

In April 2024, MHCLG transferred £8.96 million to the Greater Manchester Combined Authority (GMCA) to invest in projects in 2024/25: the GMCA has since been working to distribute this funding to partners in Greater Manchester. The GMCA is now preparing a profile for the £17.76 million of grant funding available for the second year of the programme, in anticipation of this being signed off by government between January and April 2025. This paper sets out these project allocations for 2025/26 in detail.

Recommendations:

The GMCA is requested to:

1. Note the proposed approach
2. Delegate authority to the GMCA Chief Executive Officer in consultation with the Treasurer and the Economy Portfolio Chief Executive and Leader, to negotiate with Government and agree project allocations in each financial year to 2028/29. An annual programme update will then be provided to the GMCA setting out project progress, risks, and the impact of the funded interventions.

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	The IZ projects will be open to all participants regardless of their characteristics. There are no specific provisions to target disadvantaged people or groups, though this may happen through the course of the programme. A highways improvement project in the outline package would improve access to transport in northern areas of the city region. Large infrastructure projects within the IZ will interact with and consult local communities, providing an opportunity to influence the approach to redevelopment. EIAs and other consultations will be carried out at the local level by local authorities. None of the projects in the programme is likely to have an effect on community cohesion.
Health		
Resilience and Adaptation	A	Major development projects in the IZ package will cause a short term increase in emissions and a public safety risk to be managed. The developments will follow best-practice in sustainability and health and safety to mitigate these risks. IZ programmes support firms to innovate, develop new technologies and use these for their commercialise commercial benefit. Several programmes focus on the development of advanced materials and machines for climate adaptation / carbon abatement. There is no specific focus on tackling crime or ASB within the IZ programme. Several of the large development projects in the package will involve an increase in the quality of green and blue infrastructure and investment in green spaces.
Housing		
Economy	G	The Investment Zone programme will invest £80 million in projects to generate growth and innovation in advanced materials and manufacturing. They have been selected for the likelihood of achieving economic benefits, based on a detailed evidence base for the sector in Greater Manchester. Investment Zone projects focus on private sector growth, supporting businesses to start and scale up, and through this creating new employment opportunities. Skills programmes within the package will support local people to access employment in the advanced materials and manufacturing sector. The Investment Zone focuses on business innovation, aiming to make Greater Manchester a more competitive economy. This specialised and technical activity requires skilled workers, and will create demand for good jobs across the city region. Investment Zone projects focus on Greater Manchester economic specialisms. The Investment Zone programme focuses on innovation in advanced materials and manufacturing, an area of existing strength in Greater Manchester. Working closely with Greater Manchester's universities, the programme will invest in deepening existing areas of expertise and translating findings into commercial improvements for businesses. A combination of interventions through the investment zone supports firms to develop complex and valuable products and services, making viable businesses from useful ideas, and helping businesses to turn already new ideas into viable commercial products. This will attract FDI interest. There is a skills scheme set out in the outline package that will invest in targeted skills programmes for groups of all ages, helping them to access positions in the advanced materials and manufacturing sector. Two investment zone projects focus on redevelopment / development of large scale employment sites.
Mobility and Connectivity	G	No projects in the programme directly address digital connectivity. It is unclear at this stage of the programme whether existing infrastructure will be digitally-enabled through IZ investments. The IZ will invest in new transport infrastructure to major employment sites. IZ projects will help to reduce congestion around high-traffic motorway junctions. IZ investment connects future employment sites to public transport routes, increasing access for affordable transport methods. It is unclear at this stage of the programme whether the IZ programme will affect local availability of shared transport. IZ investment connects future employment sites to public transport routes, increasing access for multiple transport modes from major population centres. The IZ will target investment at highways infrastructure for multi-modal use. Bus availability / access will increase. The IZ will invest in new road infrastructure where none currently exists. No projects in the programme specifically address digital connectivity. Investment in road infrastructure could increase traffic.
Carbon, Nature and Environment	A	During building of key infrastructure projects phase local air quality could worsen. Developments will follow best practice and look to mitigate air quality effects where possible. No water quality issues are apparent at this stage. New developments in the IZ package could have some impact on light pollution. Development activity will increase levels of noise pollution, as would an increase in manufacturing activity in Greater Manchester. Manufacturing innovation funded via the IZ may contribute to noise management improvements. No woodland / peatland impact is apparent at this stage. IZ invests in improvement in currently underused or derelict sites. Plans for development aim for biodiversity net gain. Developments in the IZ package should enhance community access to greenspace. The IZ invests in research and innovation programmes in decarbonisation and sustainable materials. Advanced materials and manufacturing is an integral part of energy transition and decarbonisation throughout multiple value chains.
Consumption and Production	A	Developments and innovation programmes will produce waste, though project leads will look to mitigate this where possible. Battery recycling and circular economy activity anticipated in several projects. Multiple projects and programmes focus on the circular economy. Advanced materials projects innovation is likely to have a knock-on impact on single-use plastic and packaging use. Innovation in advanced materials is likely to have a knock-on impact on construction waste.
Contribution to achieving the GM Carbon Neutral 2038 target		Manufacturing and materials innovation is a central element of Greater Manchester meeting its climate ambitions. The R&D activity and local innovation capacity that the IZ will support will likely have many local applications that can be trialled and scaled up here.
Further Assessment(s):	Carbon Assessment	
G	A	R
Positive impacts overall, whether long or short term.	Mix of positive and negative impacts. Trade-offs to consider.	Mostly negative, with at least one positive aspect. Trade-offs to consider.
		RR Negative impacts overall.

Carbon Assessment

Overall Score



Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings		<p>Detailed plans on the energy performance of IZ projects are pending.</p> <p>Detailed plans on the energy efficiency of IZ projects are pending.</p> <p>Detailed plans on energy usage of IZ projects are pending.</p> <p>Detailed plans on the building management of IZ projects are pending.</p> <p>Detail on cost of fabric efficiency does not exist at this stage of the programme.</p> <p>IZ developments respond to GM councils' aims of achieving net zero-carbon, and includes a commitment to being a world leader in tackling climate and ecological emergencies. They plan for net zero carbon and reductions in resource use and waste. An increase of at least 10% in Biodiversity net gain is anticipated following delivery of the schemes.</p> <p>Manchester developments support the City Council's Climate Change Framework and City Centre Transport Strategy. E.g., ID-Manchester's team does not envisage there being many car parking spaces within ID Manchester. They expect this will be largely limited to providing accessible parking only. All buildings and public spaces will be fully accessible, whether travelling by foot or wheel, and comply with required accessibility regulations.</p> <p>ID Manchester is close to Piccadilly and Oxford Road railway stations, the Metrolink and bus networks, and the Beeline cycle network. The area is well connected to all forms of public transport, minimising the need for car journeys to and from the area, and pedestrian and cycle routes will be prioritised.</p> <p>There will be a number of electric vehicle charging points at development site, notably at the SMMC building in Rochdale.</p> <p>Provision of cycling facilities is unclear at this stage of the programme.</p> <p>The energy strategy for IZ developments should seek to supply energy so far as possible by on-site renewables.</p>

Transport

Active travel and public transport		<p>IZ development projects will include active travel improvements.</p> <p>No existing active travel routes will be removed or reduced as part of the programme.</p> <p>The IZ investment will create new active travel infrastructure.</p> <p>New amenities are part of IZ developments and will be open to the public.</p> <p>The IZ will invest in multi-modal transport infrastructure.</p> <p>It is unclear at this stage of the programme whether new public transport facilities will be constructed.</p> <p>No disruption envisaged.</p>
Roads, Parking and Vehicle Access		<p>The IZ will invest in multi-modal transport infrastructure.</p> <p>No reduction in access for cyclists or pedestrians envisaged.</p> <p>Access to major employment sites will be improved through transport improvements.</p> <p>Road improvements funded through the IZ will increase personal vehicle travel in targeted areas.</p> <p>No increase in parking spaces envisaged in city centre developments.</p> <p>No increase in parking spaces envisaged in city centre developments.</p>
Access to amenities		<p>The IZ will invest in new public amenities and will improve access via walking cycling.</p> <p>City centre investments fund new public amenities and is in close proximity to bus, tram and train stops.</p> <p>Developments in the IZ will not require car access to reach.</p>
Vehicle procurement	N/A	

Land Use

Land use		<p>Green space within IZ development projects will be improved.</p> <p>Minimum 10% biodiversity improvement envisaged on IZ developments.</p> <p>It is unclear whether new natural habitat above net gain criteria will be created through the IZ projects at this stage of the programme.</p> <p>It is unclear whether there will be an impact on a protected species through the IZ projects at this stage of the programme.</p>
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No associated carbon impacts expected.

High standard in terms of practice and awareness on carbon.

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

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

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

Risk Management

The Investment Zone and any associated risks will be overseen and managed through the Investment Zone governance structure. A risk register has been compiled with the GMCA corporate risk manager and the Head of Internal Audit.

Legal Considerations

The work programme is supported by with dedicated resource from the Combined Authority's legal advisors. There are no legal implications arising directly from this Report, which updates on progress with the Investment Zone Process. The arrangements for the Investment Zone funding are contained in the Memorandum of Understanding signed with the Government.

Financial Consequences – Revenue

The proposed revenue investments in the Investment Zone programme will be funded by the Ministry of Housing, Communities and Local Government. This will be drawn down each year from the ministry subject to its agreement.

Financial Consequences – Capital

The proposed capital investments in the Investment Zone programme will be funded by the Ministry of Housing, Communities and Local Government. This will be drawn down each year from the ministry subject to its agreement.

Number of attachments to the report:

None

Comments/recommendations from Overview & Scrutiny Committee

None

Background Papers

None

Tracking/ Process

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

Yes

Exemption from call in

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

No

Bee Network Committee

N/A

Overview and Scrutiny Committee

N/A

1. The Investment Zone process

- 1.1. The March 2023 budget announced the Trailblazer Devolution Deal and Investment Zones policy, giving Greater Manchester a range of new tools to support economic growth. These included Growth Zones, an Investment Zone, and the retention of 100 per cent of the growth in Business Rates for 10 years. Greater Manchester chose to use the Investment Zone to support growth and innovation in the Advanced Materials and Manufacturing sector.
- 1.2. Following the announcement, it was agreed that an Investment Plan would be developed for Greater Manchester, so that those new resources could be deployed in a strategic and integrated way to deliver agreed priorities in the Greater Manchester Strategy – such as the Growth Locations – and the Frontier Sectors in the Local Industrial Strategy. This will form a key element of the GM Growth & Prevention Plan which is being developed, to deliver on the re-written Greater Manchester Strategy, and the Local Growth Plan that government has asked GMCA to work up
- 1.3. Investment Zones are intended to catalyse a small number of high-potential clusters in areas in need of levelling up to boost productivity and growth. Each Investment Zone is receiving a funding envelope of £80 million for the first five years, which Greater Manchester will distribute as flexible grant funding.
- 1.4. From March 2023 to April 2024, the government worked with places via a structured conversation to co-develop and iterate proposals with Mayoral Combined Authorities (MCAs). The government set out a Gateway process through which areas' proposals would be co-developed and iterated. GMCA successfully progressed through five 'gateways' set by MHCLG to articulate and justify the proposals. These were co-designed with local partners including universities, at least one of which needed to co-sign the final proposal. Greater Manchester's proposals were agreed and signed off by the University of Manchester, the University of Bolton, Manchester Metropolitan University, and the University of Salford.

Development of the package:

- 1.5. GMCA worked with universities and private sector partners to develop interventions to increase the scale and competitiveness of the city region's materials and

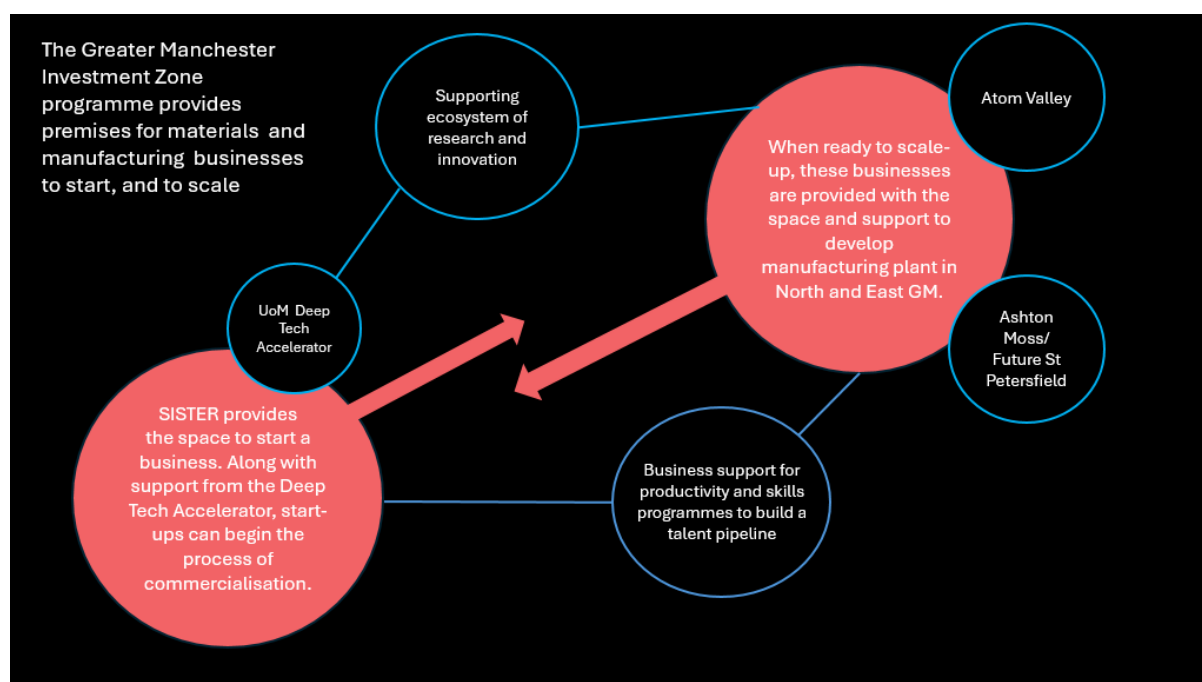
manufacturing sector. The Investment Zone package is based on an evidence base that GM has developed over several years: the Local Industrial Strategy identified advanced materials and manufacturing as a local strength, and further analysis in the Greater Manchester Independent Prosperity Review set out the areas of specialism and economic complexity in different parts of the city region. In 2021, GAMMA commissioned a review of specialist clusters in GM, their interactions with the wider economy, and their specific obstacles to growth and innovation. In November 2022, Innovation GM published its Innovation Plan, identifying sustainable advanced materials as a priority for investment, and setting out measures to strengthen connections between the R&D base and industry.

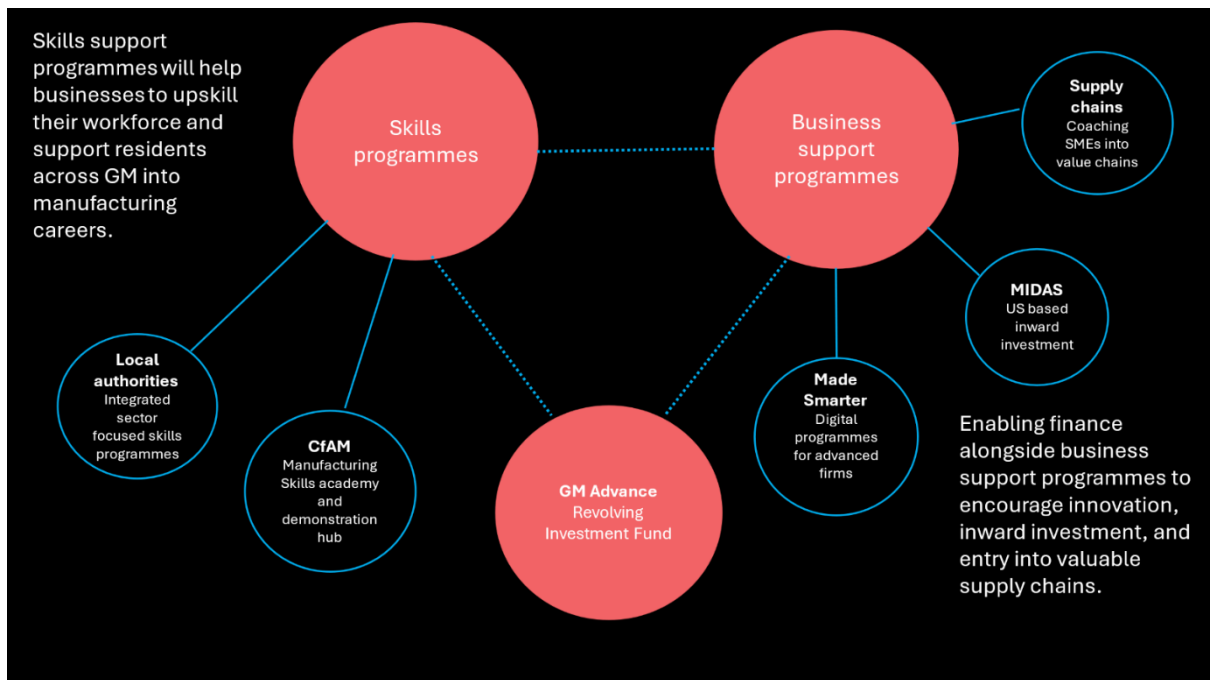
- 1.6. Analysis of the sector shows longstanding constraints to growth, from a shortage of specialist premises for advanced manufacturing and room for scaling businesses to grow, to a lack of seed finance, to limited management capabilities in small businesses. The Greater Manchester Investment Zone will invest in a range of interventions to lessen each of these sector-specific constraints.
- 1.7. To develop a package of measures that aligns with Government's criteria and GM strategic priorities, GMCA officers worked with Local Authorities, Universities and other partners to prepare proposals. The projects were assessed to make sure that they met the Minimum Requirements set out in the Government's guidance. Officers also worked with Local Authorities, Universities, Innovation Greater Manchester, GAMMA, and other partners to identify opportunities to join up proposals, where there are potential links, overlaps or duplication over the subsequent months. These plans were then finalised and formally agreed with government in Spring 2024. A full description of the Investment Zone process was set out in the paper brought to the GMCA meeting on 23rd February 2024.
- 1.8. The GM Investment Zone projects will support researchers and to commercialise new ideas and existing manufacturers to adopt productive technologies. The package of projects is varied and covers each intervention theme offered by government, but these combine to address the barriers to growth for the range of organisations that make up the sector:
 - Accelerating the development of start-up and scale-up employment sites, and setting up the support programmes that help firms to move between them

- Funding for new translational research facilities and university-led programmes to support businesses to adopt new technologies
- Subsidised seed finance for materials and manufacturing businesses
- Funding for business support and skills programmes, preparing firms for advanced activity and people for manufacturing careers
- Funding for planning capacity across the region, supporting local planning authorities to progress major manufacturing developments at speed

A full outline of the Investment Zone interventions was set out in the paper brought to the GMCA meeting on 16th July 2024 and are included in Annex A.

1.9. The diagrams below demonstrate how the different elements of the funding package work together to the benefit of the sector. It is important to note that it is not a requirement to deploy the Flexible Spend portion of the Investment Zone policy offer in any specific bordered geographical areas of the city-region: if interventions can be proven to drive growth in the Priority Sector and support the cluster, they can be deployed anywhere in the conurbation.





1.10. Areas can also designate up to two Business Rates Retention sites, where they can retain growth of Business Rates revenue with no reset for 25 years to reinvest into the programme. The boundaries for these Investment Zones Business Rate Retention sites were agreed at the GMCA meeting on 26th January 2024.

2. Scheduling annual allocations

- 2.1. The guidelines for the Investment Zone programme require allocations to be scheduled and managed over the financial years 2024/25 to 2028/29. Flexible Funding for the Investment Zone is released in fixed annual tranches over the first 5-year period. The total fund, as well as each year's allocation, is split between a 60% capital allocation and a 40% revenue allocation. Project allocations need to fit within the amount of capital and revenue available in each financial year, and while the revenue budget can be converted to capital, this does not apply vice versa.
- 2.2. On 23rd February 2024, GMCA delegated authority to the GMCA Chief Executive Officer and Treasurer, in consultation with the Economy Portfolio Chief Executive and Leader, to negotiate project funding allocations in 2024-25 with government. On agreement, MHCLG transferred the £8.96 million funding allocation for 2024/25 to GMCA in early April and that is now being allocated to projects. In the 2024 Autumn Budget the government confirmed funding for the Investment Zones programme.
- 2.3. Delivering the full potential of the Investment Zone interventions to grow Advanced Manufacturing & Materials has required projects to be accelerated and investment to take place in way which maximises the matched funding by partners, and for early development funding to be provided where investments will be realised over a longer timescale. GMCA is distributing allocations in 2024/25 according to preparedness, need, and their implications for generating future Business Rates revenues: mature capital developments and long-term programmes to maximise the benefits of the programme funding in this first year.
- 2.4. From (2025/26), the amount of funding available across the whole programme in each year doubles to £17.76 million. Given the lack of flexibility in the funding profile, GMCA officers have worked with project leads to ensure that capital projects receive funding when it can have most impact, rather than when MHCLG makes it available. Work is ongoing to agree options for cash-flowing the £15m of investment into Sister for re-development so that it takes place in the first two years of the programme. This will accelerate the growth of Business Rates revenues – releasing further resources

for the Investment Zone programme in later years – and mean that other time-specific capital allocations can be made.

Addressing Funding Gaps

2.5. While the £80m of initial funding for Investment Zone projects is welcome, it is not sufficient to deliver the full opportunities of all the projects. For example, funding gaps remain on both the acceleration of Sister and the infrastructure for the development of Atom Valley. Other programmes could also be scaled up if the resource was available.

2.6. The Government announced in the 2023 Autumn Statement that the Investment Zone programme would be extended from 5 to 10 years, along with an additional £80m of funding. However, the guidance for this funding has not yet been published.

2.7. Officers are working with project leads to address funding gaps as part of the overall Investment Plan process, considering all the available funding sources and bringing together priorities for developing the Growth Locations and Frontier Sectors.

Managing the programme

2.8. Officers are also working closely with partner organisations in Greater Manchester to understand project funding requirements and match these to the fixed profile of programme funding. This is an active process, working with each to understand any changes and managing this within each year's available budget.

2.9. While overall project allocations should remain the same throughout the programme, officers may need to reschedule the distribution of funding to fit within each year's fixed profile. The Treasurer and Chief Executive, supported by GMCA officers, are well-placed to assume responsibility for this over the programme's duration.

2.10. To ensure an appropriate level of oversight any proposal to change the overall funding allocations will be brought to the GMCA for decision.

2.11. A regular update on programme progress will be brought to the GMCA for review at the end of each financial year, covering project activity, risks and impact to date.

3. Recommendations

3.1. The GMCA is requested to:

- Note the proposed approach.
- Delegate authority to the GMCA Chief Executive Officer in consultation with the Treasurer, and the Economy Portfolio Chief Executive and Leader, to negotiate with Government and agree project allocations in each financial year to 2028/29. An annual programme update will then be provided to the GMCA setting out project progress, risks, and the impact of the funded interventions.

Annex A: The GM Investment Zone package

3.4. The set of projects in the package covers each theme of intervention from the Investment Zone ‘menu’ set out in the Government’s policy prospectus. However, it should be noted that the Advanced Materials and Manufacturing sector in GM is complex, and the range of interventions being put forward will target different areas of need across the city region. A full outline of the Investment Zone interventions was set out in the paper brought to the GMCA meeting on 16th July 2024. As agreed with Government, the programme will invest in:

- £4.8 million for Atom Valley research and innovation programmes to be delivered through Sustainable Manufacturing & Materials Centre (SMMC) and £5.2 million to complete the development of the SMMC building that this organisation will operate from. Added to this, £10 million will fund enabling infrastructure for key employment sites needed to make Atom Valley work.
- Sister (formerly known as ID Manchester) as the largest private sector investment in this sector in Greater Manchester, will receive £15 million to accelerate the redevelopment of the site and £5 million to drive research and innovation through the University of Manchester Deep Tech Innovation programme.
- £15 million towards investments in the wider supporting innovation ecosystem. Other significant assets in the city region which are not in the geographical areas above that have the potential to make a significant contribution to developing Greater Manchester’s Advanced Manufacturing & Materials cluster. This includes:
 - The Acoustics Innovation Institute (University of Salford).
 - AMMIC – the Centre for Advanced Manufacturing and Sustainable Materials Innovation (Manchester Metropolitan University).
 - NERIC – the North of England Robotics Innovation Centre (University of Salford).
 - Further development of employment sites in Ashton Moss (Tameside) for Advanced Materials and Manufacturing.
- Four projects to provide the pipeline of skills and project development, and direct support for businesses, developing an ecosystem at a scale which can have a national impact:
 - £10 million for GM Advance, a Revolving Investment Fund to directly invest in businesses in the Advanced Manufacturing & Materials sector.

- £5 million for programmes to support businesses, building on the success of Made Smarter, developing supply chains, and to support international investment into the sector.
- £5 million for skills development, including with the University of Bolton .
- £2 million for a Planning & Development fund, which Districts can draw from to develop Advanced Manufacturing & Materials projects.
- The remaining £3 million of funding, will be used for the administration and delivery of the programme, in line with Government requirements.

GREATER MANCHESTER COMBINED AUTHORITY

Date: 29th November 2024

Subject: Greater Manchester One Network Connectivity Partner Procurement

Report of: Councillor Nick Peel, Portfolio Lead for GM Digital;
Tom Stannard, Portfolio Lead Chief Executive for GM Digital

PURPOSE OF REPORT

This report sets out progress on GM One Network implementation and summarises the outcome of a tender process to extend One Network to include connectivity services for sites that are not served by the GM Local Full Fibre Network (LFFN) and GM One Network.

This paper follows a similar report in October 2024 which related to physical connectivity (such as fibre) to non LFFN sites.

RECOMMENDATIONS:

GMCA is requested to:

1. Approve the GMCA entering into the contract with Telent for GM One Network Connectivity Managed Services Partner services valued at up to £3m to enable services that provide connectivity to more sites, creating an agreement that can be drawn on for the benefit of partners in GM One Network (at their cost); noting that orders under the contract will be subject to the governance set out in the report and decisions in accordance with the Constitution.

CONTACT OFFICERS:

<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>

Phil Swan (GMCA), phil.swan@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

Insert text

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation	G	Having reliable and resilient connectivity in place ensures access to digital services in the even of a risk Having reliable and resilient connectivity will allow businesses to re locate or work from alternative locations
Housing		
Economy		
Mobility and Connectivity	G	Improves digital infrastructure whilst providing the potential to reduce duplication and cost across the GM Public Sector Improved connectivity to Traffic signals (circa 150) allows for improved SMART services at Traffic Signals Connectivity supports Urban Traffic Control equipment and provides access to manage and control traffic congestion Reduces on-going cost when compared to current services provided Provides connectivity to circa 150 Transport sites with potential to be expanded to other sites
Carbon, Nature and Environment	G	Equipment and capabilities that are more energy efficient than at present
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		Newer equipment is more efficient than existing equipment.

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.
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Risk Management:

See section 6

Legal Considerations:

See sections 3, 4 and 5

Financial Consequences – Revenue and Capital

The overall cost of the initial financial commitment in this contract (GM One Network non-LFFN sites) will be met from financial contributions from public sector partners including TfGM and Rochdale Council based on a cost apportionment model agreed with TfGM and Rochdale.

Any capital expenditure made by TfGM will be added to the Transport Capital Programme and the associated borrowing costs met by GMCA.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background papers

- GM Digital Blueprint. GMCA Report March 2023.
- Greater Manchester Local Full Fibre Network Programme – GMCA Report January 2020.
- Greater Manchester LFFN Programme – Public Sector Building Upgrade – GMCA report December 2020.
- GM One Network Part A and Part B Report including the GM One Network Collaboration Agreement March 2022
- GM One Network Non-LFFN Connectivity Partner Board, October 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.

GM Transport Committee

n/a

1 INTRODUCTION/BACKGROUND

- 1.1 This report follows a paper to GMCA in October 2024 which sought approval to award contract for connectivity to non-Local Full Fibre Network sites i.e. installation and management of the physical connections, such as fibre, between sites.
- 1.2 This subsequent document relates to a further contract which is for implementation and management of services that would run across that physical connectivity, enabling these sites to join GM One Network.

2 COLLABORATIVE NETWORK PROCUREMENT

- 2.1 Every public sector organisation operates a “Wide Area Network” (WAN) so that users and computers in one location can communicate with users and computers in other locations.
- 2.2 These WAN services are often procured from major telecoms companies and include both infrastructure and services. Whilst the partners in One Network have migrated c.1200 sites from their individual networks onto One Network, there are a further 163 TFGM that were not part of the LFFN programme and remain on legacy contracts that are due to expire. In addition, there are ongoing discussions with Rochdale and Oldham council regarding adding c. 50 Oldham and Rochdale Council sites.
- 2.3 Discussions are continuing with several potential additional partners for One Network that also have sites that are not on the LFFN and would require connectivity.
- 2.4 To address this a procurement was conducted to deliver Non-LFFN Connectivity Managed Services. Importantly, the procurement did not restrict partners with non-LFFN sites from joining in the future. If other public organisations were to join, this would be on an equitable basis with the original partners, with either a financial return to those partners or further investment as determined appropriate by the partners. This is defined in the GM One Network Collaboration Agreement signed by the current partners and endorsed by GMCA.

3 PROCUREMENT OUTCOME

- 3.1 Following a Public Contracts Regulations 2015 compliant procurement process, Telent has been selected as preferred bidder to deliver Non-LFFN Connectivity Managed

Services. The overall value of the contract is £3M and can be drawn down by any of the organisations named in the tender as part of work to extend One Network.

3.2 GMCA would be the contract holders and use of the contract would be governed via the GM One Network Collaboration Agreement which is managed GM One Network Collaboration Board, chaired by Stockport Council and including representatives from each of the partners.

3.3 An initial draw against the contract will be on behalf of TFGM. Conversations are taking place with Rochdale Council and Oldham Council and it is possible sites from these will be included. The combined value of £870.000 for 170 - 220 fixed connectivity sites, the costs of which will be met by those organisations through a recharge from GMCA.

3.4 The initial contract will be for 3 years with an option to extend for a further 2 years.

4 OVERALL BENEFITS

4.1 The main benefits from this procurement are that:

- Together with linked work, it enables TfGM, Rochdale, and Oldham to migrate from legacy contracts for connectivity that are due to expire.
- It creates a flexible mechanism against which further sites can be added and supports potential One Network expansion to benefit more public services including by standardising connectivity infrastructure across the GM Public Sector community making it easier to layer on other shared Digital services in the future.
- It reduces duplication in procurement, migration of services and provision and management of services and third party contracts relating to site connectivity.
- It supports effective digitalisation of public sector services, in particular significant improvements in user experience via service speed and quality, particularly for those partners migrating sites from copper infrastructure to fibre through this process.
- It benefits from the existing investment and capabilities of One Network including improved resilience and shared internet connections, and it expands the ability to consume other relevant digital services jointly in the future.

- Enhances the GM One Network advanced network platform which will give partners more flexibility to connect sites to the GM One Network that are not served by GM LFFN Fibre.
- Progresses GM's ambition to become a globally recognised digital city region – there is potential to highlight Greater Manchester's involvement in Digital and Smart City developments through preferred bidder's global network of Partners and industry commentators.

5 GOVERNANCE FOR PROGRAMME DELIVERY

5.1 Oldham Council, Rochdale Council and TFGM are taking these proposals through their own organisational governance in line with their own formal decision-making processes with the intention that each partner has internal support for this procurement ahead of the GMCA meeting on 25th October 2024.

5.2 This activity is supported by the GM One Network Collaboration Board that is chaired by Stockport Council with attendance from GMCA(FRS), TfGM and Bury, Oldham, Rochdale, and Stockport Councils. This reports into the GMCA Digital Portfolio governance which reports to the GMCA. It is supported by the GMCA Digital Services team. The oversight of this connectivity infrastructure for these services would be via the existing route into GMCA that supports One Network.

6 KEY RISKS

6.1 The risks set out in Table 4 below relate to the procurement and migration of these sites to the GM One Network

Risk	Impact	Likelihood	Mitigation
Existing contracts expire before the new service is available	High	Medium	Secure commitment from preferred bidder to migrate sites with contract end dates before contracts end, secure short-term extension of

			contract where this is not possible
Existing contract end dates may result in dual running costs for some sites	Medium	High	Plan migrations to minimize impact, with each partner looking to offset any transition costs through optimum timing.

Table 1: Key Risks

7 RECOMMENDATIONS

7.1 Please refer to the to the Recommendations section at the top of this document.

Greater Manchester Combined Authority

Date: 29th November 2024

Subject: GMCA Revenue Update Quarter 2 2024/25

Report of: Councillor David Molyneux, Portfolio Leader, Resources & Investment 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 September 2024 (Quarter 2) and forecast revenue outturn position for the 2024/25 financial year.

Recommendations:

The GMCA is requested to:

1. Note the forecast position at 30th September 2024; and
2. Approve an increase to the Mayoral budget of £80k funded from Mayoral reserves towards spend on mayoral priorities (para 3.2).

Contact Officers

Name: Steve Wilson, GMCA Treasurer

E-Mail: steve.wilson@greatermanchester-ca.gov.uk

Name: Steve Warrener, Finance and Corporate Services Director, Transport for Greater Manchester

E-mail: steve.warrener@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment: 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 to the report: N/A

Comments/recommendations from Overview & Scrutiny Committee N/A

Background Papers

GMCA Budget Reports – 9th February 2024

GMCA Revenue Update Quarter 1 2024/25– 27th September 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 2. Further details on the variances are provided in each section of the report.

Summary 2024/25 Quarter 2	Revised Budget Q1			Forecast Outturn Q2			Variance		
	Exp	Income	Total	Exp	Income	Total	Exp	Income	Total
	£000	£000	£000	£000	£000	£000	£000	£000	£000
GMCA General	326,884	-326,884	0	330,659	-330,659	0	3,775	-3,775	0
Mayoral	140,462	-140,462	0	140,542	-140,542	0	80	-80	0
GMFRS	145,054	-145,054	0	145,307	-145,307	0	253	-253	0
Waste	173,752	-173,752	0	173,121	-173,121	0	-631	631	0
Transport inc:	404,165	-404,165	0	399,883	-399,883	0	-4,282	4,282	0
TfGM	325,812	-325,812	0	325,734	-325,734	0	-78	78	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. This was revised at quarter 1 to £326,884m due to new funding which was reported to GMCA for approval on 27th September 2024.
- 2.3 At quarter 2, there is a further increase in external funding of £3.8m to £330.7m. 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 revised budget at quarter 1 and the forecast outturn and variance against revised budget at quarter 2.

GMCA Revenue General Budget 2024/25 Quarter 2	Original Budget	Forecast Outturn Quarter 1	Forecast Outturn Quarter 2	Forecast Variance Quarter 2
	£000	£000	£000	£000
Expenditure:				
GMCA Corporate	31,226	32,675	33,207	532
Election	4,055	4,055	4,055	0
Core Investment Team	2,553	5,491	4,509	-982
Digital	2,873	6,667	7,107	440
Economy	4,960	25,847	26,745	899

Environment	3,681	10,327	11,116	789
Place	54,901	57,751	56,910	-841
Public Service Reform	39,691	50,815	52,197	1,382
Work and Skills	131,245	133,257	134,813	1,556
Total Expenditure	275,185	326,884	330,659	3,775
Funded by:				
Government Grants	-204,848	-217,362	-217,737	-375
District Contributions	-8,503	-8,503	-8,603	-100
Internal Recharges	-30,841	-32,107	-31,658	449
Retained Business Rates	-10,531	-38,773	-40,323	-1,550
Earmarked Reserves	-7,221	-12,997	-14,062	-1,064
Other Income	-13,241	-17,142	-18,276	-1,134
Funding	-275,185	-326,884	-330,659	-3,775
Net Expenditure	0	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 £31.2m and the forecast at quarter 1 was revised to £32.7m. The forecast at quarter 2 is £33.2m showing an increase in expenditure of £0.5m due to:
- Transfer of £0.25m of grant from Department for Levelling Up Housing & Communities (DLUHC) to reserve for the implementation of the integrated settlement as part of the trailblazer devolution deal.
 - Strategy expenditure increase of £0.11m is in relation to the expansion of the staff resources required, subscriptions and computer hardware funded by business rates reserve, earmarked reserve and external contributions.
 - Communication, Media & PR forecasts an increase of £0.10m for resources requested by other Directorates as well as creation of new role and communication equipment for which, costs will be via recharges and external income.
 - Information Governance and Complaints shows an increase of £0.07m from Icasework subscription costs funded via earmarked reserve and external income.
 - Land and property forecast a reduction of £282k spend due to staff vacancies and restructures. The underspend is used to partly offset the overall overspend in the service directorate. This includes Safely Managing Covid-19: Greater Manchester Resident Survey cost of £0.18m of research to provide deeper and more regular insight on the issues and impacts of coronavirus across GM. The remainder of the

£102k underspend is used to offset role regrades in Finance, addition of new roles in Internal Audit and Risk, agency fees in the Commercial team and other change.

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. At quarter 1, £6.7m forecast was reported. The current forecast position is expenditure of £7.1m, the additional expenditure of £0.4m relates to Smart Residents Data Exchange Platform funded via retained business rates.

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 and at quarter 1, the forecast outturn was £25.8m. The current recast is £26.7m which reflects the additional £0.9m of funding for following schemes:
- MIDAS forecast an increase of £0.1m funded via district contribution from Rochdale Council.
 - Cricket Strategy, a partnership across 3 key bodies GMCA, English Cricket Board and Lancashire Cricket Foundation to hold cricket sessions for the general public has a forecast of £0.2m funded via retained business rates.
 - Economy business rates funded programmes include Business Angels, Journey to Net Zero - Green Economy, Support for Net Zero and Employment Legal Advice. In quarter 2, there is an increase in expenditure of £0.5m mainly from Support for Net Zero and Employment Legal Advice.

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 forecast at quarter 2 is £11.1m, the increase of £0.8m relates to new funding available for the following:
- ECO LA Flex scheme supporting low income and vulnerable households has staff underspend of £57k and £0.4m of ECO4 concession to be transferred to reserve.
 - Public Sector Decarbonisation Scheme (PSDS) forecasts an increase of £0.1m from PSDS phase 1 and phase 3 Measurement and verification of energy savings (M&V) funded from partner contributions.
 - Net zero accelerator pilot programme has an overall allocation of 6.2m over 2 years to 2025/26 to develop an aggregated bundle of projects across multiple net zero sectors, including projects that provide strong financial returns. In quarter 2, forecast increase of £0.4m due to reprofiling from expected increase in programme activities.

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 forecast at quarter 2 is £56.9m, a reduction of £0.8m since the last period which includes:
- UK Shared Prosperity Fund forecast a decrease in spend of £0.7m from adjustment to the Revenue Contribution to Capital Outlay funded via grant.
 - GM Delivery Team (HIF) forecasts an underspend of £0.073m due to staff vacancies originally funded via reserve.
 - Brownfield Fund (BF), due to the capitalisation of legal fees has an underspend of £0.6m previously funded from reserve.
 - Planning and Housing costs and the are expected to exceed the budget allocation by £0.1m due to staff resources to be funded via reserve, recharges and external income.

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 at quarter 1. At quarter 2, forecast expenditure of £52.2m has an increase of £1.4m which mostly relates to:
- GM Creative Health Place Partnership- a 3-year grant of £0.8m from Arts Council England to work with public services, health and social care providers, cultural and voluntary organisations, universities, and residents to ensure everyone has access to culture and creativity to support their health and wellbeing. The forecasted spend for 2024/25 is £0.6m with £0.4m from the grant and £0.2m from recharges and external contributions towards the programme.
 - A bed every night has an increase of £0.5m funded via reserve to provide grants for more beds available this winter.
 - Project Skyline- this is to create a new Greater Manchester shared children's residential care service to deliver a significant system change and improve the lives of children and young people living in residential care in our region has forecast increase of £0.2m for legal fees.
 - 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 £133.2m at quarter 1. The current forecast of £134.8m is an increase expenditure of £1.6m. The increases are to be funded from earmarked reserves, business rates reserve or existing grant arrangements which are paid in arrears based on activity:

- AEB -National Skills Fund Level 3 Adult Offer £1.48m to be funded from reserve in respect of delivery costs are forecast to increase from Free Courses for Jobs costs from the introduction of level 3 one pot approach.
- Work & Health Pioneers shows an increase of £0.2m due to profiling following an improved provider performance. 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.
- 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 by in February 2024 was £140.1m funded from Precept income, Transport Statutory Charge, reserves, grants and external income.

3.2 The Mayor agreed to provide support for the launch of Black History month and has agreed to expenditure on Civic Leadership Programme.

3.3 The table below shows the original budget and breakeven forecast outturn at Quarter 2:

Mayoral Budget 2024/25 Quarter 2	Original Budget	Forecast Outturn Quarter 1	Forecast Outturn Quarter 2	Forecast Variance Quarter 2
	£000	£000	£000	£000
Expenditure:				
Mayors Office	530	563	584	21
Corporate Recharge	851	851	851	-
Mayoral Priorities	3,050	3,374	3,433	59
Mayoral Transport	135,674	135,674	135,674	-
Gross Expenditure	140,105	140,462	140,542	80
Funded by:				
Mayoral Precept	(25,558)	(25,558)	(25,558)	-
Collection Fund Surplus /-Deficit	(463)	(463)	(463)	-
BSOG grant	(13,150)	(13,150)	(13,151)	(1)
Mayoral Capacity grant	(1,000)	(1,000)	(1,000)	-

Mayoral Budget 2024/25 Quarter 2	Original Budget	Forecast Outturn Quarter 1	Forecast Outturn Quarter 2	Forecast Variance Quarter 2
Statutory charge	(86,700)	(86,700)	(86,700)	-
Earnback grant	(11,045)	(11,045)	(11,045)	-
Other grants and reserves	(1,339)	(1,696)	(1,775)	(79)
External Income	(850)	(850)	(850)	-
Total Funding	(140,105)	(140,462)	(140,542)	(80)
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, the budget was revised following Quarter 1 reflecting the changes required as set out in the report and, at Quarter 2, it is expected that the position will breakeven.

The table below summarises the position:

GMFRS Budget 2024/25 Quarter 2	Approved Budget	Revised Budget	Forecast Quarter 2	Forecast Variance
	£0	£0	£0	£0
Employees	105,326	110,844	111,869	1,025
Indirect Employees	2,011	2,108	2,495	387
Premises	6,887	6,907	7,303	396
Transport	2,461	2,450	2,509	59
Supplies & Services	12,698	15,359	14,252	-1,107
Support Services	9,888	11,245	10,790	-455
Government Grants	-1,187	-1,187	-1,119	68
Other Grants & Contributions	-418	-1,884	-1,695	189
Customer & Client Receipts	-2,202	-2,393	-2,519	-126
Capital Financing Costs	3,800	1,468	1,378	-90
Revenue Contribution to Capital Outlay	0	0	3	3
Transfer to Earmarked Reserve	0	0	41	41
Total Expenditure	139,264	144,917	145,307	390
Localised Business Rates	-11,347	-11,347	-11,347	0
Baseline Funding	-51,281	-51,281	-51,281	0
Funding Guarantee	0	-1,185	-1,185	0

SFA - Services Grant	-204	-224	-224	0
Section 31 - Business Rates	-10,017	-8,711	-8,711	0
Section 31 - Pension Related	0	-4,769	-4,769	0
Precept Income	-65,555	-65,555	-65,555	0
Collection Fund surplus/deficit	-444	-444	-444	0
Transfer from Earmarked Reserve	-416	-1,401	-1,791	-390
Total Funding	-139,264	-144,917	-145,307	-390
Net Expenditure	0	0	0	0

- 4.2. The revised budget reflects the changes in relation to pay. The original budget was based on an estimate firefighter pay award for 2024/25 of 5%, the budget has been adjusted by £0.609m to take into account the negotiated pay award of 4%. The pay award for non-uniformed staff was agreed in October 2024, an increase of £1,290 on pay points 2 to 43 inclusive and 2.5% above 43 which has been reflected in the budget which required a decrease of £0.104m.
- 4.3. The forecast expenditure against employees includes an increase in pension contribution. The budget was revised to reflect this alongside the expected grant allocation. A change in firefighter employer pension rate was announced at an increase from 28.8% to 37.6% which is estimated at a £5.612m increase in budget requirement within 2024/25. 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 position which will be reviewed alongside all organisations following submission of the pension forecast data.
- 4.4. Employees pay and pensions is an overspend of £1.025m based on assumed costs including expected appointments to current vacancies. The increase in expenditure is mainly from estimates in respect of pre-arranged overtime and detachments which is utilised to maintain ridership.
- 4.5. Indirect employee costs are forecast to overspend by £387k which is mainly attributable to an increase in recruitment costs and training.
- 4.6. Premises related expenditure is an overspend of £396k predominantly in the area of repairs and maintenance based on spend to date as an indication. The information supporting this area of spend is being utilised to understand the needs against the estates strategy capital.

- 4.7. Supplies, services and other expenditure is forecast at an underspend of £1.107m. The budget incorporates expected increases in costs for inflation against various areas of spend. Where inflation has been identified, the budget will be reallocated, with updates to be included in future reports.
- 4.8. Corporate recharges is forecast to decrease by £455k mainly from reduced business partnering function costs.
- 4.9. Income is forecast to be reduced by £63k mainly due to a shortfall in external funding in relation to Safer Communities & Interventions compared to the original estimates.
- 4.10. At quarter 1, a forecast of £1.4m was proposed to utilise revenue funding towards capital costs, however, the identified spend is likely to be revenue in nature, therefore included in the revenue estimates. This will be monitored closely and any changes will be reflected in future reports and budget allocated accordingly.

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 2, the forecast underspend is £5.2m as detailed in the table below:

Waste and Resources Forecast Outturn 2024/25	Approved Budget	Forecast Outturn Quarter 1	Forecast Outturn Quarter 2	Forecast Variance
	£000	£000	£	£000
Operational Costs	116,326	111,840	111,780	(60)
Operational Financing	55,104	55,070	55,070	-
Office Costs	6,245	6,243	5,672	(571)
Non-Operational Financing	599	599	0,599	-
Total Expenditure	178,274	173,752	173,121	(631)
Levy	(174,274)	(174,274)	(174,274)	0
Levy Adjustment	0	61	(247)	(308)
Return to GM LA's	0	20,000	20,000	0
Transfer (from)/to reserves	(4,000)	(19,539)	(18,600)	939
Total Resources	(178,274)	(173,752)	(173,121)	631

- 5.2 The operational costs element of the budget is forecast to underspend by £4.5m due to tonnages for the first five months being lower than budget and income from pulpables and commingled recyclates being higher than budget during the first part of the year. The position will be updated based on actual income as the year progresses. Tonnages and recyclate prices will be monitored monthly through the remainder of the year.

- 5.3 An underspend on office costs of £0.6m is forecast. This can be broken down between £0.2m underspend on employee costs due to vacant posts and £0.4m underspend on supplies and services mainly related to professional fees.
- 5.4 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 £399.9m, of which £325.7m is forecast to be paid to Transport for Greater Manchester (TfGM) for transport delivery as shown in the table below. The remaining £74.1m of the Transport revenue budget is retained by the Authority for capital financing costs for Metrolink and other programmes, which is forecast to be lower than budget due to delays in capital expenditure and lower than budgeted interest payable.

Transport Revenue Budget Quarter 2	Budget	Forecast Outturn Q1	Forecast Outturn Q2	Forecast Variance
	£000	£000		£000
Resources:				
Mayoral Transport Budget	(135,674)	(135,674)	(135,674)	-
District Levy	(119,473)	(119,473)	(119,473)	-
Earnback Revenue Grant	(28,714)	(26,801)	(27,793)	(992)
Bus Services Improvement Grant	(48,600)	(44,309)	(49,589)	(5,280)
Government Recovery Funding	(6,500)	(6,500)	(6,500)	-
Use of Reserves	(64,135)	(62,779)	(52,755)	10,024
Other Grants	(5,856)	(8,629)	(8,099)	530
Total Resources	(408,952)	(404,165)	(399,883)	4,282
Expenditure:				
Funding to TfGM	330,599	325,812	325,734	(78)
GMCA Capital Financing Costs	78,353	78,353	74,149	(4,204)
Total Expenditure	408,952	404,165	399,883	(4,282)

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 a number of '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 updated forecast outturn as at the end of Quarter 1 and Quarter 2. A summary of the key variances at Quarter 2 is provided in the table and commentary below.

TfGM Revenue Budget 2024/25 Quarter 2	Budget	Forecast Outturn Q1	Forecast Outturn Q2	Forecast Variance
	£000	£000	£000	£000
Resources				
Funding from GMCA	(330,600)	(325,813)	(325,734)	(79)
Department for Transport (DfT) Rail grant	(1,900)	(1,900)	(1,900)	-
Total Resources	(332,500)	(327,713)	(327,634)	(79)
Expenditure				
Concessionary Support non- Franchised Services	31,784	33,780	33,945	(165)
Capped Fares Scheme non- Franchised Services	14,513	17,180	16,793	387
Non-Franchised Tendered Services	13,400	13,850	13,803	47
Payment of Devolved Bus Service Operators Grant (BSOG)	3,056	3,230	2,700	530
Bus Franchising implementation costs	24,500	24,300	24,300	-
Bus Franchising net cost	151,877	149,011	150,003	(992)
	239,130	241,351	241,544	(193)
Metrolink net cost	19,715	14,243	15,781	(1,538)
Operational Costs	42,688	42,508	42,508	-
Accessible Transport	3,700	3,700	3,700	-
Traffic signal Costs	3,822	3,822	3,822	-
Scheme pipeline development Costs	17,135	15,779	13,969	1,810
Financing	6,310	6,310	6,310	-
Total Expenditure	332,500	327,713	327,634	79
Net Expenditure	0	0	0	0

- 6.4 As included in the table above, funding from GMCA has been updated to reflect actual government grant funding secured alongside the required drawdown of funding from reserves. There has been a small reduction in expenditure as explained below and therefore there has been an equivalent reduction in the required use of reserves funding.

- 6.5 The costs of concessionary reimbursement are currently forecast to outturn slightly higher than budget. In previous years TfGM has, in line with DfT guidance, reimbursed non-franchised 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 further increase in costs in quarter 2 is due to the finalisation of reimbursement rates based on the new guidance for 2024/25.
- 6.6 Forecast expenditure on non-Franchising Capped Fares has decreased in the quarter following a re-review of the impact of seasonality on the number of journeys made. Total expenditure is still higher than the initial budget due to the impact of further increases in the operator shadow fares and higher patronage, this is offset by a lower net cost on bus franchising, again mainly due to higher than budgeted patronage. However, there has been an increase in the quarter on the net operating loss for Bus Franchising expenditure which is due to several risks in relation to operating costs that were unquantified at the end of Q1 and have now crystallised and therefore being reflected in the net loss.
- 6.7 The forecast payments to external operators for devolved BSOG have reduced in the quarter, this is due to commercial operators running lower than originally forecast mileage on the non-franchised network.
- 6.8 The net operating loss on Metrolink has increased in the quarter mainly due to the financial impact of the partial closure on the Oldham to Rochdale line that took place in the quarter due to a landslip. The closure of the line was not expected and was therefore not included in the original budget or reforecast at quarter 1. The closure lasted for approximately 5 weeks and due to additional costs as a result of the works and lost revenue has resulted in the increase in net Metrolink expenditure. However, the net operating loss on Metrolink is still below budget due to stronger trading (strong patronage growth).
- 6.9 There has been a reduction of £1.8m in the forecast costs for the further development of GM's pipeline of future transport scheme. This is due to rephasing of business case works across Tram Train, Travel Hubs and Development of Metrolink Stops along with developing the scope of Northern Powerhouse Rail (NPR). There has been an equivalent decrease in grant funding for these schemes within the other revenue grants.
- 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

Greater Manchester Combined Authority

Date: 29 November 2024

Subject: GMCA 2024/25 Capital Update – Quarter 2

Report of: Councillor David Molyneux, Portfolio Lead for Resources & Investment and
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 £581.8m compared to the previous forecast of £636.3m; and
2. Approve the addition of £0.3m National Highways funding to the 2024/25 capital programme to design and deliver a further 23 bus stop upgrades in Oldham, Tameside and Manchester, as outlined in section 2.7.5, as part of the Bus Infrastructure programme.

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

Comments/recommendations from Overview & Scrutiny Committee

None

Background Papers

[GMCA Capital Programme 2023/24 - 2026/27](#)

[GMCA 2024/25 Capital Update - Quarter 1](#)

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/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 second in a series of updates throughout 2024/25.
- 1.2. The Authority's capital programme, funded from a number of sources and grants, 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) Metrolink schemes;
 - b) Rapid Transit schemes;
 - c) Rail schemes;
 - d) Interchange schemes;
 - e) Clean Air schemes;
 - f) Active Travel schemes;
 - g) Bus Infrastructure schemes;
 - h) Bus Franchising schemes;
 - i) Local Authority schemes;
 - j) Other capital projects and programmes such as Public Switched Telephone Network (PSTN); and
 - k) Capital Highways Maintenance, Traffic Signals and Full Fibre.
- 1.3. The 2024/25 Capital Programme is summarised in Appendix A.

2. Transport Schemes

2.1. Introduction

- 2.1.1. The transport infrastructure pipeline is a key enabler to delivering the Bee Network – Greater Manchester's plan for a high-quality, affordable and fully integrated public transport and active travel system for the people and businesses of Greater Manchester.

- 2.1.2. Work to develop and deliver the schemes within the Transport Pipeline Programme continues at pace, with the majority of schemes within City Region Sustainable Transport Settlement (CRSTS) achieving their Strategic Outline Business Cases (SOBCs) approval and several schemes either on site and/or completed.
- 2.1.3. Whilst the overall capital budget is on track to be fully expended by the end of the CRSTS1 period, in March 2027, officers are currently, as they have done on a number of previous occasions subsequent to the commencement of this investment period, undertaking a review of the current delivery status of the programme generally and its associated alignment with emerging local and national strategic priorities. An update on the outcome of this review is intended to be submitted to the November meeting of the Bee Network Committee.

2.2. Metrolink Schemes

- 2.2.1. The Metrolink Programme consists of a variety of projects to continue to provide a safe and efficient Metrolink service for customers. These projects include essential safety and operationally critical renewals, safety and operational improvement works and capacity enhancements to the network.

Metrolink Renewals and Enhancements

- 2.2.2. 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.
- 2.2.3. The current forecast expenditure in 2024/25 is £18.3m, which is in line with the previous forecast.

Metrolink Programme

- 2.2.4. The Metrolink Programme includes renewals operational improvement works to the network and close out of the expansion programme.
- 2.2.5. The current forecast expenditure on these works in 2024/25 is £10.2m, compared to a previous forecast of £10.6m. The variance is predominantly driven by resequencing of the renewal of the Metrolink communication network, offset by the rephasing of the renewal of a bridge on the Bury Line into 2025/26.

Trafford Extension

- 2.2.6. The current forecast expenditure in 2024/25 is £0.4m, compared to a previous forecast of £0.3m. The variance is due to the earlier than forecast expenditure on land related transactions.

Metrolink Capacity Improvement Package (MCIP)

- 2.2.7. 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 is in line with the previous forecast.

2.3. Rail Schemes

- 2.3.1. The Rail programme consists of a variety of projects aiming to improve accessibility at stations across the rail network, in addition to enhancing new stations, and the creation of a new railway station (Golborne) within Greater Manchester.

Rail Stations

- 2.3.2. Rail stations include improvement and enhancement works at Salford Central and Stockport stations, and a new station at Golborne. The current forecast expenditure for 2024/25 of £4.0m, is in line with the previous forecast of £4.2m.

Access for All

- 2.3.3. The current forecast expenditure in 2024/25 for the Access for All Programme is £7.4m, compared to a previous forecast of £7.1m. The variance is predominantly due to construction of the “step free” access at Daisy Hill and Irlam stations progressing ahead of forecast, with works having commenced on site in January 2024.

Park and Ride

- 2.3.4. The current forecast expenditure in 2024/25 on the Park & Ride programme is £0.8m, in line with the previous forecast.

2.4. Interchanges

- 2.4.1. The Interchanges programme consists of the redevelopment of transport interchanges, travel hubs and associated infrastructure.

Bury Interchange

- 2.4.2. The current forecast expenditure in 2024/25 is £4.0m, compared to a previous forecast of £3.8m. The variance is due to the ahead of schedule submission of the Outline Business Case (OBC) to Government,

Stockport Interchange

- 2.4.3. The current forecast expenditure in 2024/25 is £2.3m, is in line with the previous forecast of £2.4m.

Interchanges Programme

- 2.4.4. The current forecast expenditure in 2024/25 is £0.1m, in line with the previous forecast.

2.5. Clean Air Programme

- 2.5.1. The Clean Air programme aims to tackle air pollution on local roads in a way that protects health, jobs, livelihoods, and businesses. The schemes within this programme are funded through multiple various grants to deliver numerous clean air initiatives.
- 2.5.2. 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. In October 2024, the Air Quality Administration Committee, in response to changing circumstances, considered an update on the Case for a new Greater Manchester Clean Air Plan. GM's evidence shows that 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. However, it is for government to determine what measures GM is to implement.

- 2.5.3. The current forecast expenditure in 2024/25 of £1.8m, is in line with the previous forecast.

2.1. Active Travel Programme

- 2.1.1. The Active Travel programme delivers a range of interventions, including cycle hire and infrastructure provision – including segregated cycle lanes, crossings, and junction safety improvements, with the rollout of high-quality active travel schemes being at the core of the Bee Network vision.

Mayor's Cycling and Walking Challenge Fund (MCF)

- 2.1.2. 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 £16.1m, compared to a previous forecast of £19.6m. The variance is due to the rephrasing of some works into future years due to finalisation of design and completion of works on adjacent complementary schemes.

Active Travel Fund (ATF 2, 3 and 4) including Cycle Safety Grant

- 2.1.3. The Active Travel Fund programme (ATF 2, 3, 4 and 4 extension) includes the Cycle Safety Grant and 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 of £12.6m, is in line with the previous forecast of £12.9m.

2.2. Bus Infrastructure Schemes

- 2.2.1. Bus infrastructure schemes consist of a variety of on-highway measures across the bus network, working in partnership with GM Local Authorities, to support the improvement of bus journey times and reliability of services and the growth of travel by bus, walking, wheeling and cycling.

Salford Bolton Network Improvement (SBNI)

- 2.2.2. The current 2024/25 forecast expenditure of £3.3m, is in line with the previous forecast of £3.2m.

Bus Priority Programme

- 2.2.3. The current 2024/25 forecast expenditure is £0.1m, which is in line with the previous forecast.

Quality Bus Transit, City Centre Radials & Bus Pinchpoint & Maintenance

- 2.2.4. The current 2024/25 forecast expenditure is £15.6m, compared to the previous forecast of £16.6m. The variance is predominantly due to the rephasing of some design and construction works into 2025/26 following programme updates from Local Authorities.
- 2.2.5. The Bus Stop Enhancements project is due to receive £0.3m funding from National Highways to design and deliver a further 23 bus stop upgrades in Oldham, Tameside and Manchester. GMCA is requested to approve the addition of £0.3m of National Highways funding to the 2024/25 capital programme.

2.3. Bus Franchising

- 2.3.1. The programme of works consists of the acquisition or construction and the electrification of a number of bus depots, the delivery of a Zero Emission Bus (ZEB) fleet as well as upgrades to Ticketing, IS and Customer systems, applications and infrastructure to support the implementation of Bus Franchising.
- 2.3.2. The current 2024/25 forecast expenditure is £119.2m, compared to the previous forecast of £147.1m. The variance is due to the earlier installation of IS equipment on buses ahead of Tranche 3 go-live offset by a re-phasing of the Zero Emissions Bus (ZEB) fleet delivery. The contracts to commence the electrification works were entered in August 2024 and work is underway at Hyde, Ashton, Bolton and Middleton depots.

2.4. Local Authority Schemes

- 2.4.1. These interventions are led and delivered by the 10 Local Authorities across Greater Manchester. The schemes include Stockport Road schemes (SEMMMS) highway scheme, along with others such as the CRSTS-funded Streets for All programme and ongoing improvements to the key route network and other highway corridors.

Stockport Road Schemes

- 2.4.2. Stockport Council is responsible for the delivery of the A6 to Manchester Airport Relief Road (A6MARR), resulting in the expenditure largely comprising of grant payments to Stockport MBC.

2.4.3. The current forecast expenditure in 2024/25 is £6.4m, which is in line with the previous forecast.

Other Local Authority Schemes

2.4.4. The current forecast expenditure in 2024/25 is £57.3m, compared to a previous forecast of £59.2m. The variance is predominantly due to the rephrasing of a small number of Streets for All design works, which are now expected to complete in 2025/26.

2.5. Other Capital Schemes

2.5.1. Other capital schemes and programmes include

- a) Public Switched Telephone Network (PSTN) Traffic Signals; and
- b) Other Capital Schemes (other transport related facilities renewals)

2.10.2 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.

2.10.3 The current forecast for Other Capital Schemes is £0.1m, in line with the previous forecast.

Traffic Signals

2.10.4 General traffic signals are externally funded and spend will fluctuate dependent on the level on new installations requested.

2.10.5 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.

2.10.6 The total 2024/25 forecast expenditure has increased to £4.2m to include these schemes.

GM One Network

2.10.7 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.

2.10.8 The total 2024/25 forecast expenditure has increased to £2.2m due to slippage in 2023/24.

3. Economic Development & Regeneration

3.1. Regional Growth Fund

- 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 £9.4m 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 2024/25 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 Loan 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 £82.4m due to some schemes being reprofiled to 2025/26 and some pipeline schemes no longer progressing.

3.4. Life Sciences Fund

- 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 forecast of £0.8m is in line with the previous forecast.

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 £15.6m 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 £75.2m is an increase to the budget of £0.25m, this is due to the capitalisation of legal fees, approval was sought at the 27 September 2024 meeting.

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 £14.9m 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 forecast of £0.1m is in line with the previous forecast.

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 forecast of £1.5m is in line with the previous forecast.

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 forecast of £36.8m is in line with the previous forecast.

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. The expenditure is dependent on suitable properties becoming available.

3.12.2. The forecast of £1.4m is in line with the previous forecast.

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 forecast of £5m is in line with the previous forecast.

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 forecast of £3m is in line with the previous forecast.

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 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 forecast of £4.8m is in line with the previous forecast.

4. Fire and Rescue Service

4.1. Estates

- 4.1.1. A full budget review of the Phase 1 Estates Strategy and linked programmes of work has been undertaken and approval of additional funding of £13.0m was given by the Deputy Mayor to take into account the significant cost pressures arising from supply chain inflation, site specific conditions and highways related costs emerging across the Estates programme. The reported variance is the re-profiling of budget and new approvals to date, reflecting the expected position for the current financial year.
- 4.1.2. On 20 September 2024, ISG Construction Ltd, our main contractor for the construction of two new fire stations at Whitefield and Blackley entered administration. This led to an immediate halt to all works on site and termination notices to ISG were issued. The financial implications of ISG's collapse are expected to be significant, with increases in costs due to inflation, wider market conditions, and delays in appointing a new contractor.
- 4.1.3. The investment for the full rollout of rest facilities across the service of £3.4m was approved, forecasting to start in 2025/26.

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. Delivery of vehicles started to take place in quarter 2 and will continue to be received in quarter 3 of the current financial year. The forecast represents the value of vehicles to be received by the end of the financial year, taking into account supply chain timelines.

4.3. Equipment

4.3.1 The reduction in forecast of £0.1m is in relation to the revised expected delivery of ventilation fans and AED units plus a minor reduction in spend on PPE.

4.4. Sustainability

4.4.1 Carbon schemes have been encompassed into the wider estates strategy, therefore, the budget for other sustainability activities has been reprofiled into 2025/26 to be utilised against EV infrastructure improvements.

4.5. Waking Watch Relief Fund

4.5.1 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 2 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 decreased to £10.2m from the previous forecast.

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.

6. Funding

6.1. The capital programme in 2024/25 has a borrowing requirement of £103.0m. Provision has been made in the revenue budget for the associated financing costs.

6.2. The estimated funding profile for the forecast spend is as follows:

Source	£m
Borrowing	102.979
Grants	357.571
Revenue Contribution	0.155
Capital Receipts	113.209
External Contributions	7.913
Total Funding	581.827

Appendix A – Q2 24/25 forecast

	Budget 2024/25	Q1 2024/25 Forecast	Q2 2024/25 Forecast	(Increase)/ Decrease
	£000s	£000s	£000s	£000s
Metrolink Renewals and Enhancements	18,322	18,261	18,260	1
Metrolink Programme	10,594	10,572	10,246	326
Trafford Extension	208	286	350	(64)
Metrolink Improvement Package	-	50	46	4
Metrolink Capacity Improvement Programme	3,058	2,050	2,054	(4)
Metrolink	32,182	31,219	30,956	263
Future Rapid Transit	189	136	(61)	197
Rapid Transit	189	136	(61)	197
Rail Stations	4,077	4,174	4,032	142
Access For All	5,983	7,119	7,388	(269)
Park and Ride	1,775	721	757	(36)
Rail	11,835	12,014	12,177	(163)
Bury Interchange	3,173	3,759	4,040	(281)
Stockport Interchange	5,412	2,392	2,309	83
Interchanges Programme	153	168	119	49
Other Interchanges Schemes	5	18	12	6
Interchanges	8,743	6,337	6,480	(143)
Clean Air Schemes	800	1,749	1,772	(23)
Active Travel Fund	13,256	12,942	12,630	312
Active Travel	22,608	19,565	16,064	3,501
Active Travel Fund	35,864	32,507	28,694	3,813
SBNI	3,597	3,173	3,316	(143)
Bus Priority Programme	37	120	110	10
Bus Infrastructure	20,172	16,568	15,623	945
Other Bus Schemes	209	19	22	(3)
Bus	24,015	19,880	19,071	809
Bus Franchising	123,236	147,067	119,170	27,897
Stockport Road Schemes	3,000	6,437	6,437	-

	Budget 2024/25	Q1 2024/25 Forecast	Q2 2024/25 Forecast	(Increase)/ Decrease
	£000s	£000s	£000s	£000s
LA Major Highway Interventions (Growth Deal)	834	834	834	-
ITB Local Authorities	733	145	51	94
Growth Deal 1 & 2 Local Authorities	500	516	516	-
Streets for All	7,958	7,423	5,630	1,793
Key Route Network & Road Improvements	41,500	42,100	42,100	-
Other Highways	8,150	8,150	8,150	-
Local Authority	62,675	65,605	63,718	1,887
Public Switched Telephone Network	-	937	993	(56)
Other Schemes	-	99	99	-
Traffic Signals	2,500	4,198	4,198	-
GM One Network	1,074	2,993	2,200	793
Other Schemes	3,574	8,227	7,490	737
Total Capital - Transport	303,113	324,741	289,467	35,274
Regional Growth Fund	5,900	9,300	9,451	(151)
Growing Places	2,000	2,600	2,600	-
Housing Investment Fund	209,573	96,783	82,472	14,311
Life Sciences Fund 1	1,850	2,337	2,337	-
Pankhurst Institute	-	793	793	-
City Deal	13,022	14,642	15,556	(914)
Investment Team total	232,345	126,455	113,209	13,246
Brownfield Land Fund	74,921	74,921	75,171	(250)
UK Shared Prosperity Fund	10,664	14,215	14,951	(736)
Social Housing Quality Fund	-	113	113	-
Place Team total	85,585	89,249	90,235	(986)
Public Sector Decarbonisation Scheme 3a multi year	1,550	1,550	1,550	-
Social Housing Decarbonisation	18,481	36,784	36,784	-
Environment Team total	20,031	38,334	38,334	-
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	-

	Budget 2024/25	Q1 2024/25 Forecast	Q2 2024/25 Forecast	(Increase)/ Decrease
	£000s	£000s	£000s	£000s
Trailblazer	5,000	5,000	5,000	-
Investment Zones	-	4,800	4,800	-
Strategy, Economy & Research Team total	5,000	9,800	9,800	-
Total Capital - Economic Development & Regeneration	342,961	273,239	260,979	12,260
Estates	21,660	13,938	10,067	3,871
Transport	2,964	5,195	3,045	2,150
ICT	465	756	756	-
Equipment	3,465	4,086	3,998	88
Sustainability	838	954	325	629
Health & Safety		371	371	-
Waking Watch Relief	429	2,429	2,429	-
Total Capital - Fire & Rescue Service	29,821	27,729	20,991	6,738
Operational Sites	9,070	10,390	10,190	200
Non-Operational Sites	200	200	200	-
Total Capital - Waste & Resources	9,270	10,590	10,390	200
Total Capital	685,165	636,299	581,827	54,472

Greater Manchester Combined Authority

Date: 29th November 2024
Subject: GM Investment Framework, Conditional Project Approval
Report of: Councillor David Molyneux, Portfolio Lead for Investment and Resources and
Steve Wilson, Portfolio Lead Chief Executive for Investment

Purpose of Report

This report seeks Greater Manchester Combined Authority (“Combined Authority” and “GMCA”) approval of an equity investment of up to £300k to Shopblocks Limited and two investments through GMCA’s Advanced Manufacturing and Materials Investment Fund, GM Advance, alongside an update on the loan to Sustainable Ventures (North) Limited.

Further details regarding the investments and update are included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

Recommendations

The GMCA is requested to:

1. approve an equity investment of up to £300,000 to Shopblocks Limited.
2. approve an equity investment of £250,000 to Molymem Limited.
3. approve an equity investment of £150,000 to Wull Technologies Limited.
4. Note the update on the loan to Sustainable Ventures (North) Limited.
5. delegate authority to the Combined Authority Treasurer in consultation with the Combined Authority Monitoring Officer to review the due diligence information in respect of the above investments, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the investments, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the investments noted above.

Contact Officers





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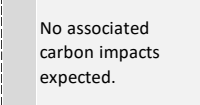
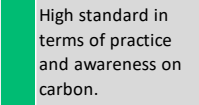
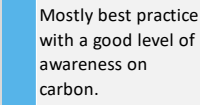
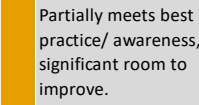
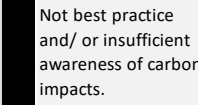
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Equalities Impact, Carbon and Sustainability Assessment

A) Shopblocks Limited

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

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

B) Molyem Limited

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	Investment supporting an advanced manufacturing business that was spun-out of Manchester university
Mobility and Connectivity		
Carbon, Nature and Environment	G	The company is in discussions with the GMCA innovation teams and regionally water companies to clean up PFAS from brownfield sites.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):	N/A	
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

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.

C) Wull Technologies Limited

Recommendation - Key points for decision-makers

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	<p>The company specialises in developing sustainable technologies for the environment.</p> <p>On its first year, the Company will have created 6 FTEs. The founding company, Vector has a track record of creating highly skilled-high quality jobs within the innovation space.</p> <p>Yes, Vector Homes (Parent Co.) operate in the innovation and technology space, focused on the carbon agenda, sectors that foster the upskilling of people, and normally offer good conditions given the need for talent.</p> <p>Yes, the Company will acquire wool produce that otherwise goes to waste to manufacture its products, generating an alternative source of income for farmers whilst reducing wastage.</p> <p>Yes, the company operates in the innovation and technology space, developing new products and services.</p> <p>As the company scales it is likely supply chain operators may want to be located closer to their operations.</p> <p>Yes, the Company operate in the innovation and technology space, focused on the carbon agenda, sectors that foster the upskilling of people. The company has clear frameworks to capture and grow talent.</p> <p>The Company will secure an existing industrial site to open their Pilot Plant.</p>
Mobility and Connectivity		
Carbon, Nature and Environment	G	The company is focused on developing and roll out of green technologies to accelerate the transition to net zero.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The company specialises in the development of technologies and sustainable materials for the build environment and pharma and food transportation. Their products are made of natural fibres and are 100% recyclable. The company consider sustainable business practices across their entire operations.
Further Assessment(s):	N/A	
<p>G Positive Impacts overall, whether long or short term.</p> <p>A Mix of positive and negative Impacts. Trade-offs to consider.</p> <p>R Mostly negative, with at least one positive aspect. Trade-offs to consider.</p> <p>RR Negative Impacts overall.</p>		

Carbon Assessment

Overall Score: #####

Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	

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

Recommendation - Key points for decision-makers

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	<p>The company has a proven track record in developing climate-tech ecosystems, providing growth opportunities for startups and supporting job creation. On its first year, the Company will have created 10 FTEs, during the first 3 years of operations the local workforce is expected to be c. 25 people directly employed. The Company has a proven track record of supporting job creation within their target companies. e.g. since its inception they supported the creation of over 6,000 jobs from their London HQ.</p> <p>Yes, Sustainable Ventures operate in the innovation and technology space, focused on the carbon agenda, sectors that foster the upskilling of people, and normally offer good conditions given the need for talent.</p> <p>Yes, the Company offers comprehensive business support routes for the enterprises engaging with them.</p> <p>Yes, Sustainable Ventures operate in the innovation and technology space, developing new products and services.</p> <p>Yes, the Company has an active pipeline of companies looking to relocate to GM ahead of their site being operational.</p> <p>Yes, Sustainable Ventures operate in the innovation and technology space, focused on the carbon agenda, sectors that foster the upskilling of people.</p> <p>The investment will support the refurbishment of several floors within the Renold Building, at the heart of ID Manchester/Sister district.</p>
Mobility and Connectivity		
Carbon, Nature and Environment	G	The company is focused on supporting the adoption and roll out of green technologies to accelerate the transition to net zero.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The proposal is focused on accelerating the development and expansion of climate-tech companies in GM. The purpose of Sustainable Ventures intervention is to help achieve a carbon neutral economy.
Further Assessment(s):	N/A	
G	A	R
Positive Impacts overall, whether long or short term.	Mix of positive and negative impacts. Trade-offs to consider.	Mostly negative, with at least one positive aspect. Trade-offs to consider.
		RR Negative Impacts overall.

Carbon Assessment

Overall Score #DIV/0!

Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	

No associated carbon impacts expected.

High standard in terms of practice and awareness on carbon.

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

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

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

Risk Management

The investments recommended in this paper will be governed under the existing investment framework which includes several levels of review and ongoing monitoring of performance.

Legal Considerations

The legal agreements will be based upon the existing templates for the GM Investment Fund, amended for the specific requirements of the individual funding arrangements and commensurate with the level of investment for GM Advance investments.

Financial Consequences – Revenue

Any dividend and interest income received from these investments will be applied to revenue reserves.

Financial Consequences – Capital

The proposed equity investments from GM Advance will be funded from Investment Zone capital grant, alongside the loan to Sustainable Ventures (North) Limited which will now be funded through GM Advance. The proposed equity investment to Shopblocks will be funded from capital funds. Any sale of shares in the future will result in a capital receipt for the Authority.

Number of attachments to the report

None.

Comments/recommendations from Overview & Scrutiny Committee

Not applicable.

Background Papers

None.

Tracking/ Process

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

Yes

Exemption from call in

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

No.

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

1.1. Background:

- 1.1.1. The Combined Authority maintains and develops a pipeline of projects submitted by applicants seeking funding from the Combined Authority's Investment Funds allocation. These projects are assessed against criteria based on the GM Investment Strategy, developed to underpin the economic growth of Greater Manchester. A condition of investment is that the companies sign up as (at a minimum) a supporter of the Greater Manchester Good Employment Charter.
- 1.1.2. In June 2024, as part of GMCA's Investment Zone package, an allocation of £10m was made to establish a Revolving Investment Fund to directly invest in the Advanced Manufacturing and Materials sector, named GM Advance. This report also includes recommendations for investment from this allocation.
- 1.1.3. Recommendations in this report follow on from:
 - an appraisal by the GM Investment Team; and
 - a review by an investment sub-group which includes independent, expert advisors.

2. Investments Recommended for Approval in Principle

2.1. Shopblocks Limited, Stockport

Sector: Digital

- 2.1.1. The business case in respect of up to £300,000 equity investment as part of a total funding round of at least £1,800,000 into Shopblocks Limited has been submitted to and appraised by the Investment Team and is recommended to the Combined Authority for conditional approval.
- 2.1.2. This investment round will follow previous GMCA investments totalling £1.1m.
- 2.1.3. Shopblocks is a SaaS business (Software as a Service), building & maintaining fully integrated ecommerce platforms for a wide range of businesses.
- 2.1.4. The investment will fund the growth of the team to deliver the e-commerce platform to a growing pipeline of Business-to-Business enterprises.

2.1.5. Shopblocks currently has 23 employees and is forecast to grow to 41 over the next 2 years.

2.1.6. Further details regarding this equity investment are included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

2.2. GM Advance Equity Recommendations

Sector: Advanced Manufacturing & Materials

2.2.1. GM Advance launched in June 2024 providing a range of funding options for eligible businesses through equity and debt. These investments are provided on a subsidised basis according to an agreed scoring methodology and in line with the Investment Zone Subsidy Scheme.

2.2.2. The two applications below have now been assessed and are recommended for approval. Please also note the update on Sustainable Ventures (North) Limited:

2.2.3. MolyMem, Manchester (£250k)

- MolyMem is developing sustainable, next-generation membrane technologies using 2D coatings, for the clean drinking water and wastewater industries, with improved functionality and sustainability. Membranes are designed to be retrofitted to prolong filter lives and improve performance.
- MolyMem was founded in 2020 and is a spin-out from Manchester University, where the patented materials and chemistry technology was developed. The company currently resides in the Graphene Engineering Innovation Centre (GEIC) and employs 8 staff in Manchester. It expects to create at least fifteen jobs in GM over the next three years. It also expects to expand into SISTER in the coming years and will back integrate with testing capabilities locally.
- The investment will allow the business to further the development of the technology and secure commercial contracts. The GMCA equity investment will be used to support the growth in the team and provide working capital.

2.2.4. **Wull Technologies Limited (£150k)**

- Wull Technologies is being established in Manchester as a joint venture between Vector Homes Ltd and Wool Insulation Wales Ltd, a specialist supplier of soft wool insulation solutions for the built environment.
- The company focuses on the development of fully recyclable, natural, rigid wool insulation for the built environment, specialist pharma and food insulation for transport, and noise reduction panelling.
- Wull Technologies is currently based in the GEIC, and following this round of investment it will open its first pilot plant, likely to be located in the Atom Valley growth zone, which will generate an initial 6 specialised employees in its first year of operations.

2.2.5. A £500k loan to Sustainable Ventures (North) Limited was approved at the October 2024 GMCA meeting. Following further discussions, the business represents an important function in building the Advanced Manufacturing and Materials innovation ecosystem, providing much needed collaborative workspace for these start-up and scale-up businesses. The loan has been appraised by the GM Advance investment sub-group and is approved for reallocation to this funding source. The GMCA is asked to note the reallocation from Core Funds to GM Advance for this loan.

2.2.6. Further details regarding these equity investments are included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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