



## **Executive**

Date: Thursday, 19 December 2019

Time: 10.00 am

Venue: Council Antechamber - Level 2, Town Hall Extension

Everyone is welcome to attend this Executive meeting.

### **Access to the Council Antechamber**

Public access to the Antechamber is via the Council Chamber on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. That lobby can also be reached from the St. Peter's Square entrance and from Library Walk. **There is no public access from the Lloyd Street entrances of the Extension.**

### **Filming and broadcast of the meeting**

Meetings of the Executive are 'webcast'. These meetings are filmed and broadcast live on the Internet. If you attend this meeting you should be aware that you might be filmed and included in that transmission.

## **Membership of the Executive**

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### **Councillors**

Leese (Chair), Akbar, Bridges, Craig, N Murphy, S Murphy, Ollerhead, Rahman, Stogia and Richards

## **Membership of the Consultative Panel**

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### **Councillors**

Karney, Leech, M Sharif Mahamed, Sheikh, Midgley, Ilyas, Taylor and S Judge

The Consultative Panel has a standing invitation to attend meetings of the Executive. The Members of the Panel may speak at these meetings but cannot vote on the decision taken at the meetings.

## Agenda

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- 1. Appeals**  
To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.
- 2. Interests**  
To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.
- 3. Minutes**  
To approve as a correct record the minutes of the meeting held on 13 November 2019. 5 - 18
- 4. Manchester Climate Change Update** **All Wards**  
The report of the Deputy Chief Executive and City Treasurer is enclosed. 19 - 34
- 5. Doing Buses Differently: Response to GMCA Consultation** **All Wards**  
The report of the Strategic Director (Growth and Development) is enclosed. 35 - 54
- 6. Co-living in Manchester** **All Wards**  
The report of the Strategic Director (Growth and Development) is enclosed. 55 - 70
- 7. Manchester Armed Forces Covenant - Progress Report and Action Plan** **All Wards**  
The report of the Strategic Director of Children and Education Services (Senior Management Team Armed Forces Champion) is enclosed. 71 - 96
- 8. Waste Levy Allocation Methodology Agreement** **All Wards**  
The report of the Deputy Chief Executive and City Treasurer and the Strategic Director – Neighbourhoods is enclosed. 97 - 126
- 9. Capital Programme Update** **Various**  
The report of the Deputy Chief Executive and City Treasurer is enclosed. 127 - 134
- 10. Global Monitoring report to the end of October 2019**  
The report of the Deputy Chief Executive and City Treasurer is 135 - 158

enclosed.

- 11. Proposed Disposal of land at Former Oakwood Resource Centre, Longley Lane, Northenden (Part A)** **Northenden**  
159 - 166

The report of the Strategic Director (Growth and Development) is enclosed.
- 12. Decisions of the Greater Manchester Combined Authority on 29 November 2019** **All Wards**  
167 - 174

Enclosed for information is the Decision Notice for the meeting of the Greater Manchester Combined Authority on 29 November 2019.
- 13. Exclusion of the Public**

The officers consider that the following item contains confidential information as provided for in the Local Government Access to Information Act and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. The Employee Appeals Committee is recommended to agree the necessary resolutions excluding the public from the meeting during consideration of these items.

An appeal process exists for members of the public who wish to appeal against the officers' recommendation for confidentiality. Anyone who does wish to appeal should contact the Committee Officer as soon as possible (preferably at least 48 hours) before the meeting.
- 14. Proposed Disposal of land at Former Oakwood Resource Centre, Longley Lane, Northenden (Part B)** **175 - 182**

The report of the Strategic Director (Growth and Development) is enclosed.

## Information about the Executive

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The Executive is made up of ten Councillors: the Leader and two Deputy Leaders of the Council and seven Executive Members with responsibility for: Children Services; Finance & Human Resources; Adult Services; Schools, Culture & Leisure; Neighbourhoods; Housing & Regeneration; and Environment, Planning & Transport. The Leader of the Council chairs the meetings of the Executive

The Executive has full authority for implementing the Council's Budgetary and Policy Framework, and this means that most of its decisions do not need approval by Council, although they may still be subject to detailed review through the Council's overview and scrutiny procedures.

It is the Council's policy to consult people as fully as possible before making decisions that affect them. Members of the public do not have a right to speak at meetings but may do so if invited by the Chair.

The Council is concerned to ensure that its meetings are as open as possible and confidential business is kept to a strict minimum. When confidential items are involved these are considered at the end of the meeting at which point members of the public and the press are asked to leave.

Joanne Roney OBE  
Chief Executive  
Level 3, Town Hall Extension,  
Albert Square,  
Manchester, M60 2LA

## Further Information

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For help, advice and information about this meeting please contact the Committee Officer:  
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This agenda was issued on **Wednesday, 11 December 2019** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Mount Street Elevation), Manchester M60 2LA

## Executive

### Minutes of the meeting held on Wednesday, 13 November 2019

**Present:** Councillor Leese (Chair)

**Councillors:** Akbar, Bridges, Craig, N Murphy, S Murphy, Ollerhead, Rahman, Stogia, and Richards

**Also present as Members of the Standing Consultative Panel:**

**Councillors:** Karney, Leech, M Sharif Mahamed, Sheikh, Midgley, Ilyas and Taylor

**Apologies:** Councillor S Judge

#### Exe/19/91 Minutes

To approve as a correct record the minutes of the meeting on 16 October 2019.

#### Exe/19/92 Manchester International Festival 2019

The seventh biennial Manchester International Arts Festival (MIF) was held between 4 July 2019 to 21 July 2019. A joint report submitted by the Deputy Chief Executive & City Treasurer and the Strategic Director (Neighbourhoods) presented an evaluation of the success of the festival. The report also explained the transition that would need to take place over the next two years, in anticipation of the opening of The Factory in 2021/22.

The objectives for the 2019 Festival had been:

- To continue to grow the international reputation of the Festival and the city – with artists, audiences, partners and media coverage from all five continents and from a wide variety of backgrounds – in turn driving reach for the festival, attracting people to the city and the best staff to our team.
- To bring the most extraordinary artists from around the world to Manchester to create diverse and inspiring new work – made in Manchester and shared across the globe.
- To connect in new and ever-deeper ways with the city and region of Manchester, increasing the range and diversity of those engaging with the Festival, with an ever-more visible and transformative presence in the city.
- To develop the brand, profile and awareness of MIF/The Factory locally, nationally and internationally in readiness for opening in 2021/22.

The report examined each of these in turn and set out the details of how well the objective had been achieved. The festival's financial performance was also explained. Arts Council England had supported the Festival as one of its National Portfolio organisations and invested £10.5m over the two-year cycle, of which £9m was their contribution to the running of The Factory and to build MIF's capacity to run the new facility. Box office income achieved during the Festival was on target at £1.1m. Co-commissioning income and co-producing value in kind support had made a contribution of just under £3m. The final amount raised from individual donors,

corporate partners for MIF19 was £2.37m, including value in kind. MIF19 had been supported by 65 corporate sponsors and media partners.

The meeting was addressed by the artistic director and chief executive of Manchester International Festival, John McGrath. He said he felt the report painted a very positive picture of both the economic and the social impact of the 2019 festival. He spoke of the long-term collaborations with homelessness organisations in the city, and the 2,700 free tickets that had been given to targeted community groups to further develop the ownership of the festival amongst the people of Manchester.

On international impact, he felt that the festival had been the most successful ever including the £3m income from co-commissioning with other international arts bodies. Nine of the shows at the festival were now touring elsewhere in the world. The invitations for other arts leaders from around the world to visit the city and to see the development of The Factory had also been very successful.

The report recognised the importance and the valuable contribution of the volunteer programme with 507 people contributing nearly 16,000 volunteer hours to the festival.

The calculated economic benefit to the city was £50.2m, which was £10m over the target that had been set and £8m more than had been achieved in 2017.

The report referred to the Council's financial support for the future of the festival and operation of The Factory. The budget for the two-year cycle ending 30 September 2019 had included the 2019 Festival and also some costs which were being incurred to ensure that the MIF organisation was well prepared to open and operate The Factory. In the future the budgets would need to recognise the Council's commitments to the year-round operation of The Factory, as well as the biennial festival that would next take place in 2021. That consideration would be part of the coming budget setting processes.

We noted that the Communities and Equalities Scrutiny Committee had considered the report at a recent meeting and had endorsed the recommendations (Minute CESC/19/46).

## Decisions

1. To note the substantial achievements of the 2019 Festival in overachieving its objectives, particularly in continuing to grow its international reputation, increasing co-commissioning partnerships, record attendance levels and increased involvement by Manchester emerging artists.
2. To support the importance of maintaining public sector funding commitments in order to attract significant match funding from other public and private sector partners.
3. To delegate authority to finalise the financial arrangements to the Deputy Chief Executive and City Treasurer with the Strategic Director of Neighbourhoods, and in consultation with the Executive Member for Finance and Human Resources and Executive Member for Skills, Culture and Leisure.

4. To note that the future budget for the festival and the support for The Factory would be considered as part of the 2020/21 budget setting processes in the coming months.

### **Exe/19/93 Youth Strategy and Engagement**

As a result of Manchester's participation in the Cabinet Office's Delivering Differently for Young People, we had supported the development of an independent Youth and Play Trust. That trust could then enter into a financial agreement that would see it develop, coordinate and manage the commissioning of youth and play services across Manchester (Minute Exe/16/014).

By supporting the establishment of an independent Youth and Play Trust, known as "Young Manchester", that independent charity was now able to attract additional investment into the City for young people's services in a way that the council could not.

A report submitted by the Strategic Director (Neighbourhoods) proposed the adoption of a new strategy that would be the framework for future partnership work between the Council and its partners and stakeholders, who all shared responsibility for making sure that young people had access to a high quality offer that addressed their universal and their specific and targeted needs.

The strategy put forward a proposed vision for these services:

"Ensure our young people have the opportunity to achieve their full potential and benefit from the economic prosperity of the city. They will contribute to, and benefit from, supportive and dynamic neighbourhoods with access to a wide range of youth, leisure and recreational opportunities.

Their voice and citizenship will continue to be placed at the heart of the city's current and future identity, recognising that our young people are the future of Manchester; economically, socially and culturally. They will come to define our city, and its relationship with the global community."

The strategy set of a set of proposed actions, referred to as 'we wills', divided up into four key themes:

- Thriving Young People
- Highly Skilled Young People
- Progressive and Resilient Young People
- Living Well, Healthy & Safe Young People
- Connected & Heard Young People

The vision, themes and proposed actions were all supported. The role that the Council's Youth Strategy Team were to have in implementing the strategy was explained in the report.

The report also examined the requirements for the Council's future financial contributions to the delivery of Youth and Play services. The intention was for investment by the council into the Youth and Play Trust to be used as leverage to secure additional third party investment which would support the sustainability of youth and play services across the city. The facilitate that the Council would be asked to considered setting a three-year budget for the service as part of the coming budget setting processes for 2020/21 and beyond.

We noted that the Children and Young People Scrutiny Committee had considered the report at a recent meeting and had endorsed the recommendations (Minute CYP/19/47).

### **Decisions**

1. To agree, subject to budget, the continuation of investment into Young Manchester for the next 3 years, on the basis that Young Manchester uses this as leverage to grow external investment to support the sector.
2. To consider and approve the adoption of the proposed vision, strategic themes and 'We Wills' to deliver the Strategy over the next 3 years.
3. To delegate authority to complete the production of the strategy document to the Strategic Lead (Parks, Leisure, Events and Youth), in consultation with the Executive Member for Skills, Culture and Leisure, for communication with young people, partners and the Youth Sector.
4. To delegate authority to finalise the contract value to the Deputy Chief Executive and City Treasurer, in consultation with the City Solicitor, the Strategic Director of Neighbourhoods and the Executive Member for Skills, Culture and Leisure, following conclusion of the VAT assessment to ensure that the contract fee is delivered within the available budget.
5. To delegate authority to the City Solicitor to enter into, complete and execute any documents or agreements necessary to give effect to these decisions.
6. To note that the case for a three-year budget would be part of the budget setting processes in the coming months.

### **Exe/19/94 Housing Allocations Policy Review**

The Allocations Scheme is used to assess the eligibility and priority of applicants for the social housing the Council has available. The scheme was revised in 2007 (Minute Exe/07/134) and again in March 2010 (Minute Exe/10/35), with the current version coming into use in 2011. Since 2011, and using delegated authority, officers had made further minor amendments to the details but the policy had remained fundamentally the same for eight years.

A report from the Strategic Director, Growth and Development, explained why it was now felt that the Allocations Policy needed to be reviewed. The report looked at how



the turnover of social housing had reduced whilst demand had increased. It described a process of engagement with stakeholders that had been used to develop a range of policy solutions, seeking to ensure that the proposals would not have a disproportionate effect on applicants with protected characteristics. It also described how the proposals were consulted upon with statutory organisations and with the wider public. The outcome of that work being a well-considered set of recommendations.

The report explained that city's housing situation had changed significantly since 2011. There had been a significant rise in homelessness. The associated cost to the Council of households in temporary and supported accommodation were becoming unsustainable. Welfare reforms and rising private sector rents were also proving to be major challenges for people seeking new social housing. The turnover and availability of social homes had reduced significantly. The number of households on the housing register had risen by 27% over the previous four years, but there had been a 21% decrease in the number of homes that had become available for letting over that same time period.

Part 6 of the Housing Act 1996 requires local authorities to have an Allocations Policy that describes how social homes should be allocated and to give "reasonable preference" to certain groups of applicants:

- people who need to move on welfare or medical grounds;
- people who need to move to a particular area of the borough to avoid hardship;
- people living in overcrowded, insanitary, or otherwise unsatisfactory housing; and
- people who are homeless within the meaning of Part 7 of the Housing Act 1996.

The current policy therefore used six bands to decide the relative priority to be given to applicants for social housing.

Band 1 - applicants in real housing need (reasonable preference) who are in very urgent or emergency need to be rehoused.

Band 2 - applicants in real housing need (reasonable preference) who make a contribution to their community.

Band 3 - applicants in real housing need (reasonable preference) who do not contribute to their community.

Band 4 - applicants not in real housing need but who make a contribution to their community

Band 5 - applicants not in real housing need and who do not contribute to their community.

Band 6 - applicants demoted from bands 1-5.

Given the recognised need for the policy to be reviewed, a set of policy objectives were established for the review. These were that the revised policy:

- continued to accord with legislation and statutory guidance;
- provides the means of managing the allocation of a scarce resource (social housing) in a fair and equitable manner assisting those in most need;
- be transparent and easy to understand;
- accounted for the need to manage neighbourhoods;
- accounted for the Homelessness Reduction Act, welfare reforms and the city's Homelessness Strategy;

- assisted the delivery of commitments in the “Our Manchester” Strategy and the Housing Strategy;
- complied with local authority equality duties; and
- had no unintended adverse impact on other housing practice.

The report described the process that had been used, and the partnership work that had been undertaken, to formulate the proposed revisions. The changes that had arisen from that work were detailed in a schedule of proposed changes appended to the report. The proposed changes related to the qualification rules within the policy, including introducing a two-year residency requirement; the relative priority for those who qualified, including the removal of the additional priority for community contributions; and revising the banding structure to be used, including changes to the application of ‘overcrowding’ assessments, reference to the council’s Homelessness Prevention duty, and accommodating ‘children at height’.

At the meeting it was confirmed that priority would continue to be given to needs that arose from cases of domestic violence and abuse.

Once the policy options had been identified there had been a 12-week consultation process with Registered Providers and the wider public, specifically including current applicants on the housing waiting list. The report explained that there had been over 2,500 responses to the consultation, from applicants, residents and organisations. A full analysis of the results was appended to the report as Appendix 1. Generally, the response to the proposed changes had been positive. The only proposed change where there was a mixed response related to the community contribution/working household priority. There was a relatively small majority in favour of removing this extra priority, as was being recommended.

The report also explained that an equalities impact assessment had been carried out to identify any unintended consequences of the proposed policy changes. The results of that assessment were detailed in the report.

The report concluded with an explanation of the timetable for further action, should the changes be approved, explaining when the revised policy would be fully in effect. That would be September 2020.

We noted that the Neighbourhoods and Environment Scrutiny Committee had considered the report at a recent meeting and had endorsed the recommendations (Minute NESC/19/43).

Having noted the basis of all the proposed revisions to the policy, the outcome of all the consultations and the findings of the equality impact assessment, the recommended changes to the policy were agreed.

## **Decisions**

1. To note the statutory and online consultation responses received.
2. To approve the changes to the Housing Allocation Policy (the Policy) recommended within the report.

3. To delegate to the Head of Housing Services and the City Solicitor authority to approve and complete the final and lawful version of the Policy.
4. To note that the Equalities Impact Assessment shows no unintended or disproportionate effects are likely to arise for applicants with protected characteristics.

### **Exe/19/95 Consideration of Policy H12: Purpose Built Student Accommodation Within the Changing Market Context**

A report by the Strategic Director, Growth and Development, explained changes in the student accommodation market in the city. The report set out the context for consideration to be given to a review of the policies relating to purpose built student accommodation (PBSA). That review would be on an interim basis in advance of a review of Core Strategy Policy H12: "Purpose Built Student Accommodation", as part of an update of the Core Strategy.

Manchester has one of the largest student populations in Europe, with over 90,000 students at Greater Manchester's five universities, and over 380,000 students at the 22 Higher Education Institutions (HEIs) within an hour's drive. There were 74,164 students enrolled at one of Manchester's three HEIs in 2017/18, of which 48,393 had a term-time address in Manchester. Of the remaining c.25,000 students, a significant proportion live at home with their families across Greater Manchester and beyond.

Policy H12 of the city's Core Strategy was adopted in 2012 and had been developed with the objective of managing the supply of student accommodation in the city. It set out the criteria to be used to guide planning applications for student accommodation and to manage the appropriate delivery of PBSA. The policy had helped ensure that housing had been developed in the city centre, prevented an oversupply of PBSA, and created a dynamic residential market. The Council, working with partners, had used Policy H12 to manage the controlled delivery of a limited but sustainable supply of new PBSA, in response to increasing student demand for accommodation in the city centre. A small amount of PBSA has also been developed in the south of the city, including the University of Manchester's plans in Fallowfield.

The report explained that whilst Policy H12 remained relevant, changes in the student accommodation market had created the need to review the interpretation and application of the policy. This primarily related to affordability challenges and the need to locate accommodation in close proximity to the HEIs.

The report described in detail the changes in the market and the pressures that were arising across the city. It explained the background and context that a review of the policy would need to take into consideration.

The meeting was addressed by Councillor Davies, a councillor in the Deansgate ward. She said that students were welcome and spoke of the valuable contribution that students make to the city. However, student accommodation demands and pressures could have a detrimental effect on other longer-term domestic residents. In

particular she said that student numbers correlated strongly with more use of delivery companies for packages and food, and that increased traffic was putting pressure on neighbourhoods. She hoped that the Executive, in approving the report, would ensure that city centre residents were a key stakeholder in the proposed consultation.

It was proposed that there should now be consultation with key stakeholders on the changing market context, with a view that the conclusions of that could be taken into account in determining planning applications, in advance of a full review of Policy H12. Following this interim step the implementation of the student accommodation policy would be considered and consulted on as part of the development of the revised Local Plan. That proposal was supported.

### **Decisions**

1. To note the significant changes that have taken place in the student accommodation sector, and the impact this has had on the city centre context and adjoining communities.
2. To request that the Strategic Director (Growth & Development) undertakes an appropriate consultation process with key stakeholders on this changing context, and brings a report back to the Executive on the outcomes of the consultation.
3. Subject to the outcome of the consultation, to request that the Planning and Highways Committee takes these market changes into account as a material consideration when dealing with future planning applications for student accommodation.
4. To note the start of a review, consultation and revision of Policy H12 as part of the Local Plan process, to enable an updated approach to the provision of student accommodation in the city, based on the prevailing market context, the principles set out in this report, in particular the location of new student accommodation in close proximity to the University campuses, and in line with the Council's wider place making and growth objectives.
5. To support the longer term regeneration and growth objectives of the Council and partners on the Student Strategy Partnership and Oxford Road Corridor Board.

### **Exe/19/96 Acquiring Properties for Affordable Housing**

A report by the Strategic Director, Growth and Development, put forward an approach to acquiring properties which were offered to the Council to increase the amount of affordable housing and to reduce the number of former Council properties entering the private rented sector.

Owners of former council owned properties were obliged to offer them to the Council if they wished to sell within 10 years of purchase. Other properties were also offered to the Council and this policy was intended to cover any properties so offered.

The intention was to establish a capital budget of £1.5m to be used over the next three years to provide both gap funding to Registered Providers and to purchase properties for City Council ownership. It was intended that the one-for-one Right to Buy capital receipts would be used in the first instance to establish that budget. Government guidelines on the one-for-one receipts meant that a receipt could support a maximum of 30% of any property acquisition. If acquisitions were to be made for City Council properties, then there would be a need for 70% of the funding to be identified from within the existing housing capital programme.

This proposal would be a similar approach to the larger property acquisitions proposals agreed in March 2018 (Minute Exe/18/041). Under that scheme the Council and Registered Properties had jointly purchased 19 four bedroom properties to provide homes for larger homeless households.

The proposals in the report were supported.

### **Decisions**

1. To approve the principles outlined in this report.
2. To authorise the Head of Housing Services in consultation with the Deputy Chief Executive & City Treasurer and the City Solicitor to progress and formalise arrangements with the Registered Providers.
3. To authorise the Head of Housing Services in conjunction with the Deputy Chief Executive & City Treasurer and the City Solicitor to review and make minor amendments to this new policy during the next 3 years.
4. To note that a request for a budget of £1.5m for the acquisition of properties over the three-year period will be advanced through the City Council's capital approval process.

### **Exe/19/97 Capital Programme Update**

A report concerning requests to increase the capital programme was submitted. We agreed to recommend two changes to the Council and to make a further four changes under delegated powers. These changes would increase Manchester City Council's capital budget by £2.143m across 2019/20 and 2020/21, funded partly from borrowing, the use of reserves and the Capital Fund, and external contributions.

We also noted two changes that had been approved by the Deputy Chief Executive and City Treasurer, £200K for the Peterloo Memorial and £433K for CCTV improvements.

### **Decisions**

1. To recommend that the Council approve the following two changes to the capital programme:

- a) ICT – Collaboration Platform Replacement. A capital budget allocation through transfer of £2.100m from the End User Experience budget is requested, funded by borrowing.
- b) Neighbourhoods – Cremator and Mercury Abatement Plant Replacement Strategy. A capital budget increase of £1.551m is requested, funded by borrowing.
2. To approve the following four changes to the capital programme:
- c) Neighbourhoods – Hough End Master Plan – Strategic Football and Multi Sports Hub – Development Costs. A capital budget increase of £0.241m is requested, funded by £0.100m External Contribution and £0.141m Waterfall Fund.
- d) Neighbourhoods – Range Stadium Capital Project. A capital budget increase of £0.465m is requested, funded by borrowing on an invest to save basis.
- e) ICT – Income Management Solution. A capital budget decrease of £0.114m is requested and approval of a corresponding transfer of £0.114m to the revenue budget, funded by Capital Fund.
- f) Highways Services - A6 Stockport Road. A capital budget allocation through transfer of £0.125m from the Highways Investment Programme is requested, funded by borrowing.
3. To note increases to the programme of £0.633m as a result of delegated approvals.

### **Exe/19/98 Capital Programme Monitoring 2019/20**

The Deputy Chief Executive and City Treasurer's report informed us of the revised capital budget 2019/20 to 2024/25 taking account of agreed and proposed additions to the programme, profiling changes, and the latest estimates of forecast spend and resources for the 2019/20 capital programme. The report explained the major variations to forecast spend, and any impact that variations had on the five-year Capital Programme.

The forecast of expenditure for 2019/20 for the Manchester City Council capital programme was £292.7m, compared to a proposed revised budget of £290.4m. Spend up to the end of September 2019 was £78.0m. The forecast for the capital programme on behalf of Greater Manchester was £151.2m, compared to a proposed revised budget of £151.2m. Actual GM spending to the end of September was £28.1m.

Appended to the report was a schedule of projects within the overall capital programme where the allocations needed to be revised and funding allocations vired

between projects. The appendix showed the virement needed for each scheme and each project. We agreed to recommend to the Council the proposed virements greater than £500,000, as set out in the appendix to these minutes. The virements of less than £500,000 we approved.

### **Decisions**

1. To recommend that Council approve the virements over £0.5m between capital schemes to maximise use of funding resources available to the City Council as set out in the appendix to these minutes.
2. To approve virements under £0.5m within the capital programme as set out in the appendix to these minutes.
3. To note that approvals of movements and transfers to the Manchester City Council capital programme, will reflect a revised total budget of £290.4m and a latest full year forecast of £292.7m. Expenditure to the end of September 2019 is £78.0m.
4. To note that approvals of movements and transfers to Capital Programme on behalf of Greater Manchester, will reflect a revised total budget of £151.2m and a latest full year forecast of £151.2m. Expenditure to the end of September 2019 is £28.1m.
5. To note the prudential indicators in Appendix C of the report.

**Appendix – Capital Budget Virements**

<b>Project Name</b>	<b>2019/20 In yr virement proposed</b>	<b>2020/21 In yr virement proposed</b>	<b>2021/22 In yr virement proposed</b>
Drainage	2,425	1,481	2,051
Large Patching repairs	1,796	30	531
Carriageway Resurfacing	-923	-1,511	-2,582
Carriageway Preventative	-3,263	-29	-1,049
Other Improvement works	722	1,710	2,487
Project Delivery Procurement	-757	-1,681	-1,438
<b>Total Highways Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>
Asset Management Programme	420		
Ross Place Refurbishment	-420		
<b>Total Strategic Development Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>
Charlestown - Victoria Ave multistorey window replacement and ECW	-12		
External cyclical works		-8	
External cyclical works Ancoats Smithfields estate	7		
ENW distribution network phase 4 (various)	80		
Dam Head - Walk up flats communal door renewal	13		
Newton Heath - Croyden Drive Security Improvements	100	88	
Various Estate based environmental works	100	100	100
Delivery Costs		369	124
2/4 Blocks Heating replacement with Individual Boilers		-108	
Lift replacement / refurbishment programme	-2		
Decent Homes mop ups ph 9 and decent homes work required to voids	30		
Whitemoss Road and Cheetham Hill Road Local Offices - Improvements		-3	
Ancoats - Victoria Square lift replacement	108		
Aldbourne Court/George Halstead Court/Duncan Edwards Court works	-3		
Boiler replacement programme	-17	-341	
Kitchen and Bathrooms programme	-693		
Harpurhey - Monsall Multis Internal Works		292	
Higher Blackley - Liverton Court Internal Works	845		
Various - Bradford/Clifford	104		



Lamb/Kingsbridge/Sandyhill Court Internal Works			
Charlestown - Rushcroft/Pevensey Court Internal Works	1,343	218	
Fire precautions multi storey blocks	-702		
Installations of sprinkler systems - multi storey blocks	-1,029		
Replacement of Prepayment Meters in High Rise Blocks		-20	
ERDF Heat Pumps	-55	-381	-17
Charlestown - Rushcroft/Pevensey Courts Lift Refurb			525
Multi Storey blocks door entry system renewal Sandyhill/Bradford Crts	5	31	
One off type work (rewires/boilers/doors)	100	300	
Delivery Costs	156	827	88
Various Locations - bringing bedsits back into use		21	75
Delivery Costs	2	4	10
Improvements to Homeless accommodation city wide		-164	
Improvements to Homeless Accommodation		164	
Delivery Costs		38	
Delivery Costs		4	
Public Sector Northwards Adaptations	200		
Adaptations	100	700	
Northwards Housing Programme	-780	-2,131	-905
<b>Total Public Sector Housing (HRA) Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>
Holy Trinity Primary	47		
Lytham Rd	-100		
Co-op Academy expansion	-443		
Plymouth Grove Refurbishment	-285		
Beaver Rd Primary Expansion	-84		
Lily Lane Primary	-91		
St. James Primary Academy	-65		
Crossacres Primary School	-180		
Ringway Primary School	-77		
Webster Primary Schools	-87		
KS3/4 PRU Pioneer Street	70		
Basic need - unallocated funds	1,295		
Universal Infant Free School Meals - Unallocated	6		
Broad Oak Primary School Kitchen	553		
All Saints Prim Rewire	477		
Armitage Prim Windows	121		
Bowker Vale Prim Heating	262		

Buton Lane Prim Roof	192		
Cheetwood Prim Heating	126		
Crosslee Comm Heating	80		
Crowcroft Park Roof Repairs	146		
Grange School Sports Hall	163		
Higher Openshaw Rewire	849		
Lily Lane Prim Windows	53		
Moston Fields Joinery	221		
Ringway Prim Roof	231		
Sandilands Prim Windows	123		
St Mary's Junior Windows	43		
Alma Park Gas Improvement	1		
Schools Capital Maintenance -unallocated	-3,641		
Healthy Pupil Capital Funding	-6		
<b>Total Children's Services Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>
Solaris	2		
PSN Windows 2003	-42		
Data Centre UPS Installation	-10		
End User Computing	69		
End User Experience	-69		
ICT Investment Plan	50		
<b>Total ICT Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Manchester City Council Capital Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total GM projects</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total CAPITAL PROGRAMME</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Manchester City Council  
Report for Information**

**Report to:** Executive – 19 December 2019

**Subject:** Manchester Climate Change Update

**Report of:** Deputy Chief Executive and City Treasurer

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**Summary**

In November 2018, the Council's Executive agreed to the establishment of a science-based carbon budget for Manchester limiting the city's emissions to 15 million tonnes of CO<sup>2</sup> between 2018 and 2100. This ambitious target required the city to reduce its emissions by 13% every year and become net zero carbon by 2038. A climate emergency was also declared by Manchester City Council on 10 July 2019.

The Council's direct CO<sup>2</sup> emissions are approximately 2.3% of the city's total, therefore working with the rest of the city to ensure that everyone plays their full part is essential for the net zero carbon ambition to be realised. A number of key partners from the city's arts and culture, faith, health, property, higher education and housing sectors are now developing action plans to set out how they will become zero carbon.

The Council's own existing Climate Change Action Plan 2016-20 set out the actions that were required to deliver a 41% reduction in carbon emissions by 2020 from a 2009/10 baseline. The latest data from 2018/19 demonstrated that the Council's direct emissions have reduced by 48.1% from this baseline. The Council's new 5 year action plan will be considered by the Executive in March 2020 alongside a new Manchester Climate Change Framework 2020-25 and summary of Partnership Action Plans.

This report provides an update on the citywide progress and on the Council's work to respond to the motion and develop a new action plan.

**Recommendations**

The Executive is asked to note the citywide progress and comment on and endorse the approach to developing the Council's new five year action plan.

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**Wards Affected:** All

<p><b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p>
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<p>The new Climate Change Action Plan will set out the Council's actions over the next five years to reduce its direct CO<sub>2</sub> emissions and to support the city's progress towards being a zero carbon city. The Council has a vital leadership role within the city and has</p>
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supported the establishment of the Manchester Climate Change Agency and Partnership to provide additional capacity and support to the delivery of this agenda.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The transition to a zero carbon city will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector. This will support the implementation of the Our Manchester Industrial Strategy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Manchester is one a small number of UK cities that have agreed a science based target and is leading the way in transitioning to a zero carbon city. It is envisaged that this may give the city opportunities in the green technology and services sector.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Transitioning to a zero carbon city can help to tackle fuel poverty by reducing energy bills. Health outcomes will also be improved through the promotion of more sustainable modes of transport and improved air quality.
A liveable and low carbon city: a destination of choice to live, visit, work	Becoming a zero carbon city can help to make the city a more attractive place for people to live, work, visit and study.
A connected city: world class infrastructure and connectivity to drive growth	A zero carbon transport system would create a world class business environment to drive sustainable economic growth.

**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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### **Financial Consequences – Revenue**

The revenue implications arising from the Council's new five-year Climate Change Action Plan will be addressed as part of the revenue budget setting process each year from 2020/21.

### **Financial Consequences – Capital**

The City Council's capital strategy from 2020/21 will set out the investments needed to meet the requirements of the new plan as it is developed.

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**Contact Officers:**

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

*Green Economy 2019*  
*Manchester Climate Change Annual Report 2019*  
*Playing Our Full Part: How Manchester's Residents and Businesses can benefit from Ambitious Action on Climate Change 2018*  
*Manchester Climate Change Strategy 2017-50*  
*Manchester Climate Change Strategy Implementation Plan 2017-22*  
*Manchester: A Certain Future Annual Report 2018*  
*Manchester City Council Climate Change Action Plan 2016-20*  
*Manchester Zero Carbon 2038, Manchester City Council's Commitment, March 2019*

## **1.0 Introduction**

- 1.1 This paper summarises the action taking place at a citywide level to implement the city's zero carbon ambitions, alongside the approach that is being taken to develop and deliver the Council's new 5 year Climate Change Action Plan. The plan will include the actions required to support the Council and the city to reach the first milestones on the path to zero carbon and will cover the period 2020-25 which aligns with the end of the current Our Manchester Strategy.

## **2.0 Background**

- 2.1 In November 2018, the city worked with the Tyndall Centre for Climate Change Research at the University of Manchester to develop carbon emission reduction targets to ensure that Manchester plays its full part in reaching the UK's commitment to the Paris Agreement. As such, the city and the Council adopted a science-based carbon budget and committed the city to becoming zero carbon by 2038 at the latest.
- 2.2 In March 2019, the Council endorsed the draft Manchester Zero Carbon Framework as the city's overarching approach to meeting its science-based climate change targets to 2038, as part of the wider Our Manchester policy framework. This report also included draft action plans from a range of organisations who are members of the Manchester Climate Change Board and are collectively responsible for over 20% of the city's emissions. These organisations, including the Council, have committed to become zero carbon by 2038 at the latest and will be producing final action plans for approval by Executive in March 2020.
- 2.3 In July 2019, Manchester City Council declared a climate emergency. This declaration recognised the need for the city to do more to reduce its carbon emissions and mitigate the negative impacts of climate change and demonstrated the Council's commitment to be at the forefront of the global climate response to climate change and to lead by example. The scientifically calculated target is for the City of Manchester to limit CO<sup>2</sup> emissions to 15 million tonnes between 2018 and 2100 and to be zero carbon by 2038. This means reducing emissions by approximately 13% each year, in effect halving them over the next five years. This target is 12 years earlier than the national 2050 target.

## **3.0 Citywide leadership**

- 3.1 The Council has played a key leadership role within the city for a decade and established a partnership-based approach to climate action which started with the creation of the MACF Steering Group in 2010. This approach recognises the need for everyone in the city to be mobilised to play their full part in tackling climate change.
- 3.2 The Manchester Climate Change Partnership (MCCP) was subsequently established in 2018 to help drive action across the city. The Manchester Climate Change Agency (MCCA) is an independent company set up with the

support of the Council, which provides operational and technical support to the MCCP.

3.3 MCCP members are building on previous work and are in the process of developing bespoke plans by the end of February 2020, across ten key sectors/organisations who are committed to becoming zero carbon which are as follows:

- Manchester City Council (see update below)
- Bruntwood
- University of Manchester (UoM)
- Manchester Metropolitan University (MMU)
- Arts & culture sector / Manchester Arts Sustainability Team (MAST)
- Electricity NW (ENW)
- NHS Manchester
- Manchester City Football Club
- Faith sector / Our Faith Our Planet
- Manchester Housing Providers Partnership

3.4 These plans will build on work completed in previous years, including the following successful projects and initiatives:

- NHS Manchester - Investment of £10.9 million in energy infrastructure at Wythenshawe and Withington sites
- Bruntwood – Installation of Tesla Powerpack Battery at the Bright Building at Manchester Science Park
- MMU – Ranked 2<sup>nd</sup> in People and Planet university sustainability league in 2019 thanks to investments in a distributed energy system at Birley Fields including 595 solar panels and a 400 kwh lithium battery
- UoM - Identified as 1<sup>st</sup> in UK and 3<sup>rd</sup> globally in global university rankings which include contribution to UN Sustainable Development Goals including responsible consumption and production, and climate action
- ENW – Zero carbon demonstration projects at ENW depots to test and prove viability of range of technologies. Discussions underway with the Council about strategic energy generation projects.
- HOME (member of MAST) - Winner of Manchester Culture Awards environment category in 2019 for their exemplary work on tackling climate change and waste
- City Football Group – Have put sustainability at the heart of their organisation and have used the UN Sustainable Development Goals to drive their strategy. Delivery of a number of energy and water saving projects, biodiversity projects and a reusable cup scheme which will save 800,000 plastic cups per seasons.
- Manchester Housing Provider Partnership (MHPP) members, who jointly own around 70,000 homes in the city, are responsible for approximately 5.5% of Manchester’s carbon emissions through their assets and operations. They have signed a pledge to act to become zero carbon as organisations by 2038.

3.5 The Council is now working with partners to expand the membership of MCCP to include other key organisations in the city. Work to recruit new members will be accelerated following the appointment of new MCCP Chair in early 2020 following a national advertising campaign. The Council have also agreed to underwrite the costs of a new Climate Change Agency Chief Executive position for 1 year to unlock funding contributions from other strategic partners to ensure the Agency can be an effective delivery vehicle for the city. The Council's support for the MCCP and Climate Change Agency is in recognition of the urgent need for everyone in the city to take responsibility for limiting their CO<sup>2</sup> emissions by increasing and accelerated their activity to ensure they play an active part in Manchester's path towards becoming net zero carbon.

3.6 The 10 July 2019 Climate Emergency Motion included the following requests:

- Continue working with partners across Manchester and GMCA to deliver the 2038 target, and determine if an earlier target can be possible, through a transparent and open review. Become carbon neutral by the earliest possible date.
- Work with the Tyndall Centre to review the actual emissions from aviation. Investigate the best way to include aviation in our overall carbon reduction programme in the long term.
- Explore the possibility of introducing a 2030 target in line with the IPCC report; and request that a report on its viability be brought back to the Executive before the end of the year.

3.7 In order to respond to these requests and to provide additional evidence to underpin the new Manchester Climate Change Framework 2020-25, The Tyndall Centre for Climate Change Research have now been commissioned by the Manchester Climate Change Board to undertake a piece of work with three core elements. The first is to review the scope and targets for Manchester's climate change commitments taking into account the latest science, reports (including the IPCC report) and international best practice for cities. The second element will include further analysis and recommendations on aviation, and the third element will focus on the city's consumption based (Scope 3) emissions.

3.8 As per the motions request for an open and transparent review, The Tyndall Centre for Climate Change Research will present and discuss their research at the next meeting of the Climate Change Sub Group on 23 January 2020. A copy of the brief for this research can be found at the following link (<http://www.manchesterclimate.com/targets-review-2019>).

#### **4.0 Council progress**

4.1 Over the last 14 years the Council has worked with residents, businesses and other organisations to progress actions to reduce climate change. The 2019 State of the City report sets out some of the progress made across the City.

4.2 The latest annual data, from 2018/19, shows that the Council itself has almost halved its carbon emissions from a 2009/10 baseline – a drop of 48.1%



exceeding the previous action plan target to reduce emissions by 41% by 2020. The four main areas which contribute to the Council's direct emissions are as follows:

- Buildings 68.9%
- Street lights 17.7%
- Biffa waste collection fleet 8.3%
- Staff travel 4.1% (Grey Fleet business travel using staff vehicles, taxis, train, air, city car club)

4.3 Whilst only directly responsible for just over 2% of the city's total CO<sup>2</sup> emissions, the Council clearly has an important leadership role to play in relation to CO<sup>2</sup> reduction. Some of the measures the Council has already implemented include:

- Delivering a street lighting replacement programme to replace all 57,000 street lights with energy efficient LEDs. This will save the Council 8,400 tonnes of CO<sup>2</sup> and £2 million per annum.
- The first phase of the MCC Buildings Carbon Reduction Programme will see £2.6m invested in energy conservation measures at 13 buildings within the authority's estate. The investment will generate financial savings of circa £360k per annum and reduce carbon emissions by approximately 819 tonnes per annum. Further stages of investments and improvements are planned with a total approved budget of £10 million.
- The installation of a Civic Quarter Heat Network which will connect the Town Hall, Town Hall Extension and Central Library, Manchester Central Convention Centre, The Bridgewater Hall and Heron House. The project is expected to reduce the Council's direct carbon emissions by approximately 2,200 tonnes of CO<sup>2</sup> when fully operational with 1,600 tonnes being saved in the first year of operation in 2021. The network has been designed to enable future expansion, with efficiency and carbon savings increasing as more buildings join.
- The Council's fleet currently includes one electric car and 14 small electric vans. Plans are being considered to the viability of supporting the roll out of electric vehicles and charging infrastructure across the estate as required. Other activities to reduce emissions from the fleet include information for drivers on fuel efficient driving techniques, reducing fuel consumption and reducing the impact on the environment. A number of electric and hybrid vehicles have been introduced to the fleet, as well as initiating a programme to exchange all vehicles Euro 5 or below, with Euro 6 engined ones.
- Work is also underway to map out an approach to retrofitting the Council's operational estate including costs and quantifying the impact. The approach takes a 'reduce, produce, connect' approach to energy efficiency and energy generation. This work is also linked to a review of the waste and recycling fleet to potentially shift half of the vehicle fleet to fully electric. This will require additional EV charging infrastructure.

- Over 8,000 trees have been planted in the last three years, over 12 miles of waterways cleared and 43 community orchards planted alongside many other food growing projects taking place across the city.

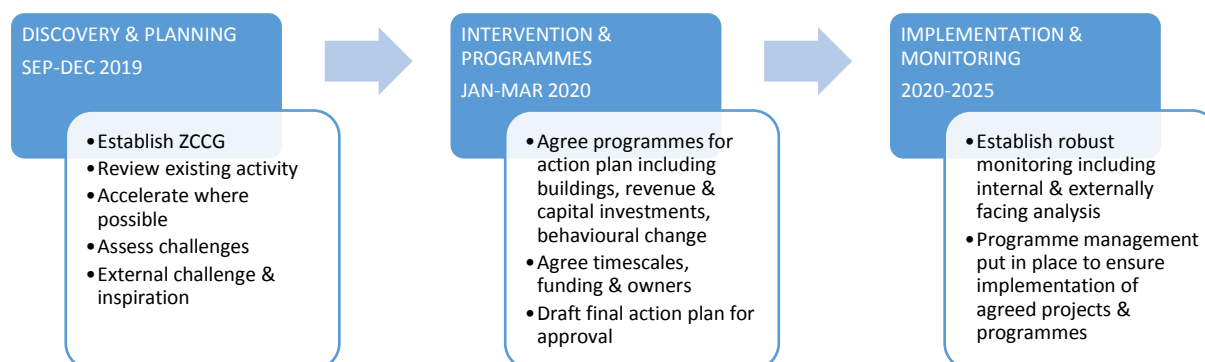
4.4 It is recognised that Manchester is an ambitious city that will continue to grow its economy and develop more housing to meet local demand. The November Economy Scrutiny report on the Green Economy focused on the implications for the city's economic growth and development in the context of Developing a More Inclusive Economy - Our Manchester Industrial Strategy and the ambition to be a zero carbon city by 2038 at the latest. The report introduced some of the high level themes for the Committee to consider as part of a discussion workshop which was attended by a range of external experts.

## **5.0 Developing the Council's new 5 year action plan**

5.1 The new action plan will establish a shorter term target for the Council which will replace the existing target from the previous action plan. This target is currently being determined and will also be informed by the refreshed Tyndall Centre analysis mentioned above. The new target will be ambitious and is likely to require a halving of the Council's direct CO<sup>2</sup> emissions within the next 4-5 years. The challenge of delivering this saving should not be underestimated and there needs to be a substantial programme of investment and delivery across the Council's operational estate.

5.2 The new action plan will recognise the dual role the Council has which encompasses reducing the Council's own direct CO<sup>2</sup> emissions but also influencing the city's emissions through all available policy levers.

5.3 The plan is still being developed but is likely to broadly follow the structure that has been established by the Zero Carbon Coordination Group (ZCCG). The ZCCG are leading this work on behalf of the whole organisation and the membership of the group comprises senior officers from a range of different services. The four themes that are being focused on are: Decision making, policies and standards; Investment and delivery; Catalyst for change; and External influence. The draft timeline for producing and implementing the plan is set out in figure 1 below.

**Figure 1: Climate Change Action Plan Draft Timeline**

5.4 A programme management approach has been developed with senior officers leading each of the workstreams. A brief summary of the work of the four workstreams is set out in table 1 below.

**Table 1: Zero Carbon Coordination Group Workstream Summary**

<b>Workstream</b>	<b>Summary</b>
Decisions, policies and standards	<p>This workstream recognises that a fundamental shift is needed in how the Council operates to transition to a zero carbon organisation and city. The workstream has been divided into two distinct areas.</p> <ul style="list-style-type: none"> <li>• Internal decision making including: Procurement and commissioning; Decision making and reports; Draft staff travel plan by January 2020; Staff training and engagement plan; Capital Strategy section to capture priorities and approach.</li> <li>• Infrastructure Planning including: Planning and Infrastructure including the Local Plan; Transport including the City Centre Transport Plan, Clean Air Plan and work with TfGM; Green &amp; Blue Infrastructure planning; Development including SRFs.</li> </ul>
Investment and Delivery	<p>This workstream will develop and implement projects which will deliver quantifiable CO<sup>2</sup> savings for the Council and the city.</p>
Catalyst for Change (Activation)	<p>This includes developing a climate change communications strategy alongside the training and engagement of Council staff, residents and workers.</p>

External Influence	This workstream will provide clarity on the approach and messaging to influence and work with Manchester, Greater Manchester and national stakeholders.
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- 5.4 A Triangulum Workshop Session with Siemens UK and Manchester City Council took place on 25 November 2019. The event disseminated the learning from the Triangulum project to maximise opportunities for scaling up delivery. The afternoon event included wider Triangulum partners such as the University of Manchester, Manchester Metropolitan University, Manchester Foundation Trust, Bruntwood and Electricity North West. The learning from this event will help to inform the new action plan and work with partners.
- 5.5 The final version of the action plan will be approved by the Council's Executive in March 2020 and will then become part of the final citywide framework which will include action plans from organisations responsible for over 20% of the city's emissions.
- 5.6 As the plan develops, the financial implications will be considered as part of the Council's Revenue Budget proposals and Capital Strategy from 2020/21.
- 6.0 Progress against the 10 July 2019 Climate Emergency Motion**
- 6.1 Significant work has been undertaken to respond to the content of the Climate Emergency Motion which was declared in July 2019. Table 2 below, provides the latest update on all the specific objectives contained within the Motion. The objectives have been reordered under the workstream headings mentioned above for ease of reporting.

**Table 2: Progress against Climate Emergency Motion**

<b>Decision making, policies and standards</b>	
Declare a Climate Emergency.	Declared 10 July 2019.
Continue working with partners across Manchester and GMCA to deliver the 2038 target, and determine if an earlier target can be possible, through a transparent and open review. Become carbon neutral by the earliest possible date.	Partnership work continuing with GMCA at a strategic level through the Leader and Chief Executive and at an operational level.  Tyndall Centre for Climate Change Research commissioned by the Manchester Climate Change Board to review the science based target and will report to the Climate Change Sub Group 23 January 2020.
Review all policies, processes and procedures to ensure the council can become carbon neutral. Present an action plan by March 2020 detailing how the city can stay within its carbon budget.	Zero Carbon Coordination Group established to provide strategic leadership to the development of the new action plan and to oversee the review of all policies, processes and procedures. Reporting will be via Climate Change Sub Group,

<p>Report back regularly to the NESCS. Review the corporate plan.</p>	<p>Neighbourhoods &amp; Environment Scrutiny Committee and Executive.</p> <p>Draft action plan scheduled to be discussed by Neighbourhoods &amp; Environment Scrutiny Committee 5 February 2020 and by Executive 11 March 2020.</p> <p>Corporate Plan review underway to reflect the increased prominence of delivering zero carbon.</p>
<p>Work with the Tyndall Centre to review the actual emissions from aviation. Investigate the best way to include aviation in our overall carbon reduction programme in the long term.</p>	<p>Tyndall Centre for Climate Change Research commissioned by the Manchester Climate Change Board to review the options for including aviation in Manchester's carbon reduction programme and will report to the Climate Change Sub Group 23 January 2020.</p>
<p>Make climate breakdown and the environment, an integral part of activity throughout the Council, including all decision making, ensuring key decisions take into account the impact on achieving the zero-carbon target and including an environmental impact assessment in all relevant committee reports.</p>	<p>Environmental impact assessment section added to Committee templates.</p> <p><i>Developing a More Inclusive Economy, Our Manchester Industrial Strategy</i> adopted by Executive 11 September 2019. The Strategy supports the zero carbon 2038 objectives including commercial retrofit, standards for new build developments, job creation in green tech and services, and innovative funding for environmental improvements.</p> <p>Full review of decision making being established and overseen by the Zero Carbon Coordination Group. Policies and processes currently under review include:</p> <ul style="list-style-type: none"> <li>• Procurement and commissioning;</li> <li>• Staff and member travel policy;</li> <li>• Capital programme approval process;</li> <li>• Committee reports amended to include additional section on how the issues addressed within the report impact on achieving the zero-carbon target for the city.</li> </ul>
<p>Encourage all staff on council business to use the lowest carbon, appropriate, travel.</p>	<p>HROD have been asked to review the Council's staff and member travel policy and produce a draft by January 2020. Staff travel is a component of the Listening in Action workshops and is included in the Our Climate, Our City training session.</p>
<p>Investigate measures to ensure future procurement is carbon neutral. Increase the percentage</p>	<p>Additional environmental element social value weighting of 10% being developed and supplier and commissioner toolkits being updated. The additional 10% was recently trialled on two</p>

of social value with an additional environmental element.	Highways tenders. A meeting is also being arranged in early 2020 to discuss shared approaches to zero carbon and procurement which will include Council officers and MCCP partners including representatives from Manchester Foundation Trust, UoM, MMU and City Football Group. Tyndall Centre report on Scope 3 emissions for the city will also inform this work.
Investigate ways to ensure that future local plans place a mandatory requirement for all new development to be net zero carbon by the earliest possible date.	<p>Preparatory work is underway and the issues and options consultation paper will include the climate emergency and carbon reduction. The current timescales for the development of the new Local Plan are as follows:</p> <ul style="list-style-type: none"> <li>• Issues and Options – consult in February and March 2020</li> <li>• Prepare draft plan – consult in autumn 2020</li> <li>• Publication of Manchester Local Plan – consult in summer 2021</li> <li>• Submission to Secretary of State – submit in winter 2021</li> <li>• Examination of the plan – from spring 2022</li> <li>• Adoption of Manchester Local Plan – spring 2023</li> </ul>
Explore the possibility of introducing a 2030 target in line with the IPCC report; and request that a report on its viability be brought back to the Executive before the end of the year.	Tyndall Centre for Climate Change Research commissioned by the Manchester Climate Change Board to review the science based target and will report to the Climate Change Sub Group 23 January 2020.
<b>Investment and delivery</b>	
Investigate and introduce measures to help reach domestic zero carbon levels including addressing fuel poverty and retrofitting existing homes.	<p>Innovative work is underway within the social housing sector and energy efficiency schemes are being delivered through the GM Low Carbon Hub.</p> <p>Housing was the focus of the 18 November Zero Carbon Coordination Group where Robin Lawler Chief Executive of Northwards was invited to discuss national housing policy, retrofitting, new build standards and funding including at a Greater Manchester level. This session, and the Siemens event have helped to shape the content of the draft action plan.</p> <p>A segmentation exercise is underway to assess the existing offer for social housing tenants, owner</p>

	occupiers including those who are 'able to pay' and those that are not, and private rented sector.
<b>Catalyst for change</b>	
Encourage involvement in all wards by April 2020 through meetings as part of the Our Manchester strategy, to identify residents and partners who want to be actively involved in achieving the target, with provision for those who cannot attend. Ensure ward plans contain specific, measurable, achievable steps.	<p>Detailed report on neighbourhood activity prepared by the Strategic Director Neighbourhoods for the 22 October Climate Change Sub Group meeting which has been deferred to 23 January 2020.</p> <p>Whalley Range have developed a Climate Action Plan for the ward, plans are also in development in a number of wards including Miles Platting and Newton Heath; Chorlton; and Chorlton Park. Other wards have developed or are developing specific actions to add into their existing ward plans including Northenden and Didsbury West.</p>
Ensure that everyone in the council receives carbon literacy training by the end of 2020. Make attendance easier by varying times and length of sessions.	<p>The Council's HROD team have developed a plan for the roll out of Carbon Literacy training. This will take a tiered approach with a universal e-learning module, targeted 1 day training course, and additional specialist occupational/ professional training as required.</p> <p>Approximately 700 staff have received the 1 day Carbon Literacy training including all members of SMT and over half of elected members. Training was previously delivered by Manchester Metropolitan University and now 6 Council staff have been trained to deliver the training and more are being recruited.</p> <p>A number of services have been targeted for the training in November and December 2019 including the Neighbourhoods Directorate and specifically Neighbourhood Team Officers, and Resources and Programmes.</p> <p>Rolling training sessions are being arranged from January 2020 which will target the top 300+ managers in the organisation. Elected members will also be invited to attend any of these sessions</p> <p>A climate change workshop has been designed and is now being delivered at all Listening in Action sessions.</p> <p>A workshop on the climate emergency was delivered at the annual Leadership Summit on 14 October which is attended by over 300 managers. The workshop was delivered twice with 40-45</p>

	<p>managers at each session.</p> <p>Bespoke presentations have been delivered to services in the Council including to wider leadership teams and this will continue on a rolling basis.</p>
<b>External influence</b>	
<p>Work with suppliers to green their supply chains, and support local production.</p>	<p>Alongside the additional 10% social value weighting which has been trialled by Highways and is being developed for tenders, the suppliers toolkit is also being updated to include clearer guidance on greening the supply chain. This will reference work to reduce scope 1, 2 and 3 emissions.</p> <p>Climate change will be a key theme at the Council's annual procurement event in February 2020 which focuses on social value and community wealth building.</p> <p>An example of recent activity in this area is the Information Communications and Technology (ICT) suppliers session that took place on Tuesday 17 September which incorporated discussions about zero carbon.</p>
<p>Work with training providers to ensure Manchester residents can take on green jobs.</p>	<p>The Council facilitated a workshop event on 22 July titled <i>Demand for Green Skills and Clean Growth: Zero Carbon Manchester</i>. The workshop brought together Manchester organisations connected to the green economy with training providers to start conversations on the future skills needs that will be created by Manchester's zero carbon ambitions and how the skills and training system will respond.</p> <p>Council officers also attended a <i>Clean Energy Skills Summit</i> hosted by Manchester Metropolitan University on 6 September, which considered what skills will be required within the Green Economy to reach zero carbon targets, and how higher education can help support the development of that pipeline.</p> <p>A <i>Green Economy</i> report was considered by Economy Scrutiny Committee on 7 November.</p> <p>The Work and Skills Board in January 2020 will focus on Green Skills and a plan is being developed with training providers in the city.</p>



<p>Push GMCA to decarbonise public transport, heat and energy as early as possible.</p>	<p>Partnership work continuing with GMCA at a strategic level through the Leader and Chief Executive and at an operational level.</p> <p>The Executive Member for the Environment, Planning and Transport asked TfGM to produce a report on decarbonisation of transport to the Greater Manchester Transport Committee. A report titled <i>'Update on increased efficiency &amp; deployment of low energy transport, low carbon infrastructure and plan for progressing to zero emissions vehicles by 2038.'</i> has now been added to the Committee work programme and will be considered on 17 January 2020.</p>
<p>Through our role on GMPF, encourage divestment in fossil fuels as early as possible.</p>	<p>The Executive Member for Environment, Planning and Transport has contacted the Greater Manchester Pension Fund and their response has been followed up with a letter from Cllr Paul Andrews, the Council's representative on the Board on 8 October 2019.</p>
<p>Call on the government to:</p> <ul style="list-style-type: none"> <li>● provide powers and resources to make the zero-carbon target possible including funding for big capital projects</li> <li>● accelerate the reduction of carbon emissions from aviation</li> <li>● accelerate the decarbonisation of the electricity grid, funding low carbon energy generation</li> <li>● ensure that the UK prosperity fund focuses on enable the transition to a low carbon economy</li> </ul>	<p>The Leader of the Council has signed a Core Cities Declaration which was released on 7 October 2019. This includes a number of asks for government including a £1 billion Low Carbon City Investment Fund and an enhanced Clean Air Fund of £1.5billion. The declaration can be found at the link below.</p> <p><a href="https://www.corecities.com/cities/agenda/environment/core-cities-uk-climate-emergency-declaration">https://www.corecities.com/cities/agenda/environment/core-cities-uk-climate-emergency-declaration</a></p>

## 7.0 Recommendations

- 7.1 The Executive is asked to note the citywide progress and comment on and endorse the approach to developing the Council's new five year action plan.

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 19 December 2019

**Subject:** Doing Buses Differently: Response to GMCA Consultation

**Report of:** Strategic Director (Growth and Development)

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### Summary

GMCA is undertaking a formal consultation into proposals that would change the way buses in Greater Manchester would be run in the future. These proposals are set out in a Proposed Bus Franchising Scheme (the Scheme). The Scheme has been prepared by Transport for Greater Manchester (TfGM) on behalf of GMCA.

This report sets out a proposed response to the Scheme proposals from the City Council's perspective in its role as a statutory consultee.

### Recommendations

The Executive is recommended:

1. to confirm the Council's support for the Scheme which has been proposed by the GMCA in the exercise of its powers as a "franchising authority" under the Bus Services Act 2017;
  2. to note the current GMCA consultation exercise to which the Council is a statutory consultee and comment on the suggested outline response attached at Appendix 1 to this report; and
  3. to agree that authority to agree the final Council response to the TfGM consultation is delegated to the Chief Executive in discussion with the Deputy Leader, Councillor Nigel Murphy and the Executive Member for Planning, Environment and Transport.
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### Wards Affected – All.

**Environmental Impact Assessment** - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

Local bus services form the backbone of the city's public transport network. Encouraging more people to use public transport as their preferred option and to use private cars less is an important objective of the city's and Greater Manchester's transport strategies. The report explains how adopting the powers contained in the Bus Services Act 2017 could lead to a more effective and better integrated bus and public transport network which in turn is likely to lead, over time, to increased bus use when compared with the current deregulated model of operation. This, coupled with the ability

to specify vehicle and service standards, including encouraging the more rapid take up of electric vehicles is consistent with our aims of making rapid reductions in carbon emissions in the city.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Helping to deliver a more consistent bus service across the city is an important objective of the Council. Ensuring a better service to relatively poorly served areas at all times of the day and week including in the evening and at weekends will help to support the city's economy and connect people more effectively with the job opportunities that are available.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Good bus services connect city residents to economic opportunities and help to ensure people are able to benefit from the growing opportunities that the city has to offer. Local bus operations in the city are also an important source of employment opportunities. It is estimated that around 1750 people are currently employed at bus depots in Manchester providing a key service to the city and the wider region. The opportunity exists for further joint work between the Council and the bus industry and further public investment in electrification and other new technology which could lead to more high quality employment opportunities for local residents in the future.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Bus services play a vital role in connecting the city's residents to opportunities both within the city and beyond its boundaries. One of the likely outcomes of a franchised system of bus operation would be that fares would be publicly controlled with the potential for a simpler and better value fares system that enables buses to be better integrated with other modes of transport and that the current financial penalties faced by passengers transferring from one bus to another are reduced.
A liveable and low carbon city: a destination of choice to live, visit, work	Efficient, high quality transport systems coupled with a strong sense of place will ensure Manchester continues to be a highly attractive and enjoyable visitor destination and continues to appeal to a diverse range of people living and working in the city. Improved

	bus services would help to reduce congestion and improve air quality and will help achieve a cleaner and greener city. This is likely to lead, over time, to a reduction in car based trips thereby contributing towards Manchester's ambition to be a zero carbon city by 2038.
A connected city: world class infrastructure and connectivity to drive growth	Improvements to connectivity are critical to the city. A high quality, integrated transport system is a key ingredient of a successful world class city. The proposals to introduce franchising are considered a key element in helping Manchester to develop a public transport system that is befitting of its status as a major international city and to remedy some of the weaknesses in connectivity that the city currently experiences.

**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

### **Financial Consequences – Capital**

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#### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Doing Buses Differently: GMCA Consultation Document 2019

- Transport Strategy for Manchester City Centre 2010
- Greater Manchester Transport Strategy 2040
- Greater Manchester Transport Strategy 2040 Draft Delivery Plan (2020-2025)
- Manchester City Centre Strategic Plan (2015-2018)
- Greater Manchester Congestion Deal 2018
- Greater Manchester Clean Air Plan Outline Business Case 2019
- Manchester Climate Change Strategy (2017-2050)
- Manchester Climate Change Action Plan (2016-2020)

## **1.0 Background**

- 1.1 Bus services play a vital role in the city. They are the most frequently used mode of public transport for city residents. They're used for three-out-of-four public transport journeys and thousands of residents and visitors to the city depend on them every day.
- 1.2 Manchester is a growing city. Its population is forecast to rise from around 570,000 today to 637,000 by 2025 (Source Manchester City Council Forecasting Model). Similarly the number of people employed in the city is also growing rapidly. Latest figures from the Office for National Statistics Business Register and Employment Survey indicate that employment in the city rose from 357,000 in 2015 to 392,000 in 2017. (Source: State of the City Report). In order that this growth continue in a sustainable way it is important that public transport plays a major role in catering for the increased demand for travel. As the most flexible form of public transport buses have a key role in catering for this growth.
- 1.3 According to the most recent census over 47,000 Manchester residents travelled to work by bus in 2011. In 2017 21% of all those travelling into the City Centre in the morning peak travelled by bus. The bus network has a key role to play in creating an inclusive and more sustainable city and in underpinning its economic success. Detailed data on the levels of bus use for other purposes is not available but bus services provide vital local connections to schools, colleges and universities; local shopping centres; hospitals and other health facilities; sporting and other social and cultural facilities.
- 1.4 Many of the city's poorest residents without access to a car are particularly dependent on local bus services as are younger and older people without their own means of transport. There are approximately 150,000 cars owned by Manchester residents. With a population of about 560,000 living in 225,000 households, Manchester has about half the number of cars per head of population of the UK average, with just over one car per four residents, further emphasising the critical importance of good public transport to city residents.

## **2.0 How Are Bus Services Currently Delivered in Greater Manchester**

- 2.1 There has been a de-regulated bus market within Greater Manchester since October 1986. Currently, the majority of buses (approximately 81% of the 2017 mileage) are operated on a commercial basis by private bus operators and the proportion within the City of Manchester is higher than this. As a result, bus operators are able to register bus services at their discretion. There is no requirement to consider how new services complement the existing bus network and / or other modes of transport.
- 2.2 Bus operators are free to run services by giving 70 days' notice to the Traffic Commissioner (the Government Agency responsible for the licensing and regulation of those who operate heavy goods vehicles, buses and coaches, and for the registration of local bus services) subject to minimum safety, resource and competency standards. Operators can determine their own

routes, fares, and vehicle type. They can withdraw or amend services, again with just 70 days' notice. There are a number of recent examples where operators have de-registered a service because they consider the route or individual journeys to be no longer commercially viable.

- 2.3 The GMCA via TfGM subsidises some routes or individual journeys where there is a social need but which are not met through a commercial market. These services accounted for approximately 19% of bus mileage across Greater Manchester as a whole. In 2017 the subsidised network comprised 263 ordinary bus services, approximately 349 school services, Metroshuttle/Free Bus services (jointly funded by the City Council) and 93 Yellow School Buses along with the provision of flexible transport including Demand Responsive (Ring and Ride) and Community Transport for more bespoke journeys.
- 2.4 As bus subsidies are funded from the Council Tax Transport levy, and as this has come under increasing pressure, the level of subsidies available to run services that are not commercially viable has diminished. This has impacted upon the number of services that the GMCA/TfGM can support and the scope that GMCA/TfGM has to financially support services that cease to be deliverable on a commercial basis.
- 2.5 Substantial public sector funding currently supports the bus network. This is divided between revenue and capital funding. GMCA currently spends approximately £27 million on subsidised bus services; £46 million to support concessionary fares for free or reduced rate travel; and some £16 million is made available to operators through Bus Service Operators Grant which is a refund from Central Government for some of the fuel duty paid by bus operators. Bus travel has also been improved by the Council and GMCA through investment in Bus Priority Infrastructure on key corridors into and through the city centre, including, for example, the recent measures in the city centre itself and on Rochdale Road and Oxford Road.

### **3.0 Devolution Agreement 2014, the Bus Services Act (2017) and Bus Reform**

- 3.1 A key element of the Devolution deal signed between the Greater Manchester Authorities and Government in late 2014 was an agreement that Greater Manchester would have the power to reform the bus market. This power was subsequently conferred on the GMCA and other Mayoral Combined Authorities (MCAs) in the Bus Services Act 2017 (the Act) which came into force in June 2017. The Act enables the introduction of a range of new delivery models for bus services within MCAs. The stated objectives of the Act are to:
- grow bus passenger numbers;
  - tackle air quality;
  - improve bus services for passengers;
  - enable a thriving and innovative bus sector; and
  - help cities and regions unlock opportunity and grow their economy.



- 3.2 The aim of the Act is to improve bus services for passengers by providing local authorities and bus operators with a new toolkit to enable improvements to be made to bus services in their areas. Specifically the Act:
- allows for stronger arrangements for partnership working between bus operators and local authorities through amendments to existing Quality Partnerships and the introduction of Enhanced Partnership Schemes
  - provides MCAs (which are franchising authorities for the purposes of the Act) with the power to make Bus Franchising Schemes for their area;
  - has modernised ticketing legislation
  - provides powers to make necessary changes in information availability through audio and visual on-board information.
- 3.3 The intention is that the Act will help both bus operators and local authorities improve local bus services leading to better journeys and better value for both passengers and taxpayers. It will be determined locally by local authorities working with local bus operators which are the most appropriate measures for their areas.

#### **4.0 Current Position**

- 4.1 Following the enactment of the Bus Services Act in 2017, TfGM and GMCA gave consideration to how to make use of the new powers that have been granted to the GMCA.
- 4.2 In June 2017 the GMCA asked TfGM to prepare an assessment of a proposed Bus Franchising Scheme for GM (the Assessment). GM was the first place to produce such an Assessment and did so in accordance with statutory requirements of the Act and detailed Government guidance. The process which the Act requires the GMCA to follow when making a Bus Franchising Scheme is very detailed and the Assessment itself runs into over 600 pages with a lot of supporting documentation. The Assessment itself is publicly available on TfGM's website at and is available at the link [https://issuu.com/greatermcr/docs/bus\\_franchising\\_in\\_greater\\_manchester\\_assessment\\_s](https://issuu.com/greatermcr/docs/bus_franchising_in_greater_manchester_assessment_s)

As required by the Act, the Assessment compares the GM Bus Franchising Scheme that is being proposed with other options, including do minimum i.e, don't intervene and different potential partnership options.

- 4.3 The GMCA subsequently considered the Assessment, which was subsequently subject to an independent audit, and agreed that it would take forward proposals for a proposed GM Bus Franchising Scheme. The reasons why GMCA agreed this approach as its preferred way forward were related to the following key factors:

##### Network

- 4.5 Franchising offers the opportunity for the GMCA to have overall oversight of the network, to plan the bus network better to integrate bus services and other

forms of transport more effectively. It would also enable changes to be made that reflected changes in demand and new potential opportunities for bus services to respond to changing patterns of development.

#### Fares and Ticketing

- 4.6 Franchising provides the opportunity, not present with other delivery models, to introduce simpler ticketing and more attractive fares across all modes of transport. The current fares system is confusing for many passengers. There are a plethora of fares types and franchising offers the opportunity to rationalise the current fares structure and to introduce a simpler and more consistent fares system across the city and Greater Manchester as a whole.

#### Customer Experience

- 4.7 A Bus Franchising model would allow the GMCA to set consistent standards of service with one unified brand including properly joined up travel information. There would also be an opportunity to provide more consistent high quality information to passengers who are unfamiliar with the pattern of services.

#### Value for Money

- 4.8 A key principle of a GM Bus Franchising Scheme would be that any surplus from operations could be re - invested in the network with greater transparency over the outcomes that are being achieved from the overall level of public funding.

### **5.0 Financing**

- 5.1 The financial case for the bus reform proposals include a full assessment of how the GMCA could afford to make and operate the proposed scheme. The assessment set out a range of credible funding sources which exceed the net modelled costs to operate the scheme over the proposed transition period. The assessment also concluded the proposed franchising scheme was affordable and would represent value for money. Following the audit of the assessment the GMCA agreed in October to commence consultation on the proposed franchising scheme which included a proposed funding package .
- 5.2 The forecast net costs over the transition period up to 2024/25 are approximately £134.5 million. The sources of funding include £78.0 million of mayoral 'earn back' funds (provided by central government as part of Greater Manchester's Devolution Agreement), £11.0 million raised by the existing precept as part of the Mayor's 2019/20 budget for bus reform purposes and £22.7m from the mayoral precept in future years budgets, £5m of existing and forecast business rates receipts held by GMCA and £17.8 million of contributions by Local Authorities as a proposed one off increase in the statutory contribution in 2020/21. Any differences between the cashflowed spend and profiled funding requirement will be covered through prudential borrowing rather than being an additional funding ask. Discussions are also

ongoing with Government around their level of support to deliver bus reform which could potentially reduce the local funding required including from the mayoral precept.

- 5.2 Officers will continue to work with GM Treasurers on ensuring there is transparency on the financial implications and that a reasonable funding strategy is developed. This will need to take into account other priorities the GMCA are seeking to fund e.g. free travel for 16-18 year olds, the impact on the Council Tax Precept and the potential availability of other sources of GM funding.

## **6.0 Audit and Publication of Consultation Document for the proposed Scheme**

- 6.1 In accordance with the statutory process for Bus Franchising required by the Act, the GMCA has obtained a report from an independent auditor (the “Audit”) on the GMCA’s Assessment of the proposed GM Bus Franchising Scheme. The Audit on the Assessment has been published in accordance with the Act and is published as part of the consultation document (page 104 onwards) and can be viewed at the link [https://issuu.com/greatermcr/docs/greater\\_manchester\\_bus\\_franchising\\_consultation\\_do](https://issuu.com/greatermcr/docs/greater_manchester_bus_franchising_consultation_do)

Under the Act, if the GMCA wishes to proceed with the proposed GM Bus Franchising Scheme, it must proceed to carry out a statutory consultation process (the “Consultation”). The Act details the documents that the GMCA must publish as part of this statutory Consultation process (including a consultation document relating to the proposed GM Bus Franchising Scheme) and the various “statutory consultees” with whom the GMCA must consult. The Council is a “statutory consultee” for the purposes of the Consultation required by the Act, as it is one of the GM local authorities whose area will be affected by the proposed GM Bus Franchising Scheme.

## **7.0 Delivering a Franchised Model and Phasing of Implementation**

- 7.1 To make sure the transition from the current deregulated bus system to a fully Franchised bus system is as smooth as possible, the GM Bus Franchising Scheme proposes that a franchised system is introduced in three phases. This means that Greater Manchester would be split into sub-areas (A, B and C). The provisional dates currently proposed for entering into franchise contracts for these sub- areas as shown in figure 1 below.

Sub-Area A – 2 April 2021 North West of Greater Manchester

Sub-Area B – 25 March 2022 North East of Greater Manchester including the northern area of the City of Manchester

Sub-Area C – 10 March 2023 Southern area of Greater Manchester (including the Southern area of the City of Manchester.)

It is recognised the transition to a Franchised model of operation is going to present challenges and it is suggested that in responding to the consultation

the Council should ask TfGM to continue to explore the detail of how the transition is managed to ensure that it causes as little disruption as possible to bus users.

(\*These dates are subject to change and are based on current timescales and included by TfGM to allow consultees to consider the proposal\*)

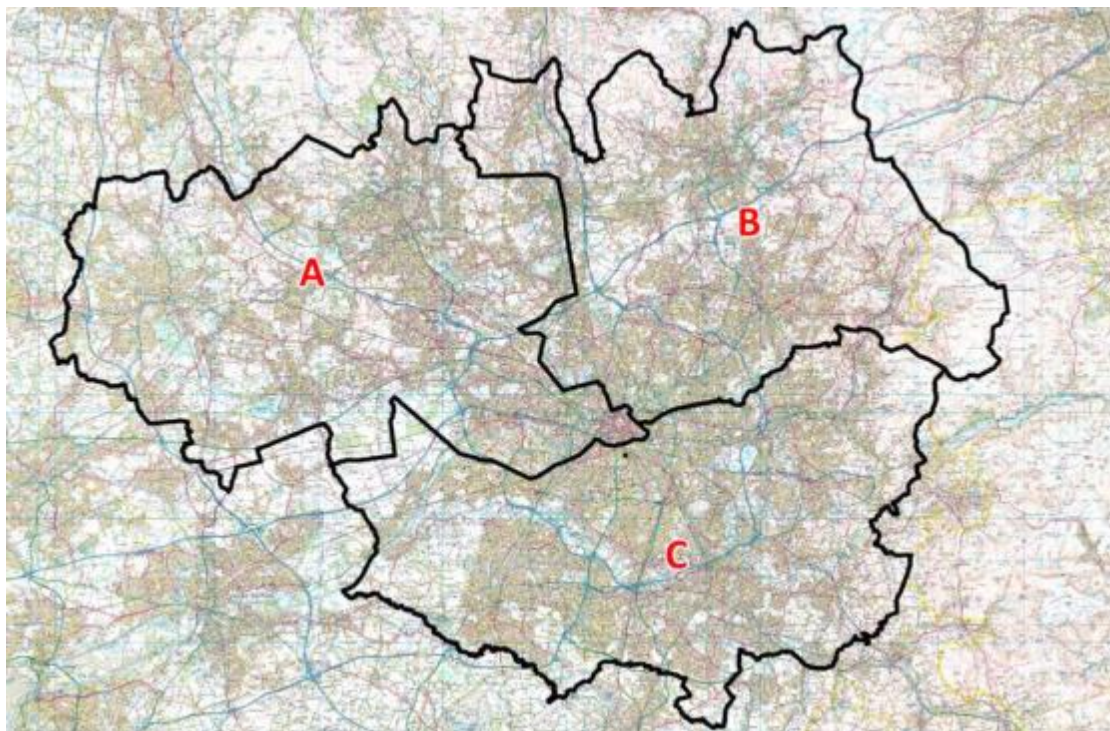


Figure 1: Proposed Bus Franchising Scheme Sub Areas

- 7.2 Once Bus Franchising becomes operational in Sub-Area C, there would no longer be three Sub- Areas and instead there would be just one GM Bus Franchising area which would cover the entirety of Greater Manchester.
- 7.3 The Assessment also makes clear that there would be two clear phases to the overall proposed Franchise Scheme. An extract outlining the differences between the two phases are set out in figure 2 below. The assessment indicates that a Franchise Scheme would create a much stronger platform for future public investment aimed at strengthening services in the future.

### **Phase 1 and 2 interventions**

#### *Phase 1*

As outlined above, the Assessment compares the different options for reforming the local bus market within Greater Manchester, the partnership options and the Proposed Franchising Scheme. The Assessment sets out how each of these options compares and achieves the objectives in the Vision for Bus and contributes to policies

(local and neighbouring authorities), the economic value each option generates, the affordability of each option and how each option would be made and operated. These options of market reform are referred to as 'Phase 1' in the Assessment.

### *Phase 2*

The Assessment also describes 'Phase 2' which sets out further interventions, including investment in the bus market, that could help address the issues the bus system faces and improve the service.

The further interventions would include things like reliability and speed improvements through public investment in infrastructure and bus priority (as well as enforcement and monitoring); network improvements through the creation of additional links, routes and frequencies; improved affordability through fares and ticketing measures; improved reliability through additional resource; improvements to the quality and environmental performance of the fleet; and improvements to customer service in areas such as branding, information and technology.

While some of these interventions would be pursued in the Do Minimum option (leaving the market as it is now), the Proposed Franchising Scheme and partnerships would better enable the interventions to be implemented to different extents. Work to date indicates that the Proposed Franchising Scheme would create a much stronger platform for this additional investment.

## **8.0 Implications for Manchester and Outline Response**

8.1 The quality of bus services offered in parts of the City and the inconsistencies of service provision between neighbourhoods has long been of concern to the Council. The divergence between the quality of service offered to the travelling public in London and in many other major English cities is well documented. The concerns over the quality of service are accompanied by a concern regarding the fragmented and hard to understand ticketing system which doesn't present the overall public transport system as a coherent and integrated whole.

8.2 The inconsistency of service relates to the following key areas:

- Overall service quality
- Punctuality and reliability
- Scheduling and timetables with the quality of service, particularly in the evening and on Sunday varying significantly between different routes
- Fares - with different companies, sometimes on the same route, charging different fares for the same journey and with a fragmented and hard to understand ticketing system;
- ticketing system;

- 8.3 There is also the opportunity to ensure that bus services are better integrated with each other and with other modes so that the overall public transport network can be marketed as a coherent whole rather than a series of individual elements.
- 8.3 These concerns have been raised on a number of occasions and the Economy Scrutiny Committee has made representations on the uneven nature of current service provision including most recently at a meeting in October 2018. The Oxford Road and Stockport Road Corridors have an extremely extensive level of service, whereas services on some key routes in the north of the City are far less comprehensive, particularly off peak and in the evenings and at weekends. Other concerns include:
- the current system of operation has led to significant differences in fares and the ticketing offers between different routes and parts of the city. As many tickets are only valid on one operator's services, changing between operators often results in a financial penalty. The recent ending of the agreement for operators in the north of the city to operate a joint ticketing scheme is a recent example of the lack of simple fare offers to bus users
  - there is an emphasis on radial travel, services connecting neighbourhoods not on these main routes are not so well provided for. This can affect access to important services, including hospitals (North Manchester General, for example), doctors' surgeries, shops and employment opportunities beyond the City Centre;
  - City residents often need to access facilities in neighbouring parts of Greater Manchester and the current bus network does not always provide the cross boundary connections required;
  - there are particular areas of the City and some key radial routes where the pattern of services is currently particularly sparse, especially in the evenings and increasing the frequency or the density of services would bring significant benefits in terms of connecting residents to the facilities they need to reach. As mentioned above, the overall pattern of accessibility offered by the bus network therefore varies across the City and this presents particular difficulties for residents living away from main bus routes who sometimes find the journey to the main route difficult;
  - the current system leads to a relatively unstable bus network where changes to services can happen frequently with operators able to de – register services or introduce new ones by giving 70 days' notice to the Traffic Commissioner. This can be a particular concern for residents who want to plan longer term and is a particular issue for parents and schoolchildren who could potentially choose a school on the basis of its accessibility by bus only to find that the service could subsequently be withdrawn;
  - the recently approved Local Industrial Strategy, emphasises the importance of connecting people to the opportunities created by Greater Manchester's economic growth. Although the City Centre and the Airport are the primary locations for economic growth, investment is also expected in other key GM locations, and connections to these jobs should be a priority for a bus network in a sustainable and inclusive City;
  - much of Greater Manchester's bus fleet is made up of buses that do not meet the latest emission standards. In some key locations in the city buses



currently make a considerable contribution to the illegal levels of air pollution which exist in some places. While buses are an environmentally sustainable form of transport, emitting less carbon and other emissions per passenger than the private car, there is a need to make rapid improvement to the environmental performance of the fleet. A Franchised model will provide a sounder platform for public investment, in support of this objective, than the current deregulated model;

- there are issues with ticketing, including the lack of clarity over pricing and the limited availability of tickets that permit multimodal travel; and
- at present there are significant barriers to developing an integrated transport network, including ticketing and the coordination of timetables and routes.

- 8.4 The bus network is vitally important to Manchester offering a flexible and efficient way of moving large numbers of people, enabling residents to access employment, education and other services. With the right network, buses and operating model, buses have the potential to make a significant contribution to meeting some of the greatest challenges Manchester faces including air quality, congestion and carbon emissions as well as ensuring everyone can access the opportunities available in the city.
- 8.5 A Franchised bus system would help to enable these issues to begin to be addressed through a common service offer and branding and the delivery of an overall integrated network linking to Metrolink and thereafter trains which is more akin to the offer in many other major European cities that Manchester would benchmark itself against.
- 8.6 The process of introducing a Franchised Bus regime is not straightforward and a series of steps need to be taken. The Bus Franchising Scheme process is set out in the Act and associated secondary legislation and is also heavily influenced by detailed statutory guidance which public authorities are required to follow closely. It is also important to note that the full benefits of a GM Bus Franchising Scheme will take some time to become evident. The Assessment and Independent Audit does not suggest that the new regime will lead to any real patronage growth across Greater Manchester in its early years of operation. In time, however, , the full benefits are likely to lead to a more attractive and consistent overall offer during the second phase of implementation outlined in paragraph 8.3 above.
- 8.7 The statutory Consultation on the Proposed GM Bus Franchising Scheme which is required by the Act launched on Monday 14 October 2019 and will run until Wednesday 8 January 2020. After the Consultation period closes, independent research company Ipsos MORI will provide a consultation feedback analysis report that will inform – and be published alongside – GMCA’s report on its response to the Consultation (the “Consultation Report”) which is required by the Act. The consultation feedback and Ipsos MORI’s analysis report will inform the Mayor’s decision on whether or not to make the proposed franchising scheme. Under the Act the decision as to whether to make the Proposed GM Franchising Scheme can only be taken by the Elected GM Mayor, acting on behalf of the GMCA.

- 8.8 The earliest date on which the GM Mayor could take the decision to make the GM Franchising Scheme is March 2020. will then make his decision. The earliest date this could happen is March 2020.
- 8.9 For the reasons outlined in this report, it is proposed that the Council should welcome the proposal to adopt a Franchise based system for bus services across GM and respond positively to the Consultation.
- 8.10 The Consultation document asks a series of questions and a draft response to each of these is attached at appendix 1. It is proposed that the agreement of the final version of the response, incorporating the views of the Executive, should be delegated to the Chief Executive in consultation with Councillor Nigel Murphy, Deputy Leader of the Council and the Executive Member of Planning, Transport and the Environment.

## **8. Key Policies and Considerations**

### **(a) Equal Opportunities**

- 8.1 The proposal to introduce a Bus Franchising Scheme is aimed at ensuring that bus services better meet the needs of all of Manchester's population. An enhanced fully accessible, high quality bus network is likely, over time, to be of particular benefit to residents without access to a private car and would also benefit those with particular mobility problems.

### **(b) Risk Management**

- 8.2 Risks will continue to be fully considered as the proposal to develop as the Bus Franchising Scheme is developed.

### **(c) Legal Considerations**

- 8.3 The City Solicitor has been consulted on and has contributed to the drafting of this report.





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## Appendix 1

### Questions and outline responses

*The Strategic Case sets out the challenges facing the local bus market and says that it is not performing as well as it could. Do you have any comments on this?*

Bus services are critically important to Manchester. They are used by many more city residents than other modes of public transport and bus services perform a vital role in connecting residents of the city to employment and to the many other services that people rely on a daily basis such as shops, doctors' surgeries, education, open space and places to meet with friends and neighbours.

The standard of service offered through the current deregulated model has, however been a long standing concern to the Council. These concerns have been raised on a number of occasions by Members of the Council and by local residents. A particular concern is that the current level of service differs from area to area and at different times of the day and week and not all parts of the city have access to the key public transport connections that they need. The Oxford Road and Stockport Road Corridors have, for example, an extremely extensive level of service, whereas services on some key routes in the north of the city are far less comprehensive, particularly off peak and in the evenings and at weekends. Other concerns include:

- the current system of operation has led to significant differences in fares and the ticketing offers between different routes and parts of the city. As many tickets are only valid on one operator's services changing between operators often results in a financial penalty. The recent ending of the agreement for operators in the north of the city to operate a joint ticketing scheme is a recent example of the lack of simple fare offers to bus users;
- there is an emphasis on radial travel; services connecting neighbourhoods not on these main routes are not so well provided for. This can affect access to important services, including hospitals (North Manchester General, for example), doctors' surgeries, shops and employment opportunities beyond the city centre;
- city residents often need to access facilities in neighbouring parts of Greater Manchester and the current bus network does not always provide the cross boundary connections required;
- there are particular areas of the city and some key radial routes where the pattern of services is currently particularly sparse, especially in the evenings and increasing the frequency or the density of services would bring significant benefits in terms of connecting residents to the facilities they need to reach.
- as mentioned above, the overall pattern of accessibility offered by the bus network therefore varies across the city and this presents particular difficulties for residents living away from main bus routes who sometimes find the journey to the main route difficult;

- the current system leads to a relatively volatile bus network where changes to services can happen frequently with operators able to de – register services or introduce new ones by giving 70 days’ notice to the Traffic Commissioner. This can be a particular concern for residents who want to plan longer term and is a particular issue for parents and schoolchildren who could potentially choose a school on the basis of its accessibility by bus only to find that the service could subsequently be withdrawn;
- the recently approved Local Industrial Strategy, emphasises the importance of connecting people to the opportunities created by Greater Manchester’s economic growth. Although the City Centre and the Airport are the primary locations for economic growth, investment is also expected in other key GM locations, and connections to these jobs should be a priority for a bus network in a sustainable and inclusive city;
- there are issues with ticketing, including the lack of clarity over pricing and the limited availability of tickets that permit multimodal travel;
- much of Greater Manchester’s bus fleet is made up of buses that do not meet the latest emission standards. In some key locations in the city buses currently make a considerable contribution to the illegal levels of air pollution which exist in some places. While buses are an environmentally sustainable form of transport, emitting less carbon and other emissions per passenger than the private car, there is a need to make rapid improvement to the environmental performance of the fleet. A Franchised model will provide a sounder platform for public investment, in support of this objective, than the current deregulated model; and
- at present there are significant barriers to developing an integrated transport network, including ticketing and the coordination of timetables and routes.

Manchester is a fast growing and dynamic city. Over the last twenty years new communities have developed and after a prolonged period of decline in the latter half of the twentieth century the city’s fortunes have turned around. Areas of the city have seen a resurgence in economic activity and have seen large rises in population. At present the bus market is often slow to recognise the opportunity that this changing geography brings. A franchised model would enable a much closer relationship to exist between transport and land use planning and enable transport services to be in place from day one of a new development or residential area rather than there often being a time lag as at present.

A further key area of concern is that Greater Manchester has failed, over the years since 1986 (when buses were deregulated), to achieve a fully integrated and attractive ticketing system of the type that is enjoyed in London and is in place in many cities in continental Europe. Introduction of a franchised model of bus operation is likely to make achieving such a system much easier.

*The Strategic Case says that reforming the bus market is the right thing to do to address the challenges facing the local bus market. To what extent do you agree or disagree with this? Why do you say this?*

The City Council considers that for the reasons set out above the current deregulated market has failed to deliver the consistency and quality of bus services that the city aspires to. A franchised model would give the public sector control over standards of service, fares, frequencies and vehicle types – the key factors that make for an attractive and effective bus service

*The Economic Case concludes that the Proposed Franchising Scheme provides the best value for money compared to the partnership options because it would:*

- *offer a 'high' ratio of benefit to the cost to GMCA, one which is broadly comparable with the partnership options,*
- *provide the most economic value (Net Present Value), and*
- *create the best platform from which further economic value could be delivered.*

*Do you have any comments on this?*

The Council supports the overall conclusion of the assessment. There has been a long standing concern regarding the lack of transparency that exists in terms of the overall value for money to the public purse that is provided through the current system of bus operation. An enhanced partnership model is unlikely to alter the current situation. A franchised system of operation would allow the public sector to specify the key outputs that it expects in return for public the substantial current public investment in the bus network and lead to a much greater level of transparency regarding overall costs and benefits.

*The Financial Case concludes that GMCA could afford to introduce and operate the Proposed Franchising Scheme. After completing the Assessment and in advance of this consultation, GMCA has proposed how it would fund the introduction of a fully franchised system. Do you have any comments on these matters?*

We will continue to work with GM Treasurers on ensuring there is transparency on the financial implications and that a reasonable funding strategy is developed. This will need to take into account other priorities GMCA are seeking to fund eg free travel for 16-18 year olds, the impact on the council tax precept and the potential availability of other sources of GM funding.

*Taking everything into account, the Assessment concludes that the Proposed Franchising Scheme is the best way to achieve GMCA's objectives to improve bus services. Do you have any comments on this?*

The Council fully supports the introduction of a franchised system of bus operation for the reasons set out above.

### Other Issues

The proposal to introduce the Franchising scheme in three separate tranches will mean that parts of the city will see the transition take place at different times. While the rationale for this approach is understood TfGM are requested to continue to consider how this transition can happen in a way that minimises disruption to bus users in the city.

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 19 December 2019

**Subject:** Co-living in Manchester

**Report of:** Strategic Director (Growth and Development)

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### Summary

This report informs Members of the emergence of the co-living concept, and the issues and concerns raised by it. The report considers how the Council should respond to emerging market demand, on the basis that there is no current planning policy context at national or local level.

### Recommendations

The Executive is recommended to:

1. note the concept of co-living as set out in this report; the issues around its development; the nature of the product; and the limited contribution that it could make to the city's housing offer;
  2. request that the Strategic Director (Growth & Development) undertakes an appropriate consultation process with key stakeholders on co-living, and brings a report back to the Executive on the outcomes of the consultation; and
  3. request that subject to comments from the Executive, this report and the outcomes from the consultation are used to help inform the development of a policy approach as part of the review of the Local Plan, which will be subject to separate further consultation.
- 

### Wards Affected – All

**Environmental Impact Assessment** - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

Future residential development proposals including co-living will need to be carefully considered in order to ensure that they contribute towards the city meeting its zero-carbon target by 2038. Construction will be required to meet the highest standards of sustainable development. Where residents are choosing to live in the city centre, close to their place of work, and using walking and cycling facilities to travel to work, vehicle trips and the resulting congestion and carbon emissions associated with them are reduced.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	A residential market offer of high quality design, targeting young professionals as occupiers, contributes to place-making in an area and will support growth of the economy by maximising the competitiveness of the city. Schemes that support the wider regeneration of an area can help drive new investment and redevelopment and meet the demands of a growing and dynamic work force. Young workers living in the city could support the growth of the local economy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	New residential led development within the region's economic hub will both support population growth, and the retention of graduate talent in Manchester by providing an attractive residential offer in key areas of the city centre. Construction is a growing sector, and employment opportunities will arise from the development of new accommodation.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	New residential led development, where appropriate to the area it is built in, will support the Residential Growth Strategy to deliver new homes in the city, as well as the attraction and retention of the talent required to support Manchester's strong growth trajectory over a range of economic sectors.
A liveable and low carbon city: a destination of choice to live, visit, work	The Council is committed to providing new homes in the city, close to job and leisure opportunities, reducing the need to travel. A key priority of new development is to promote sustainable travel modes to access the city centre, and to provide high quality public realm to provide attractive places for residents, workers and visitors alike.
A connected city: world class infrastructure and connectivity to drive growth	Residential development in the city centre provides opportunities for residents to live close to their place of work as well as close to major transport hubs in the city centre, ensuring productivity, and enhanced connections to employment, networking and training opportunities.



**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

New co-living schemes could have implications for Council Tax revenue.

### **Financial Consequences – Capital**

None arising from this report.

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### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Greater Manchester's Plan for Homes, Jobs, and the Environment: Greater Manchester Spatial Framework Draft 2019
- Manchester Residential Growth Strategy and Action Plan 2016/17 – Report to Executive, 2 March 2016
- Manchester Residential Growth Strategy: Action Plan Update, Economy Scrutiny Committee, 9 January 2019
- Manchester City Centre Strategic Plan (2015-2018)
- The Manchester Core Strategy - Adopted on 11th July 2012
- Manchester Housing Strategy (2016-2021)

## 1.0 Introduction

1.1 The residential lettings market in Manchester is experiencing significant change and growth as a result of the number of people choosing to live in the expanded city centre boundary. By 2025, the total population of that geographical boundary is expected to rise from 60,000 to 100,000. The age breakdown of the 60,000 residents currently living in the city centre is as follows.

17.5% - Age 19 and under  
18.5% - Age 20-24  
34.9% - Age 25-34  
14.1% - Age 35-44  
11.4% - Age 45-64  
3.5% - Age 65+

The Manchester City Council Forecasting Model (MCCFM) expects the number of 25-34 year olds in the city centre to grow by over 10,000 over the next 5 years, and 20-24 year olds to grow by 1,700 over the same period.

- 1.2 The increasingly varied and growing employment and leisure market in the city, is in turn generating increasing demand for residential accommodation, which to a greater extent will be overwhelmingly located in the wider city centre and its immediate surrounds. Planned residential growth is being delivered in neighbourhoods such as Great Jackson Street, New Cross and NOMA/Northern Gateway.
- 1.3 Following its establishment in North America (see section 3), a number of cities in the U.K. have seen operators beginning to come forward with new occupancy models in the residential letting market. The most significant new approach now being promoted is a large-scale, purpose built shared living product, marketed as 'co-living'. However, this product is new and untested in the Manchester housing market, and there is variability in the way schemes are designed, managed and operated in other cities. There are also differences in the Manchester market compared to the cities where the concept originated, meaning that it may be less appropriate locally.
- 1.4 There is no standard definition of co-living accommodation, which can comprise a mix of private studios and 'cluster-style flats' (with shared communal areas) in which bedrooms can be rented out individually or in groups. Schemes may also share many of the common characteristics of build to rent such as shared amenity space, and traditional private rented sector (PRS) apartment tenure profiles of one, two and three bed units.
- 1.5 This report summarises the key issues associated with co-living and suggests how the Council should start to respond to these issues, given that the new Local Plan is not due to be adopted until 2023. A consultation with key stakeholders is proposed, with a view of developing a policy position as part of the Local Plan process, subject to further consultation.

## 2.0 Residential Growth and Strategic Context

- 2.1 The city centre has seen significant transformational growth over the last 20 years, making it a world class city for many things, including learning, working, living, cultural activities, shopping and other leisure activities. In the context of a strong residential development pipeline, demand continues to increase from people seeking to live in close proximity to the wide range of employment, educational and cultural/leisure opportunities within the city centre.
- 2.2 The population within the city centre has risen exponentially since 2012, to its current level of 60,000. A key feature of this growth has been a significant rise in the proportion of residents aged between 25 and 35. This is attributable to increased levels of graduate retention, facilitated through strong economic growth and the increased attraction of employers seeking to recruit graduates. Increasing market demand for residential and commercial office space, alongside the further development of the city centre's world class cultural, retail and leisure offer, has resulted in the delivery of a variety of new schemes to meet the demand to live in the city centre, and the needs of a range of occupiers.
- 2.3 The draft Greater Manchester Strategic Framework aims to deliver 201,000 new homes by 2037, in line with Government targets and supported by the £300 million Greater Manchester Housing Investment Fund. As part of the challenge of delivering Manchester's Affordable Housing Strategy, the Executive recently agreed to increase the Residential Growth target to 32,000 new homes in the next ten years to March 2025, with a minimum of 6,400 of them to be made affordable. This is to help meet the demand created by a growing economy and growing population, as well as the current social context.
- 2.4 A key objective of Manchester's Housing Strategy (2016-2021) is for all residents to have access to good quality accommodation across different types, tenures, and price ranges.
- 2.5 The Council is embarking on a review of the Core Strategy, adopted in 2012; and remaining policies from the Unitary Development Plan (UDP) adopted in 1995. The new Manchester Local Plan will set out how the city should meet the needs of a growing, diverse population over the next 15 years, outlining where new development should happen, environmental facilities and transport and other infrastructure will be improved. An important component of the plan will focus on the strategy for the city centre. It is anticipated that the new Local Plan will be adopted in 2023.
- 2.6 As the apartment market has matured and diversified it is increasingly able to offer a greater degree of choice, both in terms of product, price, quality and space. 5,000 new homes have been built in the city centre in the past 5 years, and there are a further 9,000 homes due to be completed over the next 2-3 years. However, there is evidence that, in the current market, it is becoming more difficult for developers to fund and deliver traditional housing models,

and there is a concern that co-living is becoming the default position for many developers and investors.

### **3.0 Co-living Core Concept**

- 3.1 Co-living is well established in India and in major American cities such as New York, San Francisco and Los Angeles. In Europe, co-living is common in a number of high demand European housing markets such as Berlin, and interest in the sector is beginning to emerge in London and other cities in the UK. A number of developers, keen to bring forward schemes, have already sought to establish the City Council's views on co-living.
- 3.2 The co-living concept was developed in these countries in response to the affordability challenges faced by workers on average and below average incomes. In cities in particular, co-living was seen as a solution to the crisis in urban housing. It sought to provide affordable homes for younger people who didn't have access to the market, while at the same time pooling resources, fostering community and catering for an increasingly mobile workforce.
- 3.3 The approach just beginning to be employed in London (at present there are only c.1,500 London beds currently in operation) mirrors the product on offer in many of the North American pioneer markets, and echoes the similarly challenging housing market dynamics currently in play in the capital. The London market has seen income to house price ratios of 1:10+ and extremely dynamic demand for rental accommodation over the last ten years, leading to average rents significantly above even the most expensive accommodation in any Core City in the UK.
- 3.4 In contrast there is evidence that the relative accessibility of the housing market in Manchester (compared to London) is playing an increasingly important role in attracting new residents to the city (often from the Greater London area). Whilst both cities show some similarities in terms of inequalities in housing markets and levels of wealth, it is possible to buy a flat in Manchester city centre for £150k (there were 151 listings on Rightmove for £150k or less in the city centre at the time of writing) or share a centrally located apartment for £450 per person per calendar month (65 2 bed listings on Rightmove in the city centre for £900 per calendar month or less at the time of writing).
- 3.5 Both Manchester examples represent housing options that simply don't exist in any part of the central London housing market (Zone One). Against this backdrop, therefore, we do not believe that co-living is required, or appropriate, to address affordability pressures in Manchester, in the same way as it is in other American cities or London. The character and evolution of the housing market in Manchester is different, and with this in mind co-living should be considered against very different drivers, developed for places with starkly contrasting housing values and different determinants of demand.
- 3.6 The recently adopted London Plan (Policy H18 - see Appendix 1) defines co-living as large-scale purpose built shared living. Co-living is similar to single

room occupancy, as it offers residents an individual space in a shared property. The core attributes include its build and management under single ownership, and configuration into either private studios or cluster accommodation, generally providing a high density and flexibility of development. The defining characteristic is that all co-living spaces offer at least a shared kitchen and living room. Co-living schemes can also offer residents all-inclusive bills, managed services, and communal facilities (e.g. cafes, gyms and cinemas) when compared to other shared living accommodation. However, there is variability in the level of amenities, and length/type of tenancies/tenancy agreements, offered by existing operators in the international market. The demographic living in co-living schemes internationally tends to be weighted towards people in their 20's and 30's.

- 3.7 Unlike other new Build to Rent developments or existing shared accommodation (e.g. HMOs), co-living is undefined in the National Policy Planning Framework (NPPF). This means that new co-living developments in Manchester would be submitted to planning as “Sui Generis” development – these are developments that do not fall within any particular defined use class.

#### **4.0 Key Issues and Policy Considerations**

- 4.1 Key principles on co-living schemes need to be developed, in the context of the new local plan, to ensure the right residential products, in the right locations, are delivered for the city. As explained below, some co-living schemes may not meet Manchester's space standards, and will not generally be seen as appropriate development in terms of providing permanent homes for our residents.
- 4.2 There is anecdotal evidence from some developers delivering schemes in Manchester targeted at digital and technology businesses, that there may be a link between co-living and growth, as such accommodation could be attractive to employees where it is directly linked to the proximity of such companies, aiding talent recruitment and retention.
- 4.3 The impact of any new supply will need to be carefully managed, appraised and evaluated (as the market is untested in Manchester) before future co-living developments can be considered. A limit on new developments should be considered whilst the market is maturing, and in advance of planning policy on co-living being developed.

#### **Space and living standards**

- 4.4 As co-living schemes are classed as Sui Generis in planning terms, they are not required to conform to the nationally prescribed space standards attributed to other mainstream housing (37sqm for a studio – 1 bed / 1 person unit) and 1 bed / 2 person units (50sqm). The evidence suggests that some units - mainly studios - are up to around 50% smaller than these standards. Similar standards to the national ones were adopted by Manchester in 2016 as part of the Manchester Residential Quality Guidance, and it should be a key requirement for co-living developments in Manchester to comply with these

space standards, or provide a compelling justification for an alternative approach.

- 4.5 Given the size and nature of the product, the smaller co-living studio spaces would not be considered acceptable as permanent homes for residents. For the larger clusters of studios, where amenity space is in close proximity to the living space, this may be more acceptable in demonstrating a compliance with Manchester's space standards.
- 4.6 Furthermore, co-living schemes are untested in the housing market in Manchester city centre, and consequently there is the potential need for developments to be sufficiently flexible to be converted into other uses, including mainstream apartments, in the future should this be required. With this potential for future conversion, space standards and layout are a crucial design issue for consideration.

### **Affordability**

- 4.7 Co-living is not an affordable housing product on a price per sqm basis and cannot be seen as a mechanism for developers to meet affordable housing targets in Manchester. For example, a comparison of traditional Build to Rent 1 bed accommodation and co-living accommodation in London suggests that co-living is more expensive (£77/sqm compared to £32-38/sqm).

### **Section 106**

- 4.8 Manchester's existing Core Strategy does not include policy which requires similar Sui Generis use developments (such as PBSA) to make a specific contribution towards affordable housing. The majority of contributions from these schemes have focused on infrastructure (in accordance with Core Strategy Policy PA1). Co-living schemes should be considered in the planning process in the same way as other C3 residential developments; they should provide an appropriate contribution towards affordable housing, in accordance with policy H8.

### **Council Tax Revenue Implications**

- 4.9 Co-living has implications for Council Tax revenues that are important to consider. Ordinarily, each self contained property (own bedroom and kitchen) is subject to an individual Council Tax Bill.
- 4.10 Co-living rents are all generally inclusive of bills including Council Tax and therefore there is no tenant liability. The owner agrees to pay the Council Tax for the entire development directly.
- 4.11 Self contained units (1 bed = 1 property item billable on Council Tax) may provide more revenue than cluster flats (often 4 or more beds = 1 property item billable on Council Tax). This is because each studio / 1 bed space would be classed as an individual property item to be banded. The revenue risk to the Council could, therefore, be higher the greater the proportion of cluster flats within a given co-living development.

- 4.12 The potential increase in Council Tax revenues from studios could be reduced by the single person discount if this was deemed to be acceptable by the Council. The mix of cluster flats and private studios will impact Council Tax revenue if the configuration of cluster flats and studios is not carefully managed, and an acceptable breakdown of units is suggested as part of the criteria below.
- 4.13 This is an emerging market and because there are various models being developed, the approach from the Valuation Office on how units will be treated is still developing. This is in terms of whether they are banded individually or collectively. Initial research in other local authority areas has shown a range of charging models. Council officers are engaging with the Valuations Office to seek further clarity on the possibilities of how cluster flats in co-living developments should be treated, and are meeting with them prior to Christmas. As part of the approach suggested in section 5.6, it is proposed that developers should be required to make an appropriate contribution to Council Tax.
- 4.14 Collection issues will also need to be considered, especially in relation to short-term tenancies.
- 4.15 There is no evidential base as to what would happen if a co-living tenant became unemployed, i.e. if they would be able to claim rent costs as part of Universal Credit. However, the obligation to pay Council Tax would fall on the landlord rather than the tenant.

### **Links to student market**

- 4.16 The Council would not support students living in co-living accommodation, due to the issues set out above, in particular around space standards, and in line with the report on Purpose Built Student Accommodation agreed at the October meeting of the Executive. It is possible that without restrictions, some postgraduate / undergraduate students may become attracted to the emerging co-living accommodation and its similarities to Purpose Built Student Accommodation (PBSA), in terms of shared amenities and services.

## **5.0 Criteria**

- 5.1 Co-living represents a new, emerging sector. Although there are some similarities to short-term serviced accommodation, the market is ahead of policy and this presents challenges in appropriately appraising planning applications for proposed developments, with little or no historic precedent in the city. This coupled with the fluidity in the definition of co-living, as outlined in paragraph 3.6, means there is a challenge to develop policy capable of keeping pace with the rate of change. There is therefore, a need to consider how the Council should approach any co-living applications that are currently being proposed and begin a consultation process on this.

- 5.2 As a starting point it may be helpful to consider the London Plan. The Plan (Policy H18 - see Appendix 1) provides guidelines for new Large-Scale Purpose Built Shared Living (co-living) Sui Generis use developments, and includes the following principles:
- The scheme meets an identified need (initial applications in London have been based on research by Jones Lang LaSalle) and is under single management.
  - All units for rent will have minimum tenancy lengths of no less than three months.
  - The private units within the scheme (primarily studio apartments) must be able to demonstrate they are not C3 Use Class accommodation - use as a “dwelling house”; as a principal or secondary residence for a family, or up to six people living together and receiving care, or as a group who do not fall under a HMO definition.
  - It delivers a cash in lieu contribution towards conventional affordable housing, in this case equivalent to 35% of the residential units to be provided at a discount of 50% of the market rent (subject to viability).
- 5.3 The London Plan sets co-living within good quality urban regeneration objectives which have received significant scrutiny and public consultation. This provides a starting point, with an opportunity for Manchester to translate this approach into the new Local Plan, in line with Manchester’s approach to regeneration frameworks and housing standards, to help define the Council’s policy approach to co-living whilst reflecting on the experience of the London.

#### **Principles for a Manchester Approach**

- 5.4 Given that the product is untested in Manchester, it is not considered appropriate to approve a significant level of co-living accommodation. It is suggested that only a restricted amount can be supported in advance of a full policy approach being developed, on the basis outlined below. The performance and impact of co-living will need to be regularly reviewed to ensure the right policy is adopted.
- 5.5 It is suggested that the following considerations are applied to any co-living schemes that come forward in the interim period before a policy on co-living is developed, and whilst the product is new to the market:
- Co-living should be restricted to a limited number of key areas of high employment growth within the city centre, and would only be considered as part of an employment-led, Strategic Regeneration Framework (SRF), where it can be demonstrated that a co-living development will provide added value to the wider commercial offer in the area.
  - Schemes must demonstrate that they command support from recently arrived or new employers located in, or in the vicinity of, the regeneration area they form part of. The size and scale of the developments need to be underpinned by the generation of employment opportunities from those employers. Evidence will need to be provided that a scheme will attract



specific employers and committed jobs if they are not already present, as well as talent retention and attractiveness for proposed new employees, as part of growth in key sectors in the city.

- A robust justification demonstrating evidenced need should be provided to underpin each scheme. Developments should target young workers, including professionals and graduates where there is an identified need for a flexible co-living product that can attract and retain talent, supporting economic growth.
- Safe and secure, zero carbon developments will only be considered. Schemes should be in city centre locations that are well connected, to ensure residents can access public transport, walking and cycling routes in the city.

5.6 The following conditions are to be considered for co-living schemes as part of the proposed consultation (which will also consider how the conditions may be imposed, for example, by Section 106 agreements):

- Development should provide an appropriate mix of cluster flats and private studios, with each scheme tested on its merits. Schemes will be expected to demonstrate how they comply with MCC's adopted space standards, as part of the Manchester Residential Quality Guidance.
- In order to ensure appropriate management, a long-term operational management platform will need to be provided for across each scheme in its entirety. This should include a single management and lettings entity, with a long-term commitment.
- Developers should be required to legally commit to renting only to working households, or households actively seeking work, and precluding letting to students.
- A maximum stay should be defined for short-term studio lets, for example, six months.
- Developments must contribute to Council Tax revenue, with Council Tax paid by the operator, in order to strengthen the tax base.
- A contribution should be made in accordance with the city's affordable housing policy. Rents should be affordable, but co-living accommodation cannot be seen per se to directly contribute to the delivery of the affordable housing targets for the city.
- Developments must have a clear place-making delivery strategy, including open spaces and public realm.
- Planning applications should include a conversion plan to demonstrate how the building could be repurposed through interventions to the layout.

## 6.0 Next Steps

6.1 This report outlines the issues and considerations for co-living developments in the city, in order to start a process to develop a policy on co-living proposals. The product is new to the residential market in Manchester, and its performance and impact will be monitored and reviewed. The merits of each individual scheme will be considered on a case by case basis, with the

suggested criteria in mind, until the Executive considers the outcome of the consultation.

- 6.2 It is suggested that an initial consultation is carried out with key stakeholders with the outcome of that consultation reported to the Executive. Subject to comments from the Executive, it is proposed that the outcomes from the consultation are used to help inform the development of a policy approach as part of the review of the Local Plan, which will be subject to further consultation.

## **7.0 Conclusion**

- 7.1 There has been significant change in the residential housing market, including residential growth in the city centre, and a policy approach is needed to respond to the potential that co-living schemes could come forward from developers. As a result, a limit on new developments should be considered whilst the market is maturing, and in advance of planning policy on co-living being developed.
- 7.2 It is suggested that co-living should only be supported in a very limited number of places, in restricted amounts, within the city centre and under the specific circumstances as proposed in section 5. New developments should add value to existing wider, economic-led, regeneration frameworks in an area, driving employment, and the creation of place and supporting the new talent needed to support growth. Co-living developments would also need to meet the quality of design and space standards expected from other types of residential development.
- 7.3 In addition, co-living should not be considered as an affordable housing product and should be clearly differentiated from Purpose Built Student Accommodation and should contribute to Council Tax revenue in the city.
- 7.4 It is suggested that following consultation, a policy approach is developed as part of the Local Plan, in order to define and manage planning applications in future. As part of this, the impact of any new co-living supply should be appraised and evaluated, and that such review is continued on an on-going basis.
- 7.5 Recommendations appear at the front of this report.

## **8.0 Contributing to a Zero-Carbon City**

- 8.1 Future residential development proposals including co-living will need to be carefully considered in order to ensure that they contribute towards the city meeting its zero-carbon target by 2038. Construction will be required to meet the highest standards of sustainable development.
- 8.2 Where residents are choosing to live in the city centre, close to their place of work, and using walking and cycling facilities to travel to work, vehicle trips

and the resulting congestion and carbon emissions associated with vehicle trips are reduced.

## **9.0 Contributing to the Our Manchester Strategy**

### **(a) A thriving and sustainable city**

- 9.1 A residential market offer of high quality design, targeting young professionals as occupiers, contributes to place-making in an area and will support growth of the economy by maximising the competitiveness of the city. Schemes that support the wider regeneration of an area can help drive new investment and redevelopment and meet the demands of a growing and dynamic work force. Young workers living in the city could support the growth of the local economy.

### **(b) A highly skilled city**

- 9.2 New residential led development within the region's economic hub will both support population growth, and the retention of graduate talent in Manchester by providing an attractive residential offer in key areas of the city centre. Construction is a growing sector, and employment opportunities will arise from the development of new accommodation. It is suggested that co-living is supported only where it can be demonstrated to enable economic growth and the attraction and retention of skilled workers.

### **(c) A progressive and equitable city**

- 9.3 New residential led development will support the Residential Growth Strategy to deliver new homes in the city, as well as the attraction and retention of the talent required to support Manchester's strong growth trajectory over a range of economic sectors.

### **(d) A liveable and low carbon city**

- 9.4 The Council is committed to providing new homes in the city, close to job and leisure opportunities, reducing the need to travel. A key priority of new development is to promote sustainable travel modes to access the city centre, and to provide high quality public realm to provide attractive places for residents, workers and visitors alike.

### **(e) A connected city**

- 9.5 Residential development in the city centre provides opportunities for residents to live close to their place of work as well as close to major transport hubs in the city centre, ensuring productivity, and enhanced connections to employment, networking and training opportunities.

## **10.0 Key Policies and Considerations**

### **(a) Equal Opportunities**

- 10.1 The Council's proposed approach to co-living will be consulted upon with a wide range of stakeholders, enabling all interested parties to engage in the process.

**(b) Risk Management**

- 10.2 Risks will be considered on a scheme by scheme basis.

**(c) Legal Considerations**

- 10.3 As the report sets out, any new planning policy relating to co-living will need to be developed and adopted through the local plan process. In starting that process, the report sets out some proposed principles and seeks authority to consult on them. A further report will be brought to the Executive to explain the outcome of that consultation and to make recommendations on the next steps.

## Appendix 1 - London Plan Policy H18

- A. Large-scale purpose-built shared living Sui Generis use developments, where of good quality and design, may have a role in meeting housing need in London if, at the neighbourhood level, the development contributes to a mixed and inclusive neighbourhood, and it meets all the following criteria:
1. It meets an identified need
  2. It is located in an area well-connected to local services and employment by walking, cycling and public transport, and its design does not contribute to car dependency
  3. It is under single management
  4. Its units are all for rent with minimum tenancy lengths of no less than three months
  5. Communal facilities and services are provided that are sufficient to meet the requirements of the intended number of residents and include at least:
    - a. Convenient access to a communal kitchen
    - b. Outside communal amenity space (roof terrace and/or garden)
    - c. Internal communal amenity space (dining rooms, lounges)
    - d. Laundry and drying facilities
    - e. A concierge
    - f. Community management
    - g. Bedding and linen changing and/or room cleaning services.
  6. The private units provide adequate functional living space and layout, and are demonstrably not C3 Use Class accommodation
  7. A management plan is provided with the application
  8. It delivers a cash in lieu contribution towards conventional C3 affordable housing. Boroughs should seek this contribution for the provision of new C3 off-site affordable housing as either an:
    - a. Upfront cash in lieu payment to the local authority, or
    - b. In perpetuity annual payment to the local authority
- B. In both cases developments are expected to provide a contribution that is equivalent to 35 per cent of the residential units to be provided at a discount of 50 per cent of the market rent. If a lower contribution is proposed the scheme will be subject to the Viability Tested Route set out in part E of Policy H6 Threshold approach to applications.

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## Manchester City Council Report for Resolution

**Report to:** Executive – 19 December 2019

**Subject:** Manchester Armed Forces Covenant – Progress Report & Action Plan

**Report of:** Strategic Director of Children and Education Services - Senior  
Management Team Armed Forces Champion

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### Summary

In June 2013 Manchester City Council confirmed its support for the Armed Forces Community by signing the Armed Forces Community Covenant. This report sets out the background to the covenant and progress against current pledges.

### Recommendations

1. That the Executive agrees to Manchester hosting and/or contribute to North West VE 75 commemorative event on the May Bank Holiday 2020 which has been rearranged to the Friday 8th May 2020, as part of a programme of national commemorations.
  2. That the Executive supports the following in support of the attached outline covenant action plan (appendix 1):
    - MCC to refresh and re-sign the Armed Forces Covenant, secure MHCC, MLCO Board support and in partnership with GMMHFT, the Royal British and Walking With the Wounded secure a joint signing with aligned pledges and action plan;
    - Individual Executive Members to promote contribution and delivery of Manchester's Armed Forces Covenant within their respective Portfolios and Civic duties;
    - to promote all customer-facing staff to complete Armed Forces Covenant Awareness E-Learning training reinforced by a presentation to all teams by the Royal British Legion and Walking With The Wounded in respect of the needs of the armed forces community and the resources that may be mobilised in their support;
    - a comprehensive review of the Armed Forces Covenant Website and the Armed Forces Self-Help Toolkit to complement the Veterans Gateway at local level.
- 

**Wards Affected**

**All**

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Armed Forces Covenant is a promise by the nation that those who serve or who have served to protect our freedoms and our economy are supported and treated with fairness and respect.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The report sets out how mutual support between public service / business organisations and the armed forces can enhance opportunities and the skill base of the Manchester economy
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The report sets out how we will work with partners to ensure that the armed services community experiences no disadvantage as a result of their service and are supported to make a continuing contribution
A liveable and low carbon city: a destination of choice to live, visit, work	Promote Manchester as a city with significant opportunities so that they remain living and working in Manchester; whilst promoting environmentally friendly modes of travel in their day to day activity.
A connected city: world class infrastructure and connectivity to drive growth	We encourage all to experience the diverse nature of Manchester and promote the opportunities for leisure which supports the Health and Wellbeing of the Armed Forces Community.

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations – to note that further work will be required between Executive leads and Legal Services to ensure effective delivery.

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### **Financial Consequences – Revenue**

There are presently no anticipated revenue costs. The delivery of Manchester's Armed Forces Covenant will be achieved within a Business As Usual approach; complemented by any funding made available via the Our Manchester Board; an application for additional capacity has been submitted and a decision is pending.

### **Financial Consequences – Capital**

Negotiations are ongoing with the Ministry of Defence and available budget within Manchester City Council to support and deliver a VE 75 commemorate event; which will be reflective of and contained within the budget allocation.



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## 1.0 Introduction

1.1 The Armed Forces Covenant is a long-standing promise by the nation that those who serve or who have served in the armed forces, and their families, will be treated with fairness and respect within the communities, economy and society they serve and protect.

1.2 The current covenant was introduced in 2000 and refreshed in 2011, this followed the end of military campaigns in the Middle East and Afghanistan, major reductions in regular armed forces personnel, an expansion of reserve forces and increasing concerns in relation to the support offered to service personnel and their families, particularly when transitioning to civilian life.

1.3 The Ministry of Defence now provides service leavers with extensive transitional support and the majority adapt and manage that transition well. However early service leavers, their families and those impacted by injury, ill-health or trauma continue to describe challenges across the following areas:-

- Understanding “civvy street” - Housing, paying your own bills, medical care, forming friendships – many of these routine negotiations are done for you in the military, for those discharged in poor health this is a challenge to get to grips with and the Veterans VCS plays a valuable advice and support role.
- Overcoming the pride barrier and accessing appropriate help - The military in a very short space of time demands high levels of personal achievement and self discipline, this creates barriers in “civvy street” when help is needed, particularly in terms of self esteem. Such barriers are often only broken down when a crisis point is reached.
- Finding a second career - It is often difficult for ex-service personnel to land well in a new career as their military role may not have direct links to civilian employment opportunities, skills, expectations and working environment. Many families will also have adjusted to a pattern of moving every 2 years with accommodation and schooling provided and it takes time to adjust and put down roots.
- Housing – the majority of complex conversations begin with the issue of housing. If we get this right, a number of other needs are resolved as a by-product.
- Strong Comradeship and shared experience within the armed forces - is difficult to replace in the civilian world and continuing armed forces peer support protects those whose health and wellbeing may be vulnerable

1.4 The covenant introduced the concept of the wider “Armed Forces Community” of regular service personnel, reservists, veterans, their partners & children and builds upon the traditional “remembrance” obligation to focus on the wider sacrifices associated with military service in respect of restricted personal freedoms & choice, including access to commercial and public services and the challenge of transition to civilian life.

1.5 The underlying principle is not to differentiate in terms of preferential treatment, (special consideration is reserved for the bereaved or seriously injured), but to ensure that the particular demands of military life are understood and that those returning to civilian life have equal access to services and experience “no disadvantage” as a result of their military service.

1.6 Since 2011 all local authorities have been invited to sign the Armed Forces Community Covenant and to make localised pledges which complement the national covenant at local leadership level, encouraging wider local public service and business organisations to support the armed forces community and to promote understanding and awareness among the public of issues affecting the armed forces community.

1.7 Manchester City Council signed the Armed Forces Community Covenant in June 2013. A copy is posted is on the MCC website; The Armed Forces Community Covenant | The Armed Forces Community Covenant | Manchester City Council/

**2.0 Governance**

2.1 The covenant requires each Local Authority to establish a Covenant Board to oversee local pledges and develop an appropriate action plan. Within Manchester this has been taken forward via a Covenant Steering Group under the leadership of the Executive Armed Forces Champion, those initial pledges are detailed below.

- To oversee the implementation of the Manchester Community Covenant, including the development of an action plan, with key outcomes and owners.
- To work to assist transition of members of the Service community and their families, particularly in relation to the key areas of education, health, housing, welfare and employment.
- To raise awareness of the armed services and the contribution that they make locally and nationally, including through events such as the Remembrance Sunday commemorations and Armed Forces Day Thank You event; and to also raise awareness of their needs.
- To identify opportunities to integrate, wherever possible, military and civilian activities and events to the mutual benefit of both communities.
- To help create a culture where Armed Forces and Cadet Organisations in Manchester can offer support to their local civilian communities.

2.2 LGA guidance suggests adoption of the following infrastructure to support the covenant.

<b>Core infrastructure to deliver the covenant</b>	
<b>Individuals</b>	<b>Collaboration</b>
<ul style="list-style-type: none"> <li>• An elected member Champion</li> <li>• An officer point of contact with the council</li> </ul>	<ul style="list-style-type: none"> <li>• An outward –facing forum</li> <li>• A mechanism for collaboration with partners</li> </ul>
<b>Communication</b>	<b>Vision &amp; Commitment</b>
<ul style="list-style-type: none"> <li>• A web page with key information &amp; links</li> </ul>	<ul style="list-style-type: none"> <li>• An action plan that leads to action and is monitored and reviewed</li> </ul>

<ul style="list-style-type: none"> <li>● A clear public statement of expectations</li> <li>● A route through which concerns can be raised</li> <li>● Training of front-line staff</li> <li>● The production of an annual report highlighting key actions and plans</li> </ul>	<ul style="list-style-type: none"> <li>● Policy reviews</li> <li>● Enthusiasm and commitment</li> </ul>
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### 3.0 Performance against the Covenant

3.1 Cllr T Judge has served as Lead member for the Armed Services since the Covenant was signed in 2013, with the benefit of personal military service he has developed strong links across the armed services and veterans' networks and has provided consistent support to the Lord Mayor in respect of remembrance celebration and military events.

3.2 A member of the Senior Management Team has also regularly undertaken the role of Armed Forces Champion. Paul Marshall, Strategic Director of Children and Education Services has recently assumed that role and now chairs the Armed Forces Covenant Steering Group.

3.3 The Armed Forces Covenant Steering Group will maintain oversight and ensure delivery of Manchester's Covenant Action Plan, it is currently serviced by Social Care Commissioning and brings together Armed Forces Leads from across Manchester City Council and engaged colleagues from Manchester health commissioners and providers (MHCC, MLCO, GMMHFT) as well as Greater Manchester Police, Dept. Work and Pensions, core Veterans VCS partners Royal British Legion and Walking with the Wounded.

3.4 A flexible approach to membership provides reach across all areas where military service may impact across adult social care, NHS care, public health, early help, education, work and skills, strategic housing, homelessness, offending plus leisure & sport provision in support health & wellbeing. Special considerations also apply to the armed forces in respect of council tax and benefits.

3.5 Formal remembrance celebrations operate to a well-established planning cycle and protocols administered by the Civic and Ceremonial Office. There are good relationships with local / regional military representatives and veterans organisations. The annual Armed Forces Thank You Day is administered through the Neighbourhood Events Unit and has a firm place in the cycle of city centre events.

3.6 There are regular opportunities to strengthen links with the armed forces via military events, regimental visits and celebrations which also generate footfall and economic activity in the city centre. An opportunity to contribute to the regional VE 75 celebrations in May 2020 is currently under positive consideration and at some point in the future when work on the Town Hall frontage is complete we would be in a position for Manchester to host the National Thank-You Event.

3.7 There has been a strong lobby to the Admiralty for a further vessel to be named HMS Manchester, this presently looks unlikely given reduced naval assets. However,

discussions are taking place around a possible affiliation between the City and a new Frigate which would provide opportunities for educational visits and mutual support.

3.8 Since the last formal annual report in 2016 work has been completed on the area of St Peters Square adjacent to the re-positioned Cenotaph, visibility and accessibility is much enhanced. Flagstones now commemorate Manchester's 6 VC heroes, soon to be joined by a seventh in commemoration of Lieutenant-Colonel John Stanhope Collings-Wells, V.C. who has belatedly been identified as being born within the City.

3.9 The Cenotaph has now become a well visited part of the Civic Quarter. The work undertaken has received very positive feedback and now provides an excellent focus for acts of civic and personal remembrance where visitors are frequently welcomed by Volition Cenotaph Volunteers. Through the Public Realm Team the Council is also active in the maintenance of local war memorials that fall under MCC responsibility.

3.10 An MCC Armed Forces Covenant Website is maintained with links to the Manchester Help & Support Armed Forces Self-Help Toolkit, wider local authority support and specialist support services for veterans. It also provides an email link for anyone seeking to enquire about additional services and support. Some development of this site is required in respect of wider local government responsibilities linked to the armed forces, links to partners and the Self-help Toolkit needs to complement the Nation Veterans Advice Gateway at local level.

3.11 An Armed Forces Open Forum was last held in June 2017 and subject to consideration of this report we intend to set up a further consultation event to coincide with Remembrance week activities in November 2019. The majority of staff working within public service are likely to have had little if any direct experience of military service so it is important to connect with the experience that exists. We are building up a bank of MCC staff with service experience alongside serving reservists and veterans who are keen to support the development of the Covenant in Manchester and we will be exploring how we utilise this experience going forward.

3.12 In addition to our local commitments MCC also serves as the lead authority for the Greater Manchester Armed Forces Covenant Development Programme a two year programme developed across the ten GM authorities and funded via the Covenant Trust Fund. This programme seeks to capture the additional reach and cost benefits of cooperation at GM level to enhance awareness of the covenant across GM public service organisations, business and the wider public; to establish an Armed Forces Covenant e-learning Programme in respect of customer-facing staff and to consolidate armed forces friendly policies at GM level, in areas such as housing, health, education, employment and support for transition. Work is currently progressing in relation to housing allocations and the local authority's role as a good practice employer in relation to support for military reservists within the Council and service personnel transitioning to civilian life. GM authorities have recently expressed a wish to maintain this GM level work at minimal cost to each authority.

#### **4.0 Partnership with the Manchester Veterans Voluntary and Community Sector**

4.1 Whilst the local authority and NHS have universal obligations to all citizens and the NHS is required to give priority to citizens injured in the course of their service, the veterans VCS is frequently the first point of contact, providing significant preventive and targeted support directly to the armed forces community or in support of statutory intervention. Veteran's organisations are rooted in comradeship and shared military experience and are frequently best placed to deliver support.

4.2 Manchester's covenant responsibilities benefit from a particularly close working partnership with the Royal British Legion and Walking With The Wounded which both enjoy strong informal networks with wider partners. Leadership is fluid and there is a close fusion of thinking. Both organisations have a strong mission, enjoy high-level patronage and are well placed to capture abundant community goodwill towards the armed forces community and deliver specialist support sympathetic to their needs and experience of military service. This includes:-

- The Royal British Legion (RBL) is active at national, regional and local level in support of the armed forces community and are key partners within the Veterans Gateway, which provides multi-channel access to advice, support and linkage to the resources of the wider veteran's charitable sector. The Gateway is structured around seven pillars of support which are, Housing, Employment, Finances, Living independently, Mental well-being, Physical health, Families and Community. These seven pillars provide an excellent framework against which to test the effectiveness of the local support system and will be utilised to shape our forward plan.
- The RBL also maintains a city centre "Pop In" Help and Advice Centre which serves the Greater Manchester area supporting veterans across a range of benefits, welfare and housing related issues, including debts, arrears & bond payments, support with furnishings, working in close collaboration with Walking with the Wounded, Greater Manchester Police and the council.
- Walking with the Wounded (WWTW) supports a pathway for vulnerable veterans to reintegrate back into society and sustain their independence from their Canada Street Hub in Miles Platting, developed in partnership with the Council and Haig Housing and with the support of the BBC's DIY SOS TV Programme.
- At the heart of the WWTW approach is employment and its connection to positive mental health. The Canada Street Team provides proactive, early intervention support for "at risk" veterans, and their families specifically targeting those with a desire to learn new skills and secure sustainable employment. Employment Advisors are embedded in veteran supported accommodation residences and with NHS regional veteran mental health teams, helping unemployed veterans to find employment and rebuild their lives. Advisors help to build confidence, organise work placements, source funding for any required training and ultimately assist in securing sustainable employment.

- For those veterans who have become homeless a 'wrap around' service is provided to help stabilise their housing status, address health needs, gain skills, improve employability and support them to move into independence; specifically focusing on employment but working in partnership to address any wider challenges.
- Temporary accommodation is provided within Canada Street and through Stody House, in partnership with NACRO & Mosscafe Saint Vincent's and a range of housing associations. Working through such partnerships WWTW now have access to in excess of 250 bed spaces across the country.
- From the Canada Street Hub WWTW have been able to establish the Northwest Regional Project Nova Team which supports vulnerable veterans caught up in police custody and the criminal justice system in general. With strong support from GMP which has a strong group of Armed Forces Leads across the force, this programme is identifying and diverting vulnerable veterans from the criminal justice system and reducing the re-offending rates.
- The Military Veterans Service operated by Pennine Care NHS Trust provides specialist NHS treatment service for military veterans enabling those with complex psychological problems to access treatment services. It is supported by the WWTW employment placement programmes and the WWTW "Head Start Programme" which provides 1-2-1 private therapy for ex-service personnel with mild to moderate mental health difficulties such as depression, anxiety, PTSD and adjustment disorder.
- WWTW also works to strengthen families, support is provided to enable both veterans and their families to gain the confidence and skills for a successful transition to civilian life. This model developed in the north-west aims to establish and maintain supportive relationships across family members, ensuring strong mutual support when challenges present.

4.3 These examples provide a solid example of good inter-agency cooperation and an instinctual "Our Manchester Approach" within which national and local innovation is welcomed, supported and societal responsibilities shared within a socially active community. We are keen to build on this approach with established organisations who wish to work in partnership to improve the effectiveness of support to the Armed Forces Community.

4.4 There is a particular need to stimulate more localised grassroots support within areas where there is a known concentration of veterans, this includes the Miles Platting/Newton Heath Neighbourhoods and Wythenshawe. Some limited financial investment may be required, however by demonstrating a strong working partnership between the VCS and the local authority, (such as in the Canada Street example) this is an area where significant external resources and goodwill can be leveraged. An application has been developed for submission to the Our Manchester Investment Fund might provide funding to 'pump prime' this support and develop further our grassroot approach and strengthen data analysis to inform service planning.

4.5 In January 2020 the Armed Forces Covenant Steering Group will be briefed on the re-development of the Broughton House Veterans Residential and Nursing Home, a long standing charitable organisation located on the Salford side of the Manchester border. The site is currently being developed into a multi-purpose Veterans Village with the benefit of significant charitable funding. It will offer radical new opportunities particularly for veterans in the north of the City who may require care or who wish to maintain active, independent, living, with a strong focus on comradeship and mutual support; touch-down space will also support those in transition who are seeking to exploit business opportunities and organisations seeking to develop services for veterans.

## **5.0 Service Areas**

5.1 Health & Social Care - National and local level data in respect of the armed forces community is weak and disconnected. MHCC Health Intelligence are currently developing an Armed Forces Joint Strategic Needs Assessment however without reliable information as to who is a member of that community at this point in time we are unable to reliably measure what needs we are meeting successfully or those which remain unmet. Nor can we target prevention services or direct the community towards the specialist resources that exist for their benefit.

5.2 This challenge will be partially mitigated by the inclusion of an armed forces question within the 2021 household census and more so by a wider movement to ensure that all public service organisations include a similar question within core CRM, contact centre and assessment scripts i.e. "Have you or any member of your immediate family served in the armed forces".

5.3 Within social care progress has to date been slow, however from August 2019 we have been asking the above question within the new Liquid Logic IT Framework which services care management processes across the Children and Families Directorate. We also now know that Manchester schools are in receipt of a "service child" pupil premium for 91 children. These details will feed into the JSNA process and new drop down service menus within Core Logic will provide an opportunity for the MLCO health & social care staff to progressively target the needs of the armed forces community.

5.4 From 2018 Manchester GP Practices have also been providing a strong lead with circa. 2296 Veterans currently recorded on practice systems. This will provide vital access to wider information in respect of the health status of veterans and to support targeted screening and signposting. Further exploration is taking place as to the adoption and local development of a national armed forces friendly GP quality mark to support this initiative

5.5 Housing and Homelessness - There are well established housing policies in place in respect of support for service personnel and veterans which ensure that questions in respect of military service are asked and recorded within the My Manchester Move process. The council's social housing allocations scheme awards additional preference to serving or former members of the armed services and their families who have urgent need to secure a home or move. In effect, residence requirements are waived and any serving or former members of the armed forces



who have a need to be rehoused are given the highest priority band on the Manchester's allocations scheme.

5.6 Likewise under the leadership of the Greater Manchester Housing Partnership Armed Forces Steering Group social housing providers are being urged to sign the covenant, establish an armed forces champions and be active in identifying, supporting and preventing homelessness within the armed forces community. We are currently prioritising work with Wythenshawe Housing who are keen to be active in this area and will share learning across the City.

5.7 Formal homelessness presentations from within the armed forces community remain low in contrast to the commonly held assumptions as to high levels of military veterans amongst the street homeless community. This maybe because of the significant levels of support and good practice that is provided via organisations such as Walking with the Wounded in Manchester.

5.8 Identified numbers of Armed Forces Veterans related homelessness are detailed below. The small increase has been attributed to an improved approach to the recording and understanding/knowledge of support veterans require. In accordance with the Homelessness Reduction Act, we also have advice available which is designed specifically for former members of the Armed Forces and every effort is made to link those with an armed forces connection into the specialist services provided by the NHS and organisations such as the RBL and Walking with the Wounded.

<b>Financial Year</b>	<b>No presented</b>	<b>Outcome</b>
<b>2014/15</b>	4	2 Advice Only, 1 No full interview & 1 Withdrawn application (Not homeless)
<b>2015/16</b>	0	
<b>2016/17</b>	1	Withdrawn Application (Not homeless)
<b>2017/18</b>	2	Advice Only & Withdrawn application (Not homeless)
<b>2018/19</b>	2 presentation reasons was leaving armed forces	Both relief cases; One was contact lost. The other was successful relief, found own tenancy
	8 presented with being in armed forces as support needs	1 Full Duty
		4 Decisions
		1 Relief
		2 Triage

5.9 It is considered by the Council and organisations working with the armed forces community that the above figures most likely do not reflect the full extent of homelessness and Armed Forces veterans nor the complexity of their needs which may arise in relation to mental health and trauma arising from the military context.

6.0 In many situations, veterans trained within military expectations of self-reliance and regimental pride are reluctant to access support and therefore the true picture of

homelessness; masked by unstable and informal accommodation arrangements such as sofa-surfing.

6.1 RBL and Walking with the Wounded utilise their broader, informal networks, working alongside the Homelessness Service, GMP and the DWP to connect with vulnerable veterans and address their health and housing needs within a holistic approach which seeks to stabilise their housing situation through improved health and well-being, mentoring, training and support to access employment opportunities which underpins independent living.

6.2 Walking with the Wounded have supplied the following breakdown of veterans they have supported to obtain stable accommodation over the period 2016-19:

Housing in community	135
Housing within Stody House	35
Housing in Canada Street Supported house	60
Supported into other supported housing provision	72

## 7.0 Employment & Skills

7.1 In October 2018 Manchester City Council received the Defence Employer Recognition Scheme's silver award. The scheme was launched by the government in 2014 to recognise employer support for the principles of the armed forces covenant with a particular focus on support for reservists and the service leavers in transition.

7.2 We are keen to build on this, the council is large and significant employer well placed to model best practice attributes in relation to the armed forces community and to shape similarly positive attitudes across our partners and suppliers.

7.3 In April 2018 there a special recruitment drive for a number of posts in Manchester City Council's Highways Department. This included openings for Project Managers and Quantity Surveyors amongst other operational roles. A new approach was piloted by adjusting the application process itself, holding an open day for Q and A's prior to the application deadline and in ensuring the posts were positively promoted to military partner organisations across the city.

7.3 We have set 2020 as the target year to achieve the gold award and arrangements are currently in place to review reservist support policies and recruitment policies with the possibility that we may be able to offer armed forces personnel in transition some form of guaranteed interview scheme, this will proceed for consideration via established decision making routes.

7.4 Relationships have also been established with the local armed forces recruitment personnel to explore how we can create additional opportunities and visibility for the services to demonstrate the range of trades, skills and wider opportunities that military service has to offer, this will include events, affiliation to a naval vessel and strengthened links to local regiments and bases.

7.5 We are also in discussion as to how social value within the procurement process can add further value for Armed Forces veterans.

7.6 The Department of Work and Pensions (DWP) is committed to have an Armed Forces Champion in every job centre across the country. Manchester already has excellent coverage with champions trained by the RBL in the principles associated with the Veterans Gateway's "7 Pillars" and well integrated within the wider network of armed forces support agencies, a model which is gathering momentum across the country.

7.7 Alongside veterans organisations the DWP is also a first point of contact for members of the armed forces community when faced with challenges, it shares the Veterans Gateway's holistic approach which seeks to build security for the armed forces community on the seven pillars of Housing, Living Independently, Family and Community, Employment, Mental Wellbeing, Finances and Physical health. The DWP will continue to support service leavers for as long as they need support.

7.8 Fortunately employment opportunities within the veteran's community remains bright and in high demand. The MoD Career Transitions Partnership and other agencies plus social media keeps the value of service leavers high.

7.9 However for those who face significant challenges access to housing, mental health services and lack of localised grassroots opportunities for support, particularly those built on sport and comradeship continue to present major barriers to successful employment placement and personal resilience. The DWP remains keen to work with local armed forces networks to improve access to support and opportunities.

## **8.0 Leisure and Sport**

Manchester Sports and Leisure Trust has linked with Moving Forces a Greater Sport initiative to shape a strong preventive offer aimed at helping the armed forces community to stay physically active and socially connected, supporting transitions to civilian life and working with WWTW to improve the health, wellbeing and employment readiness of vulnerable veterans.

8.1 Promoted through local armed forces networks and sport clubs, sport sessions are available across Tameside, Rochdale and in Manchester where the Manchester City Military Veterans Team train at the City Football Academy, Wheelchair Basketball takes place at the Belle Vue Sports Village and Indoor Climbing at the Manchester Climbing Centre.

8.2 This is an area where one individual or a concerned group can make a big difference. Sale Sharks have signed the Covenant and Craig Monaghan now serves with the Sharks Forces project which uses rugby as a vehicle to engage and support former military personnel. A former soldier Craig was seriously wounded in action in Afghanistan where he lost 10 close colleagues who tragically lost their lives fighting for their country. On the club website reflecting on his own personal experience of serving in the military Craig believes there are important parallels between life in the Armed Forces and at a rugby club. "There are so many similarities between the

rugby world and the military world in terms of the banter, the team ethic and the special bond you develop. You are willing to lay everything down for your mates and to cover each other's backs so the characteristics of a rugby player and a soldier are very similar. I know that the military really appreciates what the club are doing and our partnership is only going to grow going forward, so it's really a win-win."

8.3 MCC recently ran a Multi-sport Veterans Families day at the Regional Arena which attracted over 250 people, with further events planned at Debdale Outdoor Centre linked to Health Walks in the Park.

8.4 From the 1st September 2019, with the support of Greenwich Leisure Ltd and Sport and Leisure Management (Sport and Leisure Providers) free introductory passes and a 40% discount on Leisure Passes (off-peak) will be provided for members of the armed forces community who are part of a support programme.

8.5 At this stage the aim is to maximise these opportunities for the benefit of the armed forces community, evaluate and in what will be an annual reporting cycle setting out progress and impact continue to seek support from Executive Members and partners with clear recommendations to ensure we both consolidate and continually improve our support for our Armed Forces Veterans, for example in neighbouring authorities there already exists a universal free leisure/sport offer to all armed forces veterans and reservists.

## 9.0 Shaping our forward plan – a framework:

9.1 Following discussions within the armed forces steering group, with armed forces representatives and wider partners we have identified the following framework against which we will shape refreshed covenant, pledges and develop an associated action plan which will continue to improve the effectiveness of the city's support for the Armed Forces Community.

- **Re-signing and renewal of our covenant pledges** – Elements of the covenant have recently been updated and the MoD is keen for organisations to re-sign & refresh pledges in the light of new local government structures and local priorities in order to maintain focus and reinvigorate enthusiasm. It is therefore recommended that MCC and its key partners should consider the benefits of signing a joint "Our Manchester" Armed Forces Covenant, which will be inclusive of new delivery structures and bring in Manchester Health and Care Commissioning (MHCC) and the Manchester Locality Care Organisation (MLCO). Such an approach would not only underpin jointly aligned priorities, improve and develop effective data collection and coordinated delivery but maximise the reach and impact of Manchester's Armed Forces Covenant. Positive initial responses to a joint approach have been received from MHCC and the MLCO. Subsequently the next task is to secure agreement via the respective Boards.
- **An Underpinning "Our Manchester Approach"** – It is also recommended that the refreshed covenant should be signed alongside RBL and WWTH in recognition of their vital contribution and building on the current strongly

networked approach, to position Manchester as a leader in the fusion of support services for the armed forces across our community.

In line with the Our Manchester Strategy we are also keen to adopt a strength based approach which will emphasise and maximise the contribution of the armed forces to the economy and skill base of the region, by promoting Manchester as “armed forces friendly”, supporting the recruitment of regular and reserve forces and (working with GM Colleagues) to present Greater Manchester as a place of opportunity for transitioning service personnel to bring their considerable skills and training.

- **Shared Leadership** - It is planned that the current Steering Group will transition to a less formal approach to one that is better characterised by workshops and partnership; primarily focussed upon supporting the network of armed forces support agencies connect, share ideas and develop and coordinate their work, with the council adopting a convening and enabling role.

Initial topics will include how we develop the grassroots activity referenced at para. 4.4 and how the Broughton House development can support Manchester’s armed forces community referenced at Para.4.5 and how we can support and recognise the contribution of Manchester’s Cadet Groups.

- **Building on the Manchester Neighbourhood (Placed –based) Approach** - a number of smaller neighbouring authorities, have moved to support veterans via the concept of a central “Armed Forces Hub”, however the model is difficult to translate to a large diverse city such as Manchester and such “Hubs” frequently present issues of sustainability.

It is therefore recommended that we commit to working through our developing neighbourhood / place-based approach and by ensuring that all Contact Centres, Service Points, GP Practices, Neighbourhood Offices, etc. are armed forces aware, armed forces friendly and well placed to support or signpost the armed forces community to appropriate services or work jointly with our VCS partners.

To secure this objective with the support of the RBL and WWTW partners we intend to roll-out an armed forces awareness training programme, built around the “Veterans Gateway’s 7 Pillars” and develop a network of armed forces champions in all public –facing teams. Champions will be linked by a refreshed armed forces toolkit with regular email updates in relation to veteran support services and opportunities.

We also want our VCS Partners to develop a simple triage service tentatively to be known as “Military Checkpoint” which will support GPs, social prescribing, nursing and social care professionals to connect patients/service-users into the substantial range of specialist veteran support systems and goodwill. This will require some initial investment, we will work with our VCS partners to prepare a suitable bid for developmental funding from the Our Manchester Investment Fund.

- **Developing services within a Greater Manchester Framework** – It is recommended that we continue to move forward in partnership with the wider group of Greater Manchester authorities. Manchester has been active within the former AGMA Covenant Lead Officers Group which has recently welcomed leadership provided by the GMCA and the Office of the Greater Manchester Mayor. Whilst the covenant is important because it is a niche area within which sustainable solutions will be underpinned via a Greater Manchester approach.

This approach is already producing benefits in relation to promotion of the Covenant, training and policy development, in areas such as housing, homelessness and offending. Whilst the re-development of the Broughton House Veterans Village with financial support from GMCA will create significant opportunities for veterans in the north of the City who wish to maintain active, independent living.

- **Building better services on improved data and armed forces awareness** – The key to improved services rests upon “asking the question”, identifying members of the armed forces community and connecting them at the earliest opportunities to the substantial resources and goodwill that exists remains the most pressing challenge and we must make a determined push to ensure that all CRM and assessment scripts across MCC and our core partners. This will not be achieved purely by directive, within this determined push we must ensure that all customer-facing staff undertake the GM Armed E-Learning package to assist them to understand why the armed forces question must be asked, the opportunities support opportunities that are available and how they can be accessed. This will require the engagement of all directorates/departments across the council and its partners.

## 10.0 Resourcing Covenant Pledges and Action Plan

10.1 The actions points from this report will be gathered within the attached action plan which currently remains a work in progress. It will be refined with the support of the Steering Group and wider consultation with the armed forces community.

10.2 However some of these actions have been outstanding over several years and a determined push is therefore required to consolidate key actions in respect of staff training, data collection, development of the armed forces JSNA, website development and the re-signing and promotion of the Covenant in general.

10.3 Operational leadership is currently held by a Social Care Commissioner with wider responsibilities who is currently deployed to the MLCO. It is therefore recommended that some short term (circa 18 months) dedicated resources are identified to work with the steering group and move matters on at pace to ensure MCC delivers its commitments, a successful VE 75 event and Defence Employer Recognition Scheme’s gold award in 2020.

10.4 It is suggested that we might take this opportunity to engage a suitable person with armed forces experience to drive the required work by utilising the

apprenticeship route and/or within an on-going business case which will be presented to the Our Manchester Investment fund within the next month.

10.5 Further comments are invited on this recommendation.

### **11.0 Recommendations:**

Executive is asked to note and comment on this report and to endorse the following the recommendations

1. That the Executive agrees to Manchester hosting and/or contribute to North West VE 75 commemorative event on the May Bank Holiday 2020 which has been rearranged to the Friday 8th May 2020, as part of a programme of national commemorations.
2. That the Executive supports the following in support of the attached outline covenant action plan (appendix 1):
  - MCC to refresh and re-sign the Armed Forces Covenant, secure MHCC, MLCO Board support and in partnership with GMMHFT, the Royal British and Walking With the Wounded secure a joint signing with aligned pledges and action plan;
  - Individual Executive Members to promote contribution and delivery of Manchester's Armed Forces Covenant within their respective Portfolios and Civic duties;
  - to promote all customer-facing staff to complete Armed Forces Covenant Awareness E-Learning training reinforced by a presentation to all teams by the Royal British Legion and Walking With The Wounded in respect of the needs of the armed forces community and the resources that may be mobilised in their support;
  - a comprehensive review of the Armed Forces Covenant Website and the Armed Forces Self-Help Toolkit to complement the Veterans Gateway at local level.

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## Appendix 1 - Our Manchester Armed Forces Covenant - Action Plan

### **Steering Group Terms of Reference:**

To drive the development and application of the Our Manchester Armed Forces Covenant ensuring that the Armed Forces Community receive excellent support and experience no disadvantage as a result of their military service.

To ensure that the contribution of the armed forces to the security and success of our City is valued, recruitment supported and achievements celebrated.

To ensure that those who have given their lives are remembered and respected along with those whose lives have been impaired by military service.

To build and maintain a network within which those agencies with responsibilities to the armed forces community can meet, share leadership, ideas and plans and coordinate activities to support the community effectively.

To maintain an action plan and an annual report in support of the above, which will be published and presented to the Council.

To meet on a bi-monthly basis within a workshop format with core and flexible membership, coordinated by the Armed Forces Champion.

To consult regularly with wider stakeholders and to welcome contributions to the development of the Our Manchester Armed Forces Covenant.

**Core Membership:** Lead member for the Armed Forces, SMT Armed Forces Champion, Armed Forces Leads - MCC Strategic Housing, Work & Skills, Manchester Health & Care Commissioning, Manchester Locality Care Organisation, Greater Manchester Police, Department of Work and Pensions, GMCA Royal British Legion, Walking With The Wounded, Armed Forces Representatives

Covenant requirements - LGA Guidance Core Infrastructure to deliver Armed Forces Covenant	
Individuals	Collaboration
<ul style="list-style-type: none"> <li>• An elected member Champion ✓</li> <li>• An Officer Point of Contact ✓</li> </ul>	<ul style="list-style-type: none"> <li>• An outward-facing Forum ✓</li> <li>• A mechanism for collaboration with partners ✓</li> </ul>
Communication	Vision & Commitment
<ul style="list-style-type: none"> <li>• A web page ✓</li> <li>• A clear public statement of expectations ✓</li> <li>• A route through which concerns can be raised ✓</li> <li>• Training of front-line staff x</li> <li>• The production of an annual report highlighting key actions taken that year and a forward plan x</li> </ul>	<ul style="list-style-type: none"> <li>• An action plan that leads to action which can be monitored and reviewed ✓</li> <li>• A suite of regularly reviewed policies x</li> <li>• Enthusiasm and commitment ✓</li> <li>• Achieve Bronze, Silver, &amp; Gold Accreditation</li> </ul>

Theme 1: Covenant Governance				
Task/Action	Reason	Lead	Target Date	Comments/Update
Re-sign Covenant & refresh Covenant Pledges within joint “Our Manchester Framework”	Align with local service structures and forward “Our Manchester” shared leadership principles.	Paul Marshall Paul Johnston	June 2020	PJ to pursue discussions with MHCC, MLCO & GMMHFT Boards, RBL & WWTW and shape joint covenant pledges & action. Align with 2020 Armed Forces Week.
Maintain regular Steering Group meetings / workshops	Develop strong networked approach Maintain Action Plan & chase progres	Paul Marshall All core members	On-going	Next scheduled meeting January 2020
Annual Cycle -Prepare Annual Report, present to Council / SMT. Present Annual Report to AF Community and undertake consultation in respect of forward Action Plan	Review activity and performance against plan  AF Community to shape forward plan	Paul Marshall Paul Johnston All core members	June 2020 Annual cycle linked to Armed Forces Week	Resource required

Review Manchester Covenant Web pages, associated links and Armed Forces Self Help Toolkit	Our Manchester AF Covenant to be clearly publicised & positioned . Direct AF Community to appropriate information and services Align Toolkit of Veterans Gateway & Pillars	Paul Johnston/MC C Communications Team	March 2020	Communications & Marketing currently engaged in design
Complete audit of CRM systems to ensure Armed Forces identifier question being asked and recorded	To link members of the armed forces to appropriate information, advice and support services To support development of Armed Forces JSNA and inform the development of this action plan	Project Management resource to be identified	Sept. 2020	Positive progress but gaps to be identified and closed
Complete and Maintain Armed Forces Joint Strategic Needs Assessment	To inform MHCC and MCC commissioning activity, service development and understanding of issues facing Veterans.	Paul Johnston/Neil Bennet (Population Health)	Dec. 2020	Ongoing -will be built progressively on developing data flow.
Put in place and deliver Armed Forces Covenant training programme across all MCC. MHCC, MLCO customer-facing teams	To raise awareness of covenant responsibilities across all customer-facing teams along with links to relevant information and services	Project Management resource to be identified	March 2020	Resource requirement.

<b>Pillar 2: Housing Actions to enable the AF Community to access appropriate housing and prevent homelessness</b>				
<b>Task/Action</b>	<b>Reason</b>	<b>Lead</b>	<b>Due Date</b>	<b>Comments/Update</b>
To engage with current national & GM review of AF Housing Support provision. - Embed A/F Champion within Housing options Service - Develop A/F Homelessness Prevention Programme	Ensure Manchester's AF housing support approach reflects best national practice Shape a Housing First Armed Forces Pathway	Cath Atkins Mike Wright	On-going	
Receive six monthly reports in respect of Veteran Homeless presentations, deeding in as appropriate to JSNA and action plan	Essential to monitor, veteran homelessness, understand drivers and contribute to reduction of street homelessness	Nicola Rea	On-going	

<b>Pillar 3: Employment - Action to develop employment opportunities, capture the skills of the AF Community within Manchester's economic growth and position MCC as a gold standard AF employer.</b>				
<b>Task/Action</b>	<b>Reason</b>	<b>Lead</b>	<b>Due Date</b>	<b>Comments/Update</b>
Review and reissue MCC Reservist Policy	Support reservists employed by MCC Model good employer practice Achieve Gold Defence Employer Award Link with serving reservist and employers	Victoria Jordan Dawn Warriner Alex Forbes Kevin Shackell	March 2020	
Introduction of a Guaranteed Interview Scheme for AF in transition	Model good employer practice and tap into skill base.	Victoria Jordan Dawn Warriner	March 2020	

Position support for Armed Forces Community within procurement/social value framework; informed by JSNA	Commissioning and contract procurement cognisant of and responsive barriers/disadvantage experienced by Veterans.	Paul Johnson/ Ian Brown	March 2020	
Support specialist providers such as WWW, RBL by promoting their offer; Partnership working with DWP Armed Forces champion to support veterans into employment	Bid in preparation to Manchester Investment Fund to join-up statutory and VCS provision via "Military Checkpoint Pilot" providing triage and specialist advice/support	Paul Johnston Gary Lamb OMG Team	March 2020	
Support recruitment and transitions by engaging with and influencing employers to recruit those with lived experience	Further engagement with MOD (RFCA) Employer Engagement Team to shape high level actions and develop pool of armed forces friendly employers. Encourage local employers and contractors to apply for MOD ERS Scheme	Paul Johnston	March 2020	
Promotion of the integrated offer in the customer service centre - with access to National Careers Service, Citizens Advice, Motiv8	To be developed within revised toolkit	Project Management resource to be identified	March 2020	

<b>Pillar 4: Finances - Action to ensure access to income maintenance and wider benefits.</b>				
Task/Action	Reason	Lead	Due Date	Comments/Update
Review Armed Forces Self-help Toolkit to align with the Veterans Gateway	Promote self help, inform, advise and connect to	Project Management	March 2020	Funding bid to OMIV

	benefits and local support systems.	resource to be identified		
Establish Armed Forces (Triage) Checkpoint to support professionals working with the AF Community	To support wider professionals working with the AF Community, to connect with wider expertise & resources	Project Management resource to be identified	March 2020	Funding bid to OMIV
Increase awareness of DwP staff through an embedded AF Covenant champion	DwP engage with veterans to identify previous history, service and needs.	Richard MCAvoy	Ongoing	

#### **Pillar 5: Living Independently**

Task/Action	Reason	Lead	Due Date	Comments/Update
Develop and deliver a bespoke safeguarding awareness raising and tenancy training programme for Housing Options and strengthen links to VCS.	Reduce the number of veterans presenting and at risk of homelessness.	Mike Wright	June 2020	

#### **Pillar 6: Mental Well-being - Actions relating to good mental health and wellbeing**

Task/Action	Reason	Lead	Due Date	Comments/Update
Develop, monitor and review provision of concessionary leisure passes for those subject to WWTH armed forces support programmes	To test out the health & wellbeing benefits of encouraging greater veteran participation in leisure and sport with a view to wider concessionary scheme.	Phil Clarke Gary Lamb	Sept. 2020	Review after 12 month Pilot

<b>Pillar 7: Physical Health - Actions relating to general medical care and physical health care</b>				
Task/Action	Reason	Lead	Due Date	Comments/Update
Promote GP Veteran Registration	To enable GP practices to screen and target veteran medical care and signpost appropriately. To support the development of an effective AF JSNA	Val Baylyss Brideaux	On-going	First year complete, requires consolidation
Identify an Armed Forces GP champion and develop an AF friendly accreditation scheme	To develop and promote awareness of AF health care needs, available support and encourage Veterans to register their status as above.	Val Bayliss Brideaux	Sept 2020	Subject to initial consultation

<b>Pillar 8: Family and Community - Actions relation to strengthen families and the armed forces community</b>				
Task/Action	Reason	Lead	Due Date	Comments/Update
Explore opportunities to develop grass-roots support groups within targeted neighbourhoods	To create opportunities for mutual support at neighbourhood level, to counter social isolation and strengthen the resilience of the AF community.	Paul Johnston Gary Lamb	March 2020	To be built into OMIV funding bid
Informed by JSNA engagement with VCS and commissioners, promote community awareness of AF families and their engagement	To provide added value to increase resilience, social network of AF families and overcome social isolation.	Julie Heslop	June 2020	

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 19 December 2019

**Subject:** Waste Levy Allocation Methodology Agreement

**Report of:** Deputy Chief Executive and City Treasurer  
Strategic Director - Neighbourhoods

### Summary

This report is to provide an update on the Levy Allocation Methodology Agreement, which needs to be amended following award of the operating contract to Suez. Such a change requires the unanimous support from all nine Districts and this report makes recommendations for a formal consultation process to ensure final agreements can be considered for adoption at the January 2020 meeting of the GMCA.

### Recommendations

Executive is requested to approve that, the revisions to the Levy Apportionment Methodology Agreement be supported, which will then be applied from 2020/21 financial year onwards.

### Wards Affected - All

**Environmental Impact Assessment** - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

By recycling more and wasting less – all Manchurians can contribute towards achieving the zero-carbon target.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	An equitable, cost effective and environmentally friendly methodology for allocating the Waste Disposal Levy will present fair value to the City Council in terms of its financial resource requirements as well as demonstrating a commitment to continue to promote and support waste recycling within the City and reduce residual waste.
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	

A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

The projected financial implications of the proposed Levy Allocation Model Agreement (LAMA) in 2020/21 are described in section 3.0.

### **Financial Consequences – Capital**

There are no specific capital consequences.

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### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents

are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

## 1.0 Introduction

- 1.1 The Greater Manchester Combined Authority (GMCA), previously the Greater Manchester Waste Disposal Authority (GMWDA) is a Waste Disposal Authority (WDA) and has a statutory duty to dispose of waste. The GMCA are responsible for the provision and maintenance of household waste and recycling centres (HWRC); and for compliance with recycling requirements.
- 1.2 The district authorities within Greater Manchester are Waste Collection Authorities (WCA) and have a statutory duty to collect waste and deliver it to the WDA. The Joint Waste Disposal Authorities (Levies) (England) Regulations 2006 established a WDA power to issue levies on WCAs to meet all liabilities falling to be discharged by the WDAs.
- 1.3 The Greater Manchester WCAs agreed to support the GMCA as WDA in the discharge of its liabilities and on the 6th February 2017, the WCAs and WDA entered into a Levy Allocation Management Agreement (LAMA). The LAMA is the unanimously agreed method for allocating the Waste & Resources budget between the constituent Districts and replaced, for 2018/19, the Inter Authority Agreement (IAA).
- 1.4 The LAMA allocates the fixed and variable costs of the budget by waste stream, trade waste, HWRC and Authority own costs. Following the award of the contracts to Suez in June 2019, this now needs to be revised to reflect the new payment mechanism arrangements.
- 1.5 The LAMA which appears at Appendix A, sets out the unanimously agreed method for allocating the waste and recycling budget between the constituent districts.

## 2.0 Methodology

- 2.1 The LAMA allocates the fixed and variable costs of the budget by waste stream, based on the tonnages each authority delivers. Costs of operating the HWRC's are split based on 50% Council Tax base and 50% car ownership and GMCA waste team costs split equally between WCAs.
- 2.2 Following the award of the new contracts to Suez, the LAMA needs to be revised to reflect the new payment mechanism arrangements.
- 2.3 The key changes and reasoning are listed in Table 1.

**Table 1**

<b>Change</b>	<b>Reason</b>
Introduction of new waste stream for street sweepings.	The costs for this can be separately identified within the payment mechanism.
Allocation of costs on the basis of an Apportionment Model which	The allocation of costs split between fixed and variable costs is the same as

<p>comprises:</p> <p>Fixed element (related to costs which don't vary). These will be allocated to Districts based on adjusted 2017/18 actual tonnages (as before) and will be reviewed and reset for 2022/23 or other such year as unanimously agreed between the parties.</p> <p>Variable costs – which reflects marginal processing cost (except for residual waste)</p>	<p>the original LAMA. However, under the new contracts the actual total variable costs are much lower.</p> <p>The proposal for residual waste is to adopt a 'last in, first out' principle whereby the variable cost is broadly equated not to the average cost of residual processing but to the cost of the processing that would be used last. This is going to be the same as the price for Trade Waste.</p> <p>This price is felt to support the overriding savings and environmental aspirations of the GMCA and Districts. This may expose the GMCA to the risk of paying a levy adjustment to Districts for reduced tonnages that will not be matched by reduced costs. If such a risk materialises then future changes to the LAMA may be needed.</p> <p>The LAM Variable Cost may include sums for recovery of any shortfall between levied variable costs and actual variable cost for the prior year. The reset year allows for any changes to deliveries of waste from 2017/18 to be allocated and allowing a different year gives flexibility for any implications from the Defra Waste Strategy.</p>
<p>Split variable rate for paper/card and commingled</p>	<p>The new contracts identify the variable cost of these waste streams separately.</p>
<p>Levy Adjustment:</p> <p>Fix the rate for variations in tonnages at the start of the year and not amend the variable rate to actual cost at the end of the year.</p>	<p>This will allow Districts to monitor their budgets effectively and give greater certainty to cost.</p> <p>GMCA should be able to better manage the risk of changes to costs, e.g. from recycle income, at a central level.</p> <p>As above, this may expose the GMCA to the risk of reimbursing a District for reduced tonnages that will not be matched by reduced costs.</p>
<p>Household Waste Recycling Centres:</p>	<p>A survey of users was conducted as part of the Waste Composition Analysis</p>

Maintain at 50% Council Tax Base and 50% Car Ownership (2011 National Statistics census)	but was not considered to be any more representative than the current methodology.
Council Tax Base	Only small sum allocated by CTB. 50% of HWRC costs = c.£15m
Use the prior year CTB	This will enable the Waste levy to be set before end of January and stop last minute minor changes.
Non-Key Services	This element will be removed as there is no specific charge within the current payment mechanisms.

### 3.0 Proposals

- 3.1 Subject to the proposals being agreed it is necessary to seek agreement by each District of the revised LAMA prior to the GMCA meeting in January 2020. That in turn will allow the 2020/21 levy to be set using the new LAMA basis. Details of the consultation process with districts and the approval process for Manchester are shown in Table 2 below:

**Table 2**

September – November 2019	District Waste Chief Officers/Treasurer Consultation
December 2019	Executive 19 December 2019
January 2020	GMCA agree revised LAMA
February 2020	GMCA approve budget and levy for 2020/21 and Medium Term Financial Plan to 2023/24.

- 3.2 The revisions to the LAMA have been discussed at Senior Officers Group, Greater Manchester Treasurers Group and with District Waste Chief Officers through September to November 2019.
- 2.10 Failure to agree a local replacement for allocation of the levy to Districts will result in the original LAMA mechanism being applied.

### 3.0 Impacts and Implications

- 3.1 Adopting the new LAMA will have minimal impact on the waste disposal costs for Manchester City Council. However, it will bring more certainty to the levy due in a given financial year with any adjustments for changes to tonnages being made in the following year. In 2020/21, the combination of the proposed changes to the LAMA will reduce the levy allocation for Manchester by 0.1% or c£220k. There remain significant risks to the value of the levy for future years due to the potential contamination of recyclates streams, stability of recycling markets and potential waste strategy changes (Resources and Waste Strategy for England, 2018).

- 3.2 The LAMA Fixed Cost elements are allocated to WCAs based on adjusted 2017/18 actual tonnages and will be reviewed and reset for the 2022/23 financial year or other such year as may be agreed unanimously between the parties. It is not possible to forecast the impact of the allocation of fixed costs beyond then as it is expected the tonnage delivered by WCAs will change.

#### **4.0 Recommendations**

- 4.1 As set out at the front of the report.

#### **5.0 Contributing to a Zero-Carbon City**

- 5.1 By recycling more and wasting less – all Manchurians can contribute towards achieving the zero-carbon target.

#### **6.0 Contributing to the Our Manchester Strategy**

- 6.1 An equitable, cost effective and environmentally friendly methodology for allocating the Waste Disposal Levy will present fair value to the City Council in terms of its financial resource requirements as well as demonstrating a commitment to continue to promote and support waste recycling within the City and reduce residual waste.

#### **7.0 Key Policies and Considerations**

##### **(a) Equal Opportunities**

- 7.1 Not applicable

##### **(b) Risk Management**

- 7.2 Not applicable

##### **(c) Legal Considerations**

- 7.3 Legal considerations are included within the report.

**Appendix A – The Proposed Waste Levy Allocation Management Agreement  
(LAMA)**

***WASTE MANAGEMENT LEVY ALLOCATION  
METHODOLOGY AGREEMENT (LAMA)***

**DATED**

**2019**

- (1) Greater Manchester Combined Authority
- (2) Bolton Borough Council
- (3) Bury Metropolitan Borough Council
- (4) The Council of the City of Manchester
- (5) Oldham Metropolitan Borough Council
- (6) Rochdale Metropolitan Borough Council
- (7) Salford City Council
- (8) Stockport Metropolitan Borough Council
- (9) Tameside Metropolitan Borough Council
- (10) Trafford Borough Council



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**THIS LEVY ALLOCATION METHODOLOGY AGREEMENT (LAMA) is made on the**

**2019**

**BETWEEN**

- (1) Greater Manchester Combined Authority of 1st Floor, Churchgate House, 56 Oxford Street, Manchester, M1 6EU (“the GMCA”);
- (2) Bolton Borough Council of Town Hall, Victoria Square, Bolton, BL1 1RU;
- (3) Bury Metropolitan Borough Council of Town Hall, Knowsley Street, Bury, BL9 0SW;
- (4) The Council of the City of Manchester, PO Box 532, of Town Hall, Albert Square, Manchester, M60 2LA;
- (5) Oldham Borough Council of Civic Centre, West Street, Oldham, OL1 1UG;
- (6) Rochdale Metropolitan Borough Council of Rochdale OL16 1LQ Number One Riverside, Smith Street, Rochdale, OL16 1XU
- (7) Salford City Council of Civic Centre, Chorley Road, Swinton, Salford, M27 5DA;
- (8) Stockport Metropolitan Borough Council of Town Hall, Edward Street, Stockport, SK1 3XE
- (9) Tameside Metropolitan Borough Council of Tameside One, PO Box 317, Ashton-under-Lyne, OL6 0GS
- (10) Trafford Borough Council of Trafford Town Hall, Talbot Road, Stretford, Manchester, M32 0TH;

EACH (other than the GMCA) being a Waste Collection Authority and which are (other than the GMCA) collectively referred to as “the WCAs”.

**RECITALS**

- (A) The GMCA is a Waste Disposal Authority (WDA) and has a statutory duty to dispose of waste.
- (B) The WCAs have a statutory duty to collect waste and deliver it to the GMCA.
- (C) The LAMA is designed to support delivery of the GMCA's Waste Management Strategy, and to promote recycling and diversion from landfill in a way that maximises financial and environmental benefits. Policy on waste management is currently being reviewed at a national level, and as such whilst the LAMA is intended to reflect an expected increase in the levels of recycling performance and diversion from landfill that will be required, it will need to be reviewed over its term to ensure it reflects final policy decisions.
- (D) The Joint Waste Disposal Authorities (Levies) (England) Regulations 2006 established the GMCA's power to issue levies on its constituent councils (the WCAs) to meet all liabilities falling to be discharged by the GMCA.
- (E) The GMCA has entered into Operating Contracts for the disposal of residual waste and treatment of recyclates, pulpables and green waste (amongst other things). The WCAs have agreed, subject to the terms of this LAMA, to support the GMCA in fulfilling its responsibilities under these arrangements, which includes a commitment to deliver recyclable material to the Operating Contracts.
- (F) For the first 6 years of the LAMA the GMCA is managing contracts which cover: -
- Lot 1 – known as the “Waste and Resource Management Services” (WRMS).
  - Lot 2 – known as the “Household Waste Recycling Centre Management Services” (HWRCMS); and the
  - Residual Value Contract (RVC).

## 1. DEFINITIONS

1.1 In this Agreement, unless the context otherwise requires terms with an initial capital shall have the meanings set out below.

<b>“Administrative Area”</b>	The administrative area(s) of the Parties at the date of this Agreement
<b>“Agreement”</b>	This agreement and the Schedules hereto
<b>“Best Value”</b>	The obligation continuously to improve both the quality and cost of the collection of Residual Waste and Recycling pursuant to the provision of the Local Government Act 1999
<b>“Best Value Duty”</b>	The duty of continuous improvement in relation to, inter alia, the collection of Residual Waste and Recycling imposed on WCAs by Section 3 (1) of the Local Government Act 1999
<b>“Bulky Waste”</b>	WCA collected waste that by its nature will not fit in the usual residual waste receptacles (such as large items of furniture etc.), often referred to as Bulky Waste
<b>“Change”</b>	Any change agreed in accordance with clauses 6 (WCA Best Value) or 7 (Change) and <b>Error! Reference source not found.</b> Schedule 2 (Change Control Procedures)
<b>“Change in Law”</b>	The coming into effect, after the date of this Agreement, of:- <ul style="list-style-type: none"> <li>(a) Legislation, other than any Legislation which on the date of this Agreement has been published <ul style="list-style-type: none"> <li>(i) in a draft Bill as part of a Government Departmental Consultation Paper;</li> <li>(ii) in a Bill;</li> <li>(iii) in a draft statutory instrument;</li> <li>(iv) as a proposal in the official Journal of the European Union;</li> </ul> </li> <li>(b) any Guidance; or</li> <li>(c) any applicable judgement of a relevant court of law which establishes or changes a binding precedent</li> </ul>
<b>“Commencement Date”</b>	1 <sup>st</sup> April 2020
<b>“Commingled Waste”</b>	Dry recycling that is usually collected as mixed

materials by WCAs; initially comprising cans, plastic bottles, and glass

**“Delivery Points”**

The delivery points for waste to be deposited by type to be agreed by the WCAs on an annual basis or such other delivery points as the Parties shall agree.

**“Exceptional Circumstances”**

A decision to be made by the GMCA Treasurer to exercise his/her discretion in circumstances that are outside the direct decision making control of the WCAs under which Recycling Minimum Performance Level is triggered.

The following issues are agreed as constituting the initial list of exceptional circumstances: -

1. Waste Reduction – If waste is taken out of the system, (for example pushed up the waste hierarchy and therefore doesn't need collecting), an adjustment in the calculation of what triggers the 1% will need to be made. In considering the actions that have led to the waste reduction, investment in waste reduction initiatives will be recognised as a mitigating factor.
2. Carve out for national changes e.g. UK Waste and Resources Strategy and any change impact for which a baseline recalculation for all is needed
3. The impact of unplanned disruption to service

In these Exceptional Circumstances the GMCA Treasurer, after full consultation with the Chair of the Waste Chief Officers Group (SOG), shall apply a tonnage adjustment rate that is at the LAM Variable costs, rather than also applying the fixed cost rate

**“Expiry Date”**

Subject to any earlier termination of this Agreement the expiry date shall be 31<sup>st</sup> March 2029, and “Expiry” shall be construed accordingly

**“Facility”**

Each and any facility for the reception of Waste from WCAs including the Delivery Points provided and/or operated or to be provided under the Operating Contracts with all supporting infrastructure and equipment

**“GMCA”**

Greater Manchester Combined Authority

**“HWRC”**

Household Waste Recycling Centre

<b>“LAM fixed costs”</b>	The LAM model costs which are not expected to vary by volumes of tonnages processed, and are by definition mostly fixed by their nature eg NNDR, pensions, lifecycle costs, RVC contract costs, fixed cost elements of the Operating Contracts.
<b>“LAM variable costs”</b>	The LAM model costs which are broadly expected to vary by volumes of tonnages processed.
<b>“Legislation”</b>	Any Act of Parliament or subordinate legislation within the meaning of Section 21(1) of the Interpretation Act 1978, any exercise of the Royal Prerogative, and any enforceable community right within the meaning of Section 2 of the European Communities Act 1972, in each case in the United Kingdom
<b>“Levy”</b>	The charge to the WCAs in accordance with Schedule 1
<b>“Levy Allocation Model (LAM)”</b>	A financial model that is used to allocate cost between fixed, variable and GMCA own costs as set out Schedule 1
<b>“Levy Requirement”</b>	The annual budget requirement, less any contributions for reserves, that the GMCA needs to raise from WCAs by the Levy to produce a balanced budget.
<b>“Operating Contracts”</b>	Two operating contracts let 1 <sup>st</sup> June 2019 comprising: - <ul style="list-style-type: none"> <li>• Lot 1 – known as the “Waste and Resource Management Services” (WRMS).</li> <li>• Lot 2 – known as the “Household Waste Recycling Centre management services” (HWRCMS).</li> </ul>
<b>“Parties”</b>	The GMCA and the WCAs, and “Party” shall mean any of them
<b>“Partnering Ethos”</b>	The aspirational aims set out at clause 3.2
<b>“Performance Deductions”</b>	As defined in the Operating Contracts
<b>“Performance Standards”</b>	The criteria set out in the Operating Contracts as agreed or amended from time-to-time
<b>“Planned Maintenance”</b>	Planned maintenance by Operating Contractors at any of the Delivery Points
<b>“Recyclable Materials”</b>	Any materials collected separately or otherwise separated from Residual Waste for the purposes of Recycling (and including materials collected and delivered commingled), including the materials listed

below:

- (a) paper and cardboard;
- (b) plastics;
- (c) ferrous and non-ferrous metals;
- (d) glass;
- (e) organic kitchen and garden waste; and
- (f) street sweepings (if delivered and treated separately)

or such other materials as shall be agreed in writing between the Parties from time-to-time

**“Recycle”**

The delivery of Recyclable Materials for reprocessing (as evidenced by a defined audit trail) but excluding energy recovery or beneficial use for inclusion in a reprocessing process, and the terms “Recycling” and “Recycled” shall be interpreted accordingly

**“Recyclate Performance Adjustment”**

The adjustment that is carried out if performance falls below the Recyclate Minimum Performance level.

The adjustment applied is calculated as: -

- a) expected total Recycling tonnes arisings as per 2017/18 actuals (total Recycling (calculated as  $dc+dp+dg+ds$ ) less 1%)

minus

- b) actual total Recycling tonnes arisings in year

equals

- c) additional tonnes of waste to be charged

Total extra charge (additional sum) to be calculated by:-

- i. additional tonnes of waste (from c. above),

multiplied by

- ii. LAMA Fixed Costs per tonne for Residual Waste

**“Recyclate Base**

This is the actual level of recycling achieved in



<b>Performance level (RBP)”</b>	<p>2017/18 at an individual WCA level expressed as a percentage of total waste arisings less trade waste, as set out in the formula below: -</p> $\text{WCA RBP} = \frac{\text{dg+dc+dp+ds}}{\text{dw-dt}}$ <p>where;</p> <p>dg = WCA food and garden waste tonnes</p> <p>dc = WCA commingled recycling tonnes</p> <p>dp = WCA pulpables tonnes</p> <p>ds = WCA street sweepings tonnes (delivered and treated separately)</p> <p>dw = WCA total waste arisings tonnes</p> <p>dt = WCA trade waste</p>
<b>“Recyclate Minimum Performance level”</b>	<p>This is the level by which recycling levels can reduce, below which the Recyclate Performance Adjustment is applied.</p> <p>It is expressed as shown in the formula below:</p> $\text{RBP} - 1\%$
<b>“Residual Waste”</b>	All Waste delivered to the GMCA that is not Recyclable Material, or Trade Waste
<b>“RVC”</b>	The Residual Value Contract entered into by the GMCA and Thermal Power Station (Runcorn) Limited (TPSCo) for the end disposal in a combined heat and power plant by thermal means of the refuse derived fuel produced from residual waste.
<b>“Service Delivery Plans”</b>	The plans in the Operating Contracts which set out how the Residual Waste and Recycling services and certain of the standards to which the services must be performed in respect of the relevant Facilities
<b>SOG</b>	Waste Chief Officers Group composed of GMCA Waste and Resources team officers and WCA Waste Chief Officers, chaired by a WCA representative.
<b>“Trade Waste”</b>	Waste of similar composition to Residual Waste which is collected from commercial and office premises for or by the WCAs and is treated in accordance with Schedule 1, para. 6
<b>“Unavailable/Un-availability”</b>	That a Delivery Point is for a period of time or permanently unavailable for the reception of Residual Waste and Recycling, as further defined in the Operating Contracts
<b>“Waste”</b>	The types of waste described in WCA Forecast to be delivered by the WCAs to the GMCA pursuant to this

<b>“WCA Forecast”</b>	<p>Agreement and other provisions relating thereto</p> <p>The forecast, made by each WCA, of all Waste arising, for a five year forward period that takes account of expected increase in housing and population. WCA Forecasts shall be updated annually as follows:</p> <ul style="list-style-type: none"> <li>• Each WCA will prepare at least two forecasts annually, which will be subject to scrutiny by the GMCA. Those forecasts will be required each year in: -</li> <li>• Mid-September – to complement the initial budget forecast and inform the initial allocation of levy at WCA level; and</li> <li>• Early November – which will be used as the basis of setting the annual Levy at a WCA level</li> </ul> <p>The GMCA Treasurer and Executive Director, Waste &amp; Resources will notify final dates in August each year, after consulting with the SOG.</p>
<b>“WCA Operations”</b>	<p>The methods of operation from time-to-time of each WCA in collecting and delivering its Waste to Delivery Points</p>
<b>“WDA”</b>	<p>The Greater Manchester Combined Authority in its statutory capacity as a Waste Disposal Authority.</p>

## **2. COMMENCEMENT AND DURATION**

This Agreement will commence on the Commencement Date and continue in full force and effect until the earlier of:-

- 2.1 the Expiry Date; or
- 2.2 earlier if all of the WCAs and the GMCA agree to amend or terminate this Agreement.

## **3. PARTNERING ETHOS**

- 3.1 The Parties will work in good faith and in accordance with the Partnering Ethos.
- 3.2 Partnering Ethos shall mean that each party shall:-

- 3.2.1 act reasonably and co-operatively with the other Parties;
- 3.2.2 provide information to each other which they consider (acting reasonably) to be relevant relating to waste collection and waste disposal;
- 3.2.3 use reasonable endeavours to mitigate any losses arising from a Party's failure under this Agreement and to reduce the detrimental impact on the other Parties (or the council tax payers of any one of them) of any failure to carry out its obligations under this Agreement;
- 3.2.4 use reasonable endeavours working together and in co-operation with the Operating Contractors, to minimise waste, to educate the public and the commercial sector about recycling schemes and why their participation in these schemes is crucial, and to ensure that as much Waste as possible is (in order of priority) reduced, re-used, recycled or recovered; and
- 3.2.5 without prejudice to the express rights, remedies and obligations of the WCAs under this Agreement and Legislation the WCAs shall (using reasonable endeavours) not knowingly do anything under their reasonable control which would put the GMCA in material breach of the Operating Contracts.

#### **4. PRINCIPAL OBLIGATIONS OF THE GMCA**

- 4.1 The GMCA will discharge its statutory duties and contractual obligations to the WCAs (to receive and dispose of Waste at the Delivery Points) through the Operating Contracts referred to in the Recitals.
- 4.2 The GMCA will apportion the costs incurred in relation to these obligations pursuant to Schedule 1 (Levy Allocation to WCAs Methodology).
- 4.3 Where an act or omission of the GMCA or any relevant Contractor of the GMCA, including a failure of the Operating Contractors to achieve any of the Performance Standards, causes any loss to one or more WCAs, the GMCA will use its best endeavours to pursue any appropriate remedies available to it including the recovery of Performance Deductions under the Operating Contracts referred to in the Recitals and pay such monies to the affected WCA. Where more than one WCA has suffered the same performance failure the payment

of any compensation or the Performance Deduction shall be shared between the affected WCAs pro-rata based upon the amount of losses incurred by each WCA arising out of the performance failure. The payment shall be made to WCAs by the GMCA through the LAMA as part of the year end adjustment.

- 4.4 Any money compensation obtained or payable by the GMCA pursuant to clause 4.3 will be returned to the WCAs in appropriate proportions through the LAM.
- 4.5 Subject to clauses 4.7 the GMCA will use its reasonable endeavours to notify a WCA of any changes within the Operating Contracts set out in the Recitals which might be of relevance to it or affect its obligations flowing from that contract or this Agreement.
- 4.6 The GMCA shall use its reasonable endeavours to ensure that the Operating Contractors achieve the Performance Standards and shall ensure that each WCA is made aware of the Performance Standards and of the current Service Delivery Plans and, where relevant, is consulted about them.
- 4.7 The GMCA has agreed the basis for the contractual arrangements with the Operating Contractors and the WCAs and shall use its best endeavours to ensure that any material change to the Operating Contracts shall be agreed with the WCAs in advance and shall use its best endeavours to mitigate any impact on the WCAs.

## **5. PRINCIPAL OBLIGATIONS OF THE WCAs**

- 5.1 Without prejudice to clauses 6 (WCA Best Value) and 7 (Change to the VC and the Replacement Operating Contracts), each WCA will deliver or cause to be delivered to the Delivery Points for that WCA all Waste as agreed in advance with GMCA.
- 5.2 If any act or omission of a WCA causes loss to the GMCA (including, without limitation, through entitling the Operating Contractors of the GMCA to increase its charges or seek any other remedy from the GMCA) or to any other WCA, then that WCA will bear the cost of the relevant losses, so that they do not fall equally, through the LAM, on those WCAs which were not at fault.
- 5.3 The WCAs will pay the GMCA for the waste disposal services it provides to the WCAs pursuant to the Levy Regulations as defined in

Schedule 1 in accordance with the principles set out in Schedule 1 (Levy Allocation to WCAs Methodology).

- 5.4 Each WCA shall, in preparing the WCA Forecast for its Administrative Area, take account of the impact of population and housing growth on waste arisings and composition. The GMCA will act as a 'critical friend' to challenge the WCA Forecasts produced, and seek explanations that it deems appropriate. Comments by the GMCA will be given due consideration by the WCA and if no changes are proposed the WCA will be required to supply a written explanation of why changes have not been made to the WCA Forecast. The WCA Forecast shall be provided annually and will cover a 5-year rolling period, or other shorter period as the GMCA deems appropriate.
- 5.5 Nothing contained in this Agreement and no consent or approval given by any party to this Agreement shall prejudice, restrict, interfere with or otherwise affect, any of the statutory or other rights powers or obligations and duties for the time being vested in that party, or the performance by that party of any such obligations or duties, or the means by which that party shall, in its absolute discretion, exercise its respective rights or powers, or fulfil or discharge any such obligations or duties.

## **6. WCAs' BEST VALUE DUTY**

- 6.1 The GMCA acknowledges that WCAs are subject to the Best Value Duty and it agrees to assist WCAs in discharging the Best Value Duty in relation to the continuous improvement in the delivery of their waste collection services.
- 6.2 The GMCA shall comply with requests for information, data or other assistance made by WCAs in pursuance of the Best Value Duty.

## **7. CHANGE TO THE OPERATING CONTRACTS**

- 7.1 WCAs may request a change to the Operating Contracts in accordance with the provisions of Schedule 2 (Change Control Procedures).

## **8. EXIT AND ENTRY ARRANGEMENTS**

- 8.1 Expiry and Termination

8.1.1 Not before 1<sup>st</sup> April 2025 the Parties shall meet to discuss and, all acting reasonably and in good faith, determine the arrangements for the disposal of waste after the expiry of the Replacement Operating Contracts.

## 8.2 New Entrant

8.2.1 If at any time during the term of this Agreement, any third party wishes to utilise any part of the Operating Contracts, the Parties will meet to discuss and, acting reasonably and in good faith, determine whether agreement should be given to that third party utilising the Operating Contracts and, if so, the terms of that agreement with the intention that the WCAs are in no worse position as a result of the third party's use, and that such third party is not put in any better position than the WCAs.

## 9. NO WORSE/NO BETTER

9.1 Any reference in clause 8 to leaving the WCAs in a "no worse position" shall be construed by reference to the WCAs:-

9.1.1 rights, duties and liabilities under or arising pursuant to performance of this Agreement; and

9.1.2 their ability to perform their obligations and exercise their rights under this Agreement, so as to ensure that:

9.1.3 each WCA is left in a position which is no worse in relation to its financial position under this Agreement and its operating methods for the collection and delivery of Waste had the third party not utilised the Operating Contracts; and

9.1.4 the ability of the WCAs to comply with this Agreement is not adversely affected as a consequence of that utilisation.

9.2 Any reference in clause 8 to putting the third party in "any better position than the WCAs" shall be construed by reference to the WCAs' rights and financial position under this Agreement.

## 10. FREEDOM OF INFORMATION

10.1 Each Party acknowledges that each of the other Parties is subject to the requirements of the Freedom of Information Act 2000, the Environmental Information Regulations 2004 and the General Data Protection Regulation Data Protection Act 2018 and shall assist and co-operate with the other Parties to comply with these information disclosure requirements.

## **11. PRIVACY**

11.1 No term of this Agreement is enforceable under the Contracts (Rights of Third Parties) Act 1999 by a person who is not a party to this Agreement.

## **12. NO AGENCY**

12.1 None of the parties shall hold itself out as being the servant or agent of any other Party, otherwise than in circumstances expressly permitted by this Agreement.

12.2 None of the parties shall hold itself out as being authorised to enter into any contract on behalf of any other Party or in any other way to bind any other Party to the performance, variation, release or discharge of any obligation.

12.3 No WCA shall in any circumstances hold itself out as having the power to make, vary, discharge or waive any bye-law or any regulation of any kind relating to the disposal of Waste.

## **13. NO PARTNERSHIP**

13.1 Nothing in this Agreement is intended to, or shall operate to create, a partnership as defined by the Partnership Act 1890 or joint venture of any kind between the Parties or any of them, or to authorise any Party to act as agent for any other, and no Party shall have the GMCA to act in the name or on behalf of or otherwise to bind any other in any way (including but not limited to the making of any representation or warranty, the assumption of any obligation or liability and the exercise of any right or power).

## **14. ENTIRE AGREEMENT**

14.1 Except where expressly provided in this Agreement, this Agreement constitutes the entire agreement between the Parties in connection with its subject matter and supersedes all prior representations, communications, negotiations and understandings concerning the subject matter of this Agreement.

14.2 Each of the Parties acknowledges that:-

14.2.1 it does not enter into this Agreement on the basis of and does not rely, and has never relied, upon any statement or representation (whether negligent or innocent) or warranty or other provision (in any case whether oral, written, express or implied) made and agreed to by any person (whether a party to this Agreement or not) except those expressly repeated or referred to in this Agreement and the only remedy or remedies available in respect of any misrepresentation or untrue statement made to it shall be any remedy available under this Agreement; and

14.2.2 this clause 14 shall not apply to any statement, representation or warranty made fraudulently, or to any provision of this Agreement which was induced by fraud, for which the remedies available shall be all those available under the law governing this Agreement.

## **15. LAW OF THE CONTRACT AND JURISDICTION**

15.1 This Agreement shall be governed by the laws of England and Wales and the Parties submit to the exclusive jurisdiction of the courts of England and Wales.



## Schedule 1

### LEVY ALLOCATION METHODOLOGY

1. Payment by the WCAs to the GMCA for the waste disposal services received, and apportionment of the Levy under the Joint Waste Disposal Authorities (Levies) (England) Regulations 2006 (“the Levy Regulations”) will be established in accordance with the principles set out in this Schedule 1. Therefore, the levy allocation mechanism set out in this Schedule represents an agreed basis for apportioning the Levy under Regulation 4 (1) (a) of the Levy Regulations.
2. Under the Operating Contracts the GMCA waste costs comprise:
  - a) A Fixed Cost element;
  - b) A Variable Cost element. The variable element is directly linked to the expected tonnages processed via the Facilities, as set out in the WCA Forecast; and
  - c) The GMCA’s own direct costs.

Collectively these costs will be used to determine annual budget requirements, which after application of any reserves, generates a Levy Requirement.

3. The following table sets out the key design characteristics, and reasons for their inclusion used in apportioning the Levy.

	<b>Key design characteristics</b>	<b>Reasons for their inclusion</b>
	<b>A. WCA Collected Waste</b>	
	1. Retain a waste stream approach, based upon:- <ol style="list-style-type: none"> <li>i. Commingled</li> <li>ii. Pulpables;</li> <li>iii. Organics (Food and Garden);</li> <li>iv. Trade Waste:</li> <li>v. Residual Waste; and</li> <li>vi. Street Sweepings (if delivered and treated separately)</li> </ol>	Reflects current WCA collection working practices and ensures costs/environmental benefits from improvements are retained.

	<p>2. Allocate costs on the basis of a Levy Apportionment Model (LAM) which comprises:-</p> <ul style="list-style-type: none"> <li>i. LAM Fixed Costs element. These will be allocated to WCAs based on adjusted<sup>1</sup> 2017/18 actual tonnages, and will be reviewed and reset for the 2022/23 financial year or other such year as may be agreed unanimously between the parties.</li> <li>ii. LAM Variable Costs Allocated to WCAs based on forecast tonnages for the year</li> </ul> <p>3. For WCAs whose recycling falls below the Recycling Minimum Performance Level (RBP -1%) they will be required to make an additional levy contribution calculated by:</p> <ul style="list-style-type: none"> <li>i. expected total Recycling tonnes arising as per 2017/18 actuals (total Recycling calculated as <math>dc+dp+dg+ds</math>)</li> <li>ii. less 1%</li> <li>iii. minus actual total Recycling tonnes arising in year</li> <li>iv. equals additional tonnes of waste to be charged</li> <li>v. cost allocation additional sum is additional tonnes of waste multiplied by LAM Fixed Costs per tonne for Residual Waste</li> </ul> <p>4. Common assumptions to be used in tonnage estimates, as per schedule 1.</p>	<p>Ensures that one WCA can't adversely impact others by reducing its recycling performance.</p> <p>In case of Exceptional Circumstances this additional levy contribution can be over-ridden by the GMCA Treasurer.</p> <p>Ensures that all future year increases are based upon common factors and also ensure re-procurement facilities/capacity are correctly sized.</p>
	<b>B. Household Waste Recycling Centres</b>	

<sup>1</sup> An adjustment may be made to Salford City and Trafford Council figures (only) to reflect the part year impact of reduced waste capacity roll out and potential impact of charging for Garden Waste (respectively). The basis for the adjustments will be documented and shared with all WCAs and be used as a possible precedent for future changes (e.g. the adoption by another WCA of green waste charging)

	Cost allocation to be based upon: <ul style="list-style-type: none"> <li>i. 50% Council Tax Base (Band D equivalent) from prior year</li> <li>ii. 50% Car Ownership (2011 Office of National Statistics census)</li> </ul>	Cost allocation factors to be reviewed and amended, as needed, for future years LAM.
	C: <u>GMCA Own costs</u> – including direct costs (such as salaries/running costs and legacy financing costs)	
	Equal share to each WCA	Costs don't vary much by activity, and are thus linked to an 11.1% each WCA allocation basis.

4. As soon as practical after the year end an adjustment will be determined by the GMCA to vary WCA Levy allocations to reflect variations actual tonnages delivered (compared to WCA Forecasts).
5. As part of the annual budget and levy process the GMCA will determine and publish the LAM Variable Cost rates which will be made available to the WCA Treasurers. Given the commercial sensitivity of that information it will not be published in an open format, but will be part of the closed budget and levy report, which will be provided on or before the Statutory latest Levy fixing date of 15<sup>th</sup> February prior to the commencement of each financial year. The LAM Variable Cost may include sums for recovery of any shortfall between levied variable costs and actual variable cost for the prior year.
6. For the WCA declarations for Trade Waste (offices, shops, traders etc.) the GMCA will set an annual rate per tonne in accordance with the 2013/14 rate inflated in accordance with the RPIx. An adjustment to the Trade Waste element of the Levy will be carried out as part of the financial year end reconciliation process and any difference between actual WCA tonnages and WCA Forecasts will be made at the pre-agreed per tonne rate.
7. A review of the basis for Trade Waste will be carried out in each year of the term of the LAMA. WCAs accept that if growth in residual waste exceeds the capacity in the facilities, alternative delivery points may need to be found for trade waste including outside the Operating Contracts.

**Schedule 2****Change Control Procedures**

- A. Change to the Operating Contracts and WCA Operations from the operations set out in the agreed Service Delivery Plan will be governed by the procedures set out in this Schedule 2

**1. Principles**

- 1.1 Where a WCA sees a need for a change to the services provided under the Operating Contracts affecting a WCA then a WCA may at any time request a change in accordance with the procedure set out in paragraph 2 below.
- 1.2 The GMCA shall not unreasonably withhold its agreement to any change.
- 1.3 The obligations of the Parties shall not be effected until a Change Control Note has been signed by the relevant WCA and sent to the GMCA.

**2. Procedure**

- 2.1 The WCA and the GMCA shall discuss changes proposed by the WCA and such discussion shall result in:
- 2.1.1 a decision not to proceed further; or
- 2.1.2 a written request for a change by the WCA.
- 2.2 Each Change Control Note shall contain details of the change including, where applicable:
- 2.2.1 the title of the change;
- 2.2.2 the originator and the date of the request or recommendation for the change;

- 2.2.3 the reason for the change;
  - 2.2.4 full details of the change including any specifications;
  - 2.2.5 a timetable for implementation, together with any proposals for acceptance of the change;
  - 2.2.6 the impact, if any, of the change on other aspects of the Operating Contracts;
  - 2.2.7 the date of expiry of validity of the Change Control Note; and
  - 2.2.8 provision for signature by the WCA/GMCA if the change is agreed.
- 2.3 For each Change Control Note submitted to the GMCA, the GMCA shall, within twenty working days from receipt of the Change Control Note, evaluate the Change Control Note and notify the relevant WCA whether the GMCA (acting reasonably) agrees to the change.
- 2.4 A Change Control Note signed by both Parties shall constitute a variation to this Agreement.

B. Amendment to the Agreement

No amendment to or modification of this Agreement (other than an amendment under paragraph A of this Schedule) shall be valid or binding on any Party unless it is made in writing, refers expressly to this Agreement and is unanimously agreed by all of the Parties.

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive - 19 December 2019

**Subject:** Capital Programme Update

**Report of:** Deputy Chief Executive and City Treasurer

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**Summary**

This report informs members of requests to increase the capital programme, seeks approval for those schemes that can be approved under authority delegated to the Executive and asks Executive to recommend to the City Council proposals that require specific Council approval.

**Recommendations**

1. To recommend that the Council approve the following changes to Manchester City Council's capital programme:
    - (a) Public Sector Housing – Northwards – Harpurhey 200 Estate Internal Works. A capital budget virement of £0.936m is requested, funded by a transfer from Northwards Housing Programme budget.
  
  2. Under powers delegated to the Executive, to approve the following changes to the City Council's capital programme:
    - (b) Highways – Northern Gateway Cheetham Hill Road to Pollard Street – Development Costs. A capital budget increase of £0.720m is requested, funded by an External Contribution from the Mayor's Challenge Fund.
    - (c) Highways Services – Highways Corridor Development. A capital budget virement of £0.437m of is requested, funded by a transfer from the Highways Investment Plan – Other Improvement Works budget.
  
  3. To note increases to the programme of £0.208m as a result of delegated approvals.
- 

**Wards Affected** - Various

**Environmental Impact Assessment** - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

All capital projects are reviewed throughout the approval process with regard to the contribution they can make to Manchester being a Zero-Carbon City. Projects will not receive approval to incur costs unless the contribution to this target is appropriate.

<b>Our Manchester Strategy outcomes</b>	<b>Contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Contributions to various areas of the economy including investment in ICT services, Housing, and leisure facilities.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Investment provides opportunities for the construction industry to bid for schemes that could provide employment opportunities at least for the duration of contracts
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Improvements to services delivered to communities and enhanced ICT services.
A liveable and low carbon city: a destination of choice to live, visit, work	Investment in cultural and leisure services and housing.
A connected city: world class infrastructure and connectivity to drive growth	Through investment in ICT and the City's infrastructure of road networks and other travel routes.

**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

The recommendations in this report, if approved, will have no impact on the revenue budget.

### **Financial Consequences – Capital**

The recommendations in this report, if approved, will increase Manchester City Council's capital budget by £0.720m across the financial years as detailed in Appendix 1.

### **Contact Officers:**

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Report to the Executive 13<sup>th</sup> February 2019 – Capital Strategy and Budget 2019/20 to 2023/24

Report to the Executive 13<sup>th</sup> March 2019 - Capital Programme Update

Report to the Executive 26<sup>th</sup> June 2019 - Capital Programme Update

Report to the Executive 24<sup>th</sup> July 2019 – Capital Programme Update

Report to the Executive 11<sup>th</sup> September 2019 – Capital Programme Update

Report to the Executive 16<sup>th</sup> October 2019 – Capital Programme Update

Report to the Executive 13<sup>th</sup> November 2019 – Capital Programme Update

## **1.0 Introduction**

- 1.1 This report outlines the requests for changes to the capital budget from 2019/20.

## **2.0 Background**

- 2.1 In February each year, the Executive receives a report on the capital budget for the forthcoming five financial years and approves a series of recommendations to make to the City Council. The City Council's resolutions on these recommendations constitute the approval of the five-year capital programme for the City Council. Proposals for the capital budget were presented to the Executive on 13<sup>th</sup> February 2019.
- 2.2 The capital programme evolves throughout the financial year, and as new projects are developed they will be reviewed under the current governance framework and recommendations made regarding whether they should be pursued.
- 2.3 The following requests for a change to the programme have been received since the previous report to the Executive on 13<sup>th</sup> November 2019.
- 2.4 Please note that where requests are made in the report to switch funding from capital to revenue and to fund the revenue spend from the Capital Fund, this is a funding switch from within the capital programme and will not have a negative impact on the Fund itself.
- 2.5 For the changes requested below, the profile of the increase, decrease or virement is shown in Appendix 1 for each of the projects.

## **3.0 City Council's Proposals Requiring Specific Council Approval**

- 3.1 The proposals which require Council approval are those which are funded by the use of reserves above a cumulative total of £2.0m, where the use of borrowing is required or a virement exceeds £0.500m. The following proposals require Council approval for changes to the capital programme.
- 3.2 Public Sector Housing - Northwards – Harpurhey 200 Estate Internal Works. The 200 Estate is comprised of 139 properties and was one of the first estates to benefit from Northwards original Decent Homes Programme for internal work. The proposal is to replace the kitchen or bathroom (including installation of electric shower) where not previously replaced, and full rewires to properties where required. This virement will capitalise and fund the additional costs incurred in this work. A capital budget virement of £0.250m is requested in 2019/20 and £0.686m in 2020/21, funded by a transfer from Northwards Housing Programme budget.

## **4.0 Proposals Not Requiring Specific Council Approval**

- 4.1 The proposals which do not require Council approval and only require Executive approval are those which are funded by the use of external resources, the use of capital receipts, the use of reserves below £2.0m or where the proposal can be funded from existing revenue budgets and where the use of borrowing on a spend to save basis is required. The following proposals require Executive approval for changes to the City Council's capital programme:
- 4.2 Highways Services – Northern Gateway Cheetham Hill Road to Pollard Street – Development Costs. The scheme will lead to the creation of a continuous east-west walking and cycling route, linking neighbourhoods in the north and east city centre fringe. A capital budget increase of £0.358m in 2019/20 and £0.362m in 2020/21 is requested, funded by an External Contribution from the Mayor's Challenge Fund.
- 4.3 Highways Services – Highways Corridor Development. To develop seven highway corridor schemes to support the growth of the city, aligning with the 2040 Transport Strategy, City Centre Transport Strategy and Our Manchester Strategy. These key transport interventions will ensure that the city can continue to be an attractive place to invest and live and that transport will not become a barrier to growth. A capital budget virement of £0.122m in 2019/20 and £0.315m in 2020/21 is requested, funded by a transfer from the Highways Investment Plan – Other Improvement Works budget.

## **5.0 Prudential Performance Indicators**

- 5.1 If the recommendations in this report are approved the General Fund capital budget will increase by £0.720m, across financial years as detailed in Appendix 1.
- 5.2 This will also result in an increase in the prudential indicator for Capital Expenditure in corresponding years. Monitoring of all prudential indicators is included within the Capital Monitoring Report.
- 5.3 There is an increase in the requirement for prudential borrowing, however, this has already been assumed within the City Council's revenue budget and therefore there is no impact on the City's Council Tax.
- 5.4 The increases to the programme totalling £0.208m as a result of delegated approvals have been included within the prudential indicators. These are detailed at Appendix 2.

## **6.0 Contributing to a Zero-Carbon City**

- 6.1 All capital projects are reviewed throughout the approval process with regard to the contribution they can make to Manchester being a Zero-Carbon City. Projects will not receive approval to incur costs unless the contribution to this target is appropriate.

## **7.0 Contributing to the Our Manchester Strategy**

**(a) A thriving and sustainable city**

- 7.1 Contributions to various areas of the economy including investment in ICT services, housing, and leisure facilities.

**(b) A highly skilled city**

- 7.2 Investment provides opportunities for the construction industry to bid for schemes that could provide employment opportunities at least for the duration of contracts.

**(c) A progressive and equitable city**

- 7.3 Improvements to services delivered to communities and enhanced ICT services.

**(d) A liveable and low carbon city**

- 7.4 Investment in cultural and leisure services and housing.

**(e) A connected city**

- 7.5 Through investment in ICT and the City's infrastructure of road networks and other travel routes.

**8.0 Key Policies and Considerations****(a) Equal Opportunities**

- 8.1 None.

**(b) Risk Management**

- 8.2 Risk management forms a key part of the governance process for all capital schemes. Risks will be managed on an ongoing and project-by-project basis, with wider programme risks also considered.

**(c) Legal Considerations**

- 8.3 None.

**9.0 Conclusions**

- 9.1 The Capital budget of the City Council will increase by £0.720m, if the recommendations in this report are approved.
- 9.3 The capital budget has increased by £0.208m as a result of the delegated approval detailed in Appendix 2.

**10.0 Recommendations**

10.1 The recommendations appear at the front of this report.

<b>Appendix 1 - Requests for Adjustments to the Capital Budget Provision December 2019 EXECUTIVE</b>							
<b>Dept</b>	<b>Scheme</b>	<b>Funding</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>Future</b>	<b>Total</b>
			<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Council Approval Requests</b>							
Public Sector Housing	Northwards - Harpurhey 200 Estate Internal works	HRA Reserves	250	686			936
Public Sector Housing	Northwards Housing Programme	HRA Reserves	-250	-686			-936
<b>Total Council Approval Requests</b>			<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Executive Approval Requests</b>							
Highway Services	Northern Gateway - Development Costs	External Contribution	358	362			720
Highway Services	Highways Corridor Development	Borrowing	122	315			437
Highway Services	Investment Programme - Other Improvement Works	Borrowing	-122	-315			-437
<b>Total Executive Approval Requests</b>			<b>358</b>	<b>362</b>	<b>0</b>	<b>0</b>	<b>720</b>
<b>Total Budget Adjustment Approvals</b>			<b>358</b>	<b>362</b>	<b>0</b>	<b>0</b>	<b>720</b>

<b>Appendix 2 - Approvals under authority delegated to the City Treasurer December 2019 EXECUTIVE</b>							
<b>Dept</b>	<b>Scheme</b>	<b>Funding</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>Future</b>	<b>Total</b>
			<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Strategic Development	Factory - Network Rail Contribution	External Contribution	208				208
<b>Total Delegated Approval Requests</b>			<b>208</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>208</b>

**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 19 December 2019

**Subject:** Global Revenue Budget Monitoring Report to the end of October 2019

**Report of:** Deputy Chief Executive and City Treasurer

**Summary**

The report outlines the projected outturn position for 2019/20, based on spend as at the end of October 2019 and future projections.

**Recommendations**

The Executive is recommended to:

1. Note the Global Revenue Budget Monitoring Report.
2. Approve the use of budgets to be allocated in paragraph 79
3. Approve the use of reserves in paragraph 80
4. Approve the proposed virements in paragraphs 81 and 82
5. Approve the use of grants in addition to that already planned, as detailed in paragraph 83.

**Wards Affected:** None directly

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The effective use of resources underpins the Council's activities in support of its strategic priorities.
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
  - Risk Management
  - Legal Considerations
- 

### **Financial Consequences – Revenue**

The report identifies a projected net revenue overspend of £4.169m for 2019/20, based on income and expenditure up to the end of October 2019. All Strategic Directors continue to work to address the position by identifying greater efficiencies and accelerating savings where possible in order to support the overall financial position of the City Council.

With the likely scale of funding pressures and future resource reductions, it is important that the Council holds a robust position on reserves and maintains the ability to deal with issues that arise during the financial year. Requests to allocate funding to or from reserves in year are included within the report.

### **Financial Consequences – Capital**

The revenue budget includes funding to meet the capital financing costs of the Council. Changes in the capital programme can affect the budget to meet such costs.

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### **Contact Officers:**

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### **Background documents (available for public inspection):**

The following document discloses important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

The Revenue Budget 2019/20 as approved by the Executive on 13 February 2019.



## Introduction

1. This report provides a summary of the projected revenue outturn position for 2019/20 and requests approvals to the application of budgets, and use of virements and reserves.
2. As at the end of October 2019 the forecast position is an overspend of £4.169m. The following table summarises the spend for 2019/20:

	Original approved budget	Revised Budget	Forecast Outturn	Variance	Movement since last reported to Executive
	£000	£000	£000	£000	£000
<b>Total Available Resources</b>	<b>(610,835)</b>	<b>(609,502)</b>	<b>(610,018)</b>	<b>(516)</b>	<b>(158)</b>
<b>Total Corporate Budgets</b>	<b>113,629</b>	<b>104,189</b>	<b>103,415</b>	<b>(774)</b>	<b>(308)</b>
Children's Services	120,434	119,832	122,392	2,560	490
Adult Social Care	198,263	197,908	204,699	6,791	(62)
Homelessness	13,375	13,938	13,938	0	0
Corporate Core	67,838	69,399	67,093	(2,306)	(1,271)
Neighbourhoods and Highways	91,781	98,377	96,791	(1,586)	(600)
Growth and Development	5,515	5,859	5,859	0	51
<b>Total Directorate Budgets</b>	<b>497,206</b>	<b>505,313</b>	<b>510,772</b>	<b>5,459</b>	<b>(1,392)</b>
<b>Total Use of Resources</b>	<b>610,835</b>	<b>609,502</b>	<b>614,187</b>	<b>4,685</b>	<b>(1,700)</b>
<b>Total forecast over / (under) spend</b>	<b>0</b>	<b>0</b>	<b>4,169</b>	<b>4,169</b>	<b>(1,858)</b>

3. The main changes between the 2019/20 original approved budget and the revised budget are:
  - £5.084m for the annual pay inflation award, included in the original Corporate Budgets, has now been allocated across Directorates following approval;
  - £334k from corporately held budgets to Children's Services for development of the foster care service;
  - £400k from corporately held budgets to Children's Services for Home to School Transport to support cumulative increases in inflation requirements to reduce vehicle emissions and changes in the national minimum wage;
  - £254k from corporately held budgets to Children's Services to cover the increase in the average weekly cost of foster care placements by 7%;
  - £2.7m budget transfer from Children's Services to Neighbourhoods and Highways for the movement of Youth Services between Directorates;

- £0.983m Decriminalised Parking Enforcement and Bus Lane income budget moved from Neighbourhoods and Highways to Corporate Services following a transfer of the service;
  - £355k allocated from corporate budgets to Neighbourhoods for Waste Management inflation pressures;
  - £279k Winter Pressures grant transferred from Adults Social Care to Homelessness - originally all the grant was held against Adult Social Care prior to allocations being finalised; and
  - £102k Domestic Violence budget transfer from Adult Social Care to Neighbourhoods.
4. All variances detailed within the report are measured against the revised budget.
5. The paragraphs that follow outline the main reasons for the projected variation to budget.

### **Corporate Costs and Resources**

#### **Corporate Budgets and Available Resources (£1.290m underspend)**

6. The net spend associated with corporate costs is £1.290m less than budget. This is mainly due to a reduction in the number of people in receipt of historic pensions resulting in an underspend of £0.65m, fortuitous income of £0.524m of which £496k is due to additional rental income from car parking and £28k due to additional events income from Manchester Central relating to 2018/19, and £116k underspend due to a lower than expected Carbon Reduction Charge in 2018/19.

### **Business Rates and Council Tax**

7. The Council is responsible for the collection of local taxes (Council Tax and Business Rates). At the end of October 2019, 56.95% of Council Tax had been collected. This is 0.18% behind the position at the end of October 2018. However, it is too early to predict what the final Council Tax collection rate will be for 2019/20.
8. Business Rates collection is 62.7% at the end of October 2019, in line with the position last year. However, the continued volatility in the position for appeals and buildings moving on or off the rating list means that it remains very difficult to predict an accurate final position.
9. It should be noted that the budgeted income to be included in 2019/20 for these areas is fixed through the Collection Fund. Any variances will therefore not impact until future years.

### **Children's Services and Education (£2.560m overspend)**

10. The forecast outturn to the end of October is an overspend of £2.560m (2.1%) against a net budget of £119.832m. The overspend has increased by £490k

since the last report to the Executive. The Children's Services and Education position reflects that, in total, there are net savings of £2.654m of which £2.216m (84%) is projected to be achieved and £0.438m (16%) is at significant risk and reported as an overspend.

11. Overall Children's Services are achieving the strategy to reduce demand for high cost external placements, but the overall overspend is predominantly driven by an increase in the complexity of need. The Strategic Director of Children's Services and Education continues to chair a multi-agency review panel of all external residential placements. Work is ongoing to develop the commissioning strategy and shape the market to meet the need in the most cost effective way, this includes:
  - Understanding of residential cohort used to drive commissioning decisions;
  - Building relationships with existing and new providers, sharing insights as to the type of support Manchester is looking for; and
  - Integrated commissioning arrangements with Manchester Health and Care Commissioning (MHCC) and Education partners.
12. The major variances and movements since last reported to the Executive are as follows:
13. Residential placements are projected to overspend by £1.382m due to external residential placements being 11 (12.5%) above the number originally budgeted. This position has improved by £110k since August. As previously reported the position includes £3.4m of funding from MHCC towards the costs of the residential placements.
14. Foster care has a projected underspend of £0.987m, this underspend has reduced by £190k since August. At the end of October 2019 external fostering placement numbers were 422, which is 10 placements lower than budget. Internal Foster Care and Temporary Approved Connected placements are 466 at end of October 2019 compared to budgeted placements of 465.
15. The service has performed well in the discharge from care or avoidance of children coming into care through increasing the use of permanent Special Guardianship Orders, Child Arrangement Orders and Adoption Allowances where deemed appropriate, with numbers increasing by 16 to 597 since August 2019. This is leading to spend which is £367k higher than budgeted for. A reduction of £45k since August.
16. The recharge for Children's Legal Services has a projected overspend of £0.9m which is an increase of £294k since August. Children's Services and the Corporate Legal Service are working to address this position. The overspend is due to:
  - Increased use of external legal services due to staff turnover driven by Manchester pay for solicitors not currently being competitive
  - Children's Services demand volume for legal services
  - Greater complexity of cases leading to more use of external legal advocates/barristers and subject 'experts'

- In part the court culture and inexperience in social work teams.
17. The Leaving Care service has a projected overspend is £0.678m which has increased by £143k since August, it relates to:
- Supported accommodation placements overspend of £205k. Despite placements being more cost effective and better quality provision, the number of placements has continued to increase. Work continues with Strategic Housing to increase the range and choice of provision for care leavers that is both suitable and achieves value for money; whilst enabling young people to successfully live independently.
  - Staying Put and Supported Lodgings overspend of £131k due to an increased number of placements.
  - Leaving Care allowances overspend of £342k, this area has increased by 35% following the extension of support up to the age of 25 for all care leavers through the Children and Social Work Act last year.
18. Home to School Transport and Travel is projected to overspend by £208k relating to the cost of transport for children with Special Education Needs and Disabilities (SEND), £74k higher than August, due to an increase in the number of routes. This reflects that savings of £0.577m have been delivered against a target of £0.733m to reduce the budget pressure from 2018/19.
19. Other budgets which include support to families for accommodation, essential living, assessments, translations and birth certificates are projected to be £269k overspent, there has been a £124k adverse movement since August. The Regional Adoption Agency management fee is projected to be overspent by £95k as a result of increased activity. No Recourse to Public Funds (NRPF) is underspent by £475k based on current levels of activity. The position with this budget is affected by the number of families presenting with NRPF and the time it takes for the Home Office to resolve their immigration status.
20. Unaccompanied Asylum Seeking Children (UASC) is overspent by £303k. At the end of October there were:
- 169 UASC and UASC Care Leaver placements (111 under aged 18 and 58 aged 18 and over)
  - 37 UASC care leavers receiving maintenance payments and, or educational support. Home Office grant is claimed for UASC, however it does not fully meet the costs of support. Nationally there has been a rise in asylum claims, particularly in the North West which has seen an acute rise.
21. Education Services including Short Breaks and Education Psychology £52k overspend and relates to:
- Education Psychology overspend is projected at £249k, this overspend has reduced by £100k since August. Education Health and Care Plans (EHCPs) for children and young people aged up to 25 years were introduced on 1 September 2014 as part of the Special Educational

Needs and Disability (SEND) provisions in the Children and Families Act 2014. In Manchester schools there are a total of 2,895 EHCPs which is a 23% increase over the last three years. The Council is receiving more requests for EHCPs for young people aged 20 to 25 years. Education Psychology assessments inform the EHCP plans and as a result of the additional EHCP demand and the statutory requirement to complete the EHCP process in six weeks, the current commission for Education Psychologists has had to increase.

- Short Breaks is overspent by £132k, this relates to a 15% increase on specialist short breaks (day care, overnight stays or longer stays) being made to carers and young people. Local authorities are required, as part of the range of services they provide to families, to provide carers with breaks from caring for disabled children. The service is currently undertaking a service review and looking at ways it can absorb the increase.
  - Strategy Leads, Senior Leadership Team and Quality Assurance is underspent by £329k mainly due to vacancies and the utilisation of De-delegated Education Services Grant (Dedicated Schools Grant) and School Improvement Grant.
22. Children's social care workforce budgets are projected to underspend by £231k, this underspend has reduced by £202k since August. The major variances are:
- Localities, Permanence and Emergency Duty Service underspend of £429k due to existing vacancies;
  - Fostering Service is underspent by £70k due to vacancies.
  - Families First service and Supervised Contact overspend of £307k, arising from the use of agency staff to meet out of hours service requirements, which is currently under review; and
23. Dedicated Schools Grant (DSG) in 2019/20 totals £530m, of which £212.5m is top sliced by the Department for Education to pay for academy school budgets. At this stage it is expected that the DSG will overspend by £3.455m due to costs charged to the high needs block. This part of the grant supports children with special education needs and special school places. The overspend has increased by £1.219m since August due to the increased number of out of city placements.
24. There are also DSG pressures in educational, health and care plans (EHCPs) and post 16 years old Education. The recent Spending Round announced £0.7bn additional funding for high needs nationally. The Council's provisional school funding settlement for 2020/21 indicates that an additional £11.31m will be available in the part of the grant which supports children and young people with high level of need. Based on the expected growth in demand for special school places and education, health and care plans it is expected that the current years overspend can be set against next year's grant.

### Adult Services (£6.791m overspend)

25. The Adult Social Care (ASC) and Population Health (PH) budget for 2019/20 is £197.908m of which £193.4m is part of the £1.186bn Manchester Health and Care Commissioning (MHCC) Pooled Budget. The full year effect of the position to the end of October, based on revised assumptions on the delivery of savings, is an overspend of £6.791m (3.5%) which is a decrease of £62k on the position last reported to Executive. The position is broken down as:
- £6.849m overspend relating to spend against the Manchester Health and Care Commissioning (MHCC) Pooled Budget for Adult Social Care (ASC); and
  - £58k underspend for other ASC areas out of scope for the MHCC Pooled budget.
26. The overspend on the MHCC Pooled Budget relates to the following areas (further detail provided in later in the report):
- In-house Learning Disability Supported Accommodation overspend of £3.4m from ongoing and rising needs for care and support;
  - Savings at risk of non-delivery of £4.1m against target of £7.9m Whilst progress has been made over the last few months with the implementation of new care models, there remains risk with the delivery of full savings in 2019/20 due to demand pressures across the health and care system;
  - Other budget variations totalling a net underspend of £0.7m.
27. The 2019/20 ASC budget included demographic funding for in-year demand growth of £2.404m. The position reported to end of October reflects application of £1.761m of demography funding leaving a balance of £0.643m for further growth between November 2019 and March 2020. The majority of the increase in need relates to Learning Disability and Mental Health services.
28. The 2019/20 budget included £4.258m to reflect the cost of the national living wage in the annual fee increase to care providers which was applied earlier in the financial year and a further £2.536m for other inflationary pressures. There remains £1.096m as at the end of October which will be applied over the next few weeks to further support the sustainability and stability of the Manchester care market.
29. Manchester's Adult Social Care Improvement Programme is driving significant change and longer term sustainability through investment in workforce, a shift of focus to 'our people in place' via the mobilisation of Integrated Neighbourhood Teams (INTs) and transformation to new ways of working underpinned by 'our culture' and the Our Manchester strategy. Significant investment has been made within the programme to deliver safe, effective and sustainable services that take a 'strengths based' approach to assessment and care and support planning. Mobilised INTs are beginning to realise tangible outcomes relating to joint visits with improved communication between health and social care (i.e. district nurses, social workers, GPs, care

navigators, community mental health teams), streamlined referral processes and multi-agency meetings.

30. The programme will also transform how services are delivered at our 'Front Door' by supporting integrated responses, access to a wider range of system informatics and linking our people to innovation in care and support through a mainstreamed Technology Enabled Care offer. Our Homecare market has been re-procured and is being mobilised to integrate at place level with INTs and to better collaborate in care and support to enable better outcomes. Investment has been made in new and existing care models for example, the expansion of the Reablement Service to reach more people and to better support timely hospital discharge pressures alongside the development of a new Complex Reablement Service to support people who require a specialised, longer term approach to enablement. Plans around housing support options continue to mature with new capacity of Extra Care accommodation planned from 2020/21. These housing options create longer term sustainable responses to care and support, reduce pressures and cost in the system and improve personal choice and independence.
31. The position reflects full spend by 31 March 2020 of the ASC Winter Pressures grant of £2.667m and part year funding for the ASC Improvement Plan of £0.797m. The recent Spending Round confirmed additional grant funding in 2019/20 for Better Care Fund to support adult social care, expected to be £0.896m which will be paid to Manchester Clinical Commissioning Group (CCG). Of this £483k has been committed as Manchester City Council's contribution (33%) towards the cost of additional capacity to alleviate current system pressures, principally, at Manchester Royal Infirmary. The remaining £413k has been applied to support the demand on the Homecare budget.
32. Through the partnership arrangements with MHCC for the health and care pooled budget, measures to manage spending pressures will be considered including taking into account funding available to support system resilience.
33. The major variances are as follows:
34. In-house Learning Disability Supported Accommodation (LDSA). The most significant pressure for ASC services, which are part of Manchester Local Care Organisation (MLCO), is on the in-house LDSA budget in relation to workforce spend. The projected overspend for the service as at October is £3.441m. Individual support plans have changed due to ongoing and rising need and demand for care and support. The service has taken action to put in place a dedicated team of social workers to assess needs and develop improved rota management practice. MHCC has committed to assess the impact of people meeting the continuing health care eligibility. For 2019/20 the forecast does not reflect any additional CHC income until the assessments have taken place.
35. It is estimated that there will be transitional costs of moving supported accommodation residents to the new build accommodation between October 2019 and July 2020, which is currently estimated at £300k. This will be funded

from the Adult Social Care reserve with any ongoing additional costs to be met from within the service budget.

36. In addition to the above there are further overspends for services within the MLCO as follows:
- Community alarm overspend of £156k due to a decrease in the number of people able to contribute towards the monitoring and response service.
  - Shared lives budget overspend of £352k due to an increase in the number of carers and therefore people being able to have their care needs met through a shared lives offer. This service delivers better outcomes and is more cost effective than external placements. The expansion of the service will deliver savings to the wider learning disability budget and is a model being replicated across Greater Manchester.
  - Short Breaks overspend of £0.536m due to increase in demand.
37. The underspends in the MLCO services are as follows:
- Reablement £394k underspend. The vacancy assumption in the reported position is for a phased scaling up of resources in line with delivery of new care models;
  - Cash personal budgets underspend of £339k due to lower than predicted demand and a dedicated piece of work to recover unspent monies.
  - Day Centres of £258k are largely due to delays in recruitment; and
  - Staffing budgets for social workers of £286k due it taking longer than anticipated to fill the posts.
38. Residential and nursing has a projected overspend of £283k, a small decrease of £13k since the last report. The budget includes savings of £1.084m, which equates to a reduction of 49 placements across the year, resulting from the impact of new care models. Residential and nursing placements show a net decrease of 21 compared to March 2019.
39. Homecare budget overspend of £1.706m which is a decrease in the overspend of £54k since August. Progress has been made over the last few months with the new Homecare contracts, expansion of Reablement, roll-out of training for Strengths Based Support planning and introduction of Technology Enabled Care. There has been a reduction in the growth of Homecare hours from on average c10% per annum over the period 2015-2018 to growth of 3% over the first nine months of 2019. It is anticipated that the new schemes which are now mobilised will have a positive impact on reducing demand for Homecare. However, the new models of care are still being embedded into the MLCO Integrated Neighbourhood Teams (INTs) care pathways and with the current pressure in the system, in particular in the hospitals, it is concluded that it would be high risk to project substantial savings in Homecare costs over the remaining months of the year which include the winter period.



40. A review of the deliverability of target savings of £4.7m from Homecare has taken place. The expected delivery of savings in 2019/20 is projected to be £1.996m which is an increase in savings delivery of £59k since the last report. There is £2.704m no longer forecast for delivery this year. Due to the recruitment delays in Reablement, £1m of investment funding agreed as part of the 2019/20 budget has been applied to mitigate the homecare pressure in 2019/20 which is reflected in the forecast. Funding of £413k from the CCG from its increased Better Care Fund allocation for adult social care has been applied to mitigate the demand on the Homecare budget.
41. Commissioned services for people with a Learning Disability has a projected overspend of £0.504m which is small decrease of £15k since the last report. There has been a net increase of 41 clients since the start of the year with a cost of £1.416m. The reported position reflects a request to draw down demography funding. Savings of £0.650m were agreed as part of the budget process. To date £461k of savings have been achieved against high cost placements. Whilst the Shared Lives expansion has been mobilised this is mitigating growth in demand rather than delivering spending reductions.
42. Services for people with Mental Health needs has a projected overspend of £420k, which is an increase of £207k from the last report. Since March 2019 Mental Health placement numbers have reduced by nine for those over 65 years old and increased by six for those under 65. Review of the mental health packages will continue with a view to stepping down care where it is appropriate and where there is an available suitable provision.
43. Other variations include pressures on externally commissioned supported accommodation placements of £464k due to increasing demand.
44. Commissioning and corporate budgets has a projected overspend of £0.524m. This is largely as a result of a delay in identification of contract savings of £0.5m.
45. Carers budgets have a projected underspend of £259k based on levels of spend to date and when compared to spending patterns from 2018/19.

#### **Homelessness / Welfare reforms (breakeven)**

46. The position reported is a projected break-even against a net budget of £13.938m. Whilst the position is projected to break-even there are risks from continuing rising demand, new initiatives and service developments funded from non-recurrent resources. The breakeven position is being managed through ensuring that the Housing Benefit income that the Council can claim is maximised, and the use of non-recurrent external funding and additional Council budget for 2019/20. Presentations for Quarter 2 of 2019/20 were 2,525, the highest recorded in any quarter and 27% higher than at this stage in 2018/19.
47. A new team has been implemented at the front door for Section 21 presentations (ie no fault evictions order). The team provides support to delay

the use of temporary accommodation and move people in a managed way. They have worked with 751 cases since mid January 2019, preventing 459 cases, 393 of which had an invalid Section 21 notice and a further 66 were prevented following contact with the landlord. This delay allows more time to work with the family or individual to avoid eviction. Where there is a need for temporary accommodation the aim is to move people directly from their current property into dispersed accommodation, avoiding the use of Bed and Breakfast.

48. The 2019/20 budget included £0.5m of investment into the Inspections Team for Dispersed Accommodation and Floating Support Welfare Contact Officers. This will ensure there is sufficient capacity to make certain that properties are up to standard, with 734 properties inspected between July and October. The Welfare Contact Officers will ensure oversight and service safeguarding is maintained for all households, whilst unallocated, to a specific Support Worker. In addition to this, the role will oversee escalation of property issues, chasing progress on repairs and supporting residents with move on.
49. The 2019/20 budget also included £0.8m of funding for a new homelessness prevention service which will support those households identified early on as being at risk of homelessness. The intention is to pilot this in two areas of the city, linking in with Early Help, education, health, and other locality based services, and providing a multi-agency/multi-modal prevention response to those households identified as being at risk of homelessness before they hit crisis point.
50. Adult Social Care Winter pressures grant of £279k was allocated and approved as part of the 2019/20 budget setting process to support Homelessness. This is funding eight posts on a permanent basis and includes linking a Homelessness Support Worker to each of the three hospitals as well as Mental Health provision. In addition the funding has provided additional Private Rented Sector staffing to ensure that people are discharged from hospital with a permanent accommodation offer.
51. Funding of £1.438m from Greater Manchester Combined Authority (GMCA) for the 'A Bed Every Night' commitment for 2019/20 has been confirmed which will provide the equivalent of 42,732 bed nights from October 2019.
52. The significant budget variations and risks are shown in the following paragraphs.
53. Temporary Dispersed Accommodation overspend of £226k. Temporary Dispersed Accommodation is where the Council sources temporary accommodation for families who are homeless through the private rented sector. Following a significant increase since 2014, the number of families in temporary accommodation has continued to rise this year from 1,433 in December 2018 to 1,597 in October 2019.
54. The forecast full year gross spend on current dispersed temporary accommodation for 2019/20 is £14.373m, of which it is estimated £9.860m

can be claimed through Housing Benefit. The Council incurs a shortfall of c£88 per week for each unit of temporary accommodation because Local Authorities are not able to access funding from the Department of Work and Pensions for the full cost of accommodation and are limited to the housing benefit rates as at 2011. As the Council is unable to claim the full housing benefit to cover the cost of temporary accommodation this will result in an estimated net cost to the Council of £4.513m. This cost will be met from additional Council budget in 2019/20 of £2.186m and Flexible Housing Support Grant of £2.101m leading to a balance remaining which is the reported overspend of £226k.

55. There is a risk that despite significant additional investment in prevention the number of presentations in Manchester will continue to rise. If numbers continue to rise based on recent trends then the gross cost would increase by £250k in 2019/20, which would be met from further housing benefit subsidy. Work is ongoing with Registered Providers to pilot an approach to maximise eligible housing benefit which should reduce the subsidy loss for the Council. This is not expected to be in place until 2020/21.
56. Unsupported temporary accommodation (known as Bed and Breakfast) is expected to overspend by £117k based on current numbers continuing for the remainder of the financial year. The use of Bed and Breakfast (B&B) accommodation during October averaged 161 single people and 81 families per night.
57. Homelessness workforce budgets have an underspend of £343k due to vacancies. The service are working on establishing a permanent structure to considerably reduce the number of temporary posts which will then assist with recruitment and retention.
58. The financial position reflects the following non-recurrent funding allocations:
  - Prevention and Flexible Homeless Support Grant of £1.005m, (allocated from The Ministry of Housing, Communities and Local Government (MHCLG)) is to be utilised to prioritise prevention activity, carry out homelessness activities in line with the principles of the Homelessness Reduction Act and reduce or eliminate the use of emergency Bed and Breakfast accommodation, particularly for periods over 6 weeks.
  - Rough Sleeper Initiative (RSI) funding of £0.5m for a number of different initiatives and services that work together as an RSI Partnership, with the objective of preventing people from rough sleeping and finding accommodation for people already rough sleeping;
  - MHCLG funding for Rapid Rehousing Pathway programme of £215k. Additional staff attached to the Council's Outreach Team will develop relationships and help people who sleep rough to access appropriate local services, get off the streets and into settled accommodation;
  - Private Rented Sector (PRS) Access Bid of £401k to increase the existing PRS offer to landlords including assistance for deposit and bonds; and

- New burdens funding of £390k is being utilised to provide capacity to reduce demand resulting from the Homelessness Reduction Act.

59. The Council is reviewing all short term funding streams and the longer term position as part of the 2020/21 budget process.

### **Corporate Core (£2.306m underspend)**

60. The £2.306m net underspend is made up of £2.631m underspend in Corporate Services offset by £325k overspend in Chief Executives.
61. Chief Executives are projecting an overspend of £325k, which has reduced by £385k since the last report to the Executive.
62. The overspend of £325k is made up of £490k increased Coroners costs due to the increased number and complexity of cases; a £250k overspend in elections due to the higher than forecast cost of running three elections this year; £30k underspend on Registrars due to overachievement of income; £250k underspend due to vacant posts in Legal Services and £135k over achievement of income from the purchase of annual leave.
63. Corporate Services has a projected underspend of £2.631m, this is an increase of £0.670m since the last report and this is largely due to further staff savings across the service.
64. Work is currently ongoing on the Our Transformation programme which includes how functions work better across the Core. This has enabled teams to identify a number of vacancies that can be deleted from structures and contribute to the savings target. Budgets are generally set at the top of grade and, therefore, there are also savings that have been identified through staff not being at the top of the grade. This is in addition to the savings achieved through natural turnover.
65. The £2.631m underspend is made up primarily of staff savings of £2.116m, this is due to a combination of £1.5m savings because of vacant posts and £0.6m due to posts not being at the top of the grade. A detailed piece of work has now been undertaken to review all staffing budgets in advance of the 2020/21 budgets and proposals will be made to adjust the basis of future budgets and realign these in order to meet ongoing pressures.
66. There is also £420k underspend in ICT due to a lower forecast spend against resources allocated to fund projects; £100k additional income in Capital Programmes; a £30k underspend on Corporate items due to a reduced audit fee and a £35k overspend in the Shared Service Centre due to reduced income and on overspend on running costs.
67. At the last report to Executive there was a £216k overspend due to the part year implementation of some of the cross cutting savings, these have now been achieved, or mitigated, from within the Corporate Core.

### **Neighbourhoods and Highways Directorate (£1.586m underspend)**

68. Neighbourhoods and Highways are forecasting an underspend of £1.586m, this is £0.6m higher than the previous report to Executive. The forecast £1.586m underspend is made up of underspends in Neighbourhood Services of £329k and Highways Services of £1.257m.
69. Neighbourhoods Services has a projected underspend of £0.988m on Community Safety and Compliance, City Centre Management, Licensing and the Out of Hours Team mainly due to employee underspends resulting from pay budgets are set at the top of payscale levels which are above the current actual salary costs (as people move through the grade range), turnover, and vacancies arising from new roles being created. Recruitment to these posts is ongoing and up to 34 posts are scheduled to be filled this financial year.
70. This is partly offset by £0.659m lower than forecast income in Manchester Markets primarily due to the decline in tenants at New Smithfield Market, the Sunday Market Car Boot Sale and Wythenshawe Market.
71. The Highways Service has a projected underspend of £1.257m this is due to higher than forecast income, and is made up of increased commercial income for works on minor schemes £0.736m, additional fee income from the capital programme £306k and increased pay and display car parking fees £215k.

### **Growth and Development (breakeven)**

72. The Directorate is forecasting to breakeven as at the end of October, this is a small adverse movement of £51k since the last report to Executive. The movement is mainly due to higher than forecast costs of utilities and repairs and maintenance on the operational property.
73. The Directorate is forecasting overspends in Operational Property (£276k) due to a combination of increased utility and repairs and maintenance costs and reduced rental income from the operational estate, and City Centre Regeneration (£94k) due to reduced project income.
74. These are offset by underspends on the investment estate due to £132k higher than forecast airport income, staffing savings of £82k on Housing and Residential, £99k on Planning and Building control, £50k on Facilities Management and £7k on Work and Skills, mainly due to staff vacancies.
75. Although the investment estate is currently forecasting an underspend, the rental income forecast is based on a number of assumptions. Officers are continuing to work with third parties in order to obtain the necessary information and firm up the current assumptions.

### **Housing Revenue Account (£7.477m underspend)**

76. The Housing Revenue Account (HRA) is forecasting a £7.477m favourable variance, which is favourable movement of £4.39m since last reported to the

Executive. The main reason for the increased variance is due to a reduced call on resources to fund the current year capital spend. This is because large parts of the improvement works within the capital programme relate to sprinkler installations and have been put on hold whilst fire risk assessments have been completed. Any resulting works will be undertaken as priority works.

77. The total underspend is made up of a reduced revenue contribution to capital projects totalling £6.159m and a £1.575m underspend on Private Finance Initiative (PFI) costs as a result of rescheduling the planned capital investment, with works slipping into 2020/21. These are offset by a number of small overspends totalling £257k.
78. The HRA is a ringfenced account and any in year surplus/deficit has to be transferred to or from the HRA reserve. The approved 2019/20 HRA budget included a £7.435m draw down from the HRA reserves, but due to the slippage in both the PFI expenditure and planned capital expenditure it is now forecast that £42k will be transferred to reserves. This would leave a balance of £68.905m in the HRA General Reserve at year end.

### **Budgets to be Allocated and Contingency**

79. In line with the 2019/20 budget report to Executive in February 2019 the budgets for inflationary pressures, contingency and specific items set aside are allocated on the assessment of individual business cases, approved by the Executive Member for Finance and Human Resources and the Deputy Chief Executive and City Treasurer. The following allocations are recommended for approval:
- Price increase for Pathology Testing (post mortem examination fees) of £71k in 2019/20 and £150k from 2020/21. Postmortem fees were set at £96.80 for a number of years and the Manchester City Pathologist fees have now increased to £200.00 per examination.
  - £0.5m from corporate budgets (waste contingency) to be allocated to Neighbourhoods Directorate to reflect an adjustment to the waste income target, following a decrease in the amount of Trade Waste being disposed of by Biffa.
  - £250k from corporate budgets (waste contingency) to be allocated to Neighbourhoods Directorate to reflect savings made on the waste levy following an initiative to increase recycling rates from the Apartments.
  - £368k from Budgets to be Allocated, initially earmarked for increases to the Climate Change Levy rate. The additional levy costs have been absorbed within electricity budgets therefore this budget is no longer required and is being redirected to the cross cutting commissioning savings target. Work will continue to identify commissioning savings which will fall directly to the respective Service areas.
  - £183k from Contingency to fund dilapidation works for Early Years centres. This will allow the Council to undertake a 'condition survey' of all Manchester owned day-care buildings.

- The costs of provisions for school meals has been subject to a higher than inflationary increase of c4%. A budget increase of £100k has been allocated from the inflation provision to cover this cost and help ensure any increase in school meal prices are minimised.

### **Transfer from Reserves**

80. A drawdown requests for the following reserves have been submitted:

- Highway line marking - £100k in 2019/20 and £100k in 2020/21 from the on-street parking reserve to refresh approximately 6.5km of line markings on key routes across the city to reduce the risk of road traffic accidents.

### **Virements**

81. The following virements are proposed for a revised 2019/20 budget and require Executive and Council approval:

82. The Highways Service has undertaken a comprehensive restructure that will ensure that the Council can best meet the needs of residents and businesses. As such two virements are requested:

- £343k from non pay to pay within the Highways Service to maintain Highway structures to allow patching and drainage work to be more programmed than reactive and to improve overall co-ordination, planning and resourcing; and
- £303k from non pay to pay within the Highways Service to help manage and co-ordinate an increasing number of highways schemes, development works and utility work. This will be utilised by the service to recruit a small number of additional Network Co-ordination Officers.

### **Grants allocated to Manchester City Council in year**

83. Notifications have now been received in relation to specific external grants. These allocations were not confirmed at the time of the 2019/20 budget setting process and therefore have now been considered through the in-year Revenue Gateway process. These include:

- £325k from NHS England. NHS England recognise the importance that social care plays in the discharge of residents from hospitals into community settings. NHS Digital have made £4.8m available to Local Authorities to develop social care systems to support in this regard. The Manchester consortium has been awarded £325k to develop Adult Social Care systems to receive notifications from hospitals, which will support the discharge of patients and overcome some of the challenges associated with delayed transfer of care.

### **Savings 2019/20**

84. The 2019/20 budget process identified £14.799m of savings and budget reductions to be delivered in 2019/20.
85. The report sets out the assessment of risk against approved saving for 2019/20. The key areas of concern are those savings targets that have been rated as high risk or 'red'. All red rated savings are reflected as overspends in the Directorate's forecast position. These are shown in the table below.

	Green	Amber	Red	Total	Non recurrent / Investment	Net Total as per MTFP
	£000	£000	£000	£000	£000	£000
Children's Services	876	1,340	438	<b>2,654</b>	392	3,046
Adults and Social Care	1,016	2,788	4,104	<b>7,908</b>	(5,915)	1,993
Homelessness	0	323	117	<b>440</b>	0	440
Corporate Core	3,349	0	0	<b>3,349</b>	0	3,349
Neighbourhoods	4,951	0	0	<b>4,951</b>	0	4,951
Growth and Development	1,020	0	0	<b>1,020</b>	0	1,020
<b>Total Budget Savings</b>	<b>11,212</b>	<b>4,451</b>	<b>4,659</b>	<b>20,322</b>	<b>(5,523)</b>	<b>14,799</b>

86. Delivery of amber and red savings will continue to be tracked and reported, and mitigations identified, where possible, to address the 2019/20 financial pressures. The red rated savings are detailed below.

### Children's Services

- Leaving Care £205k (66%) due to placements being higher than budgeted. If placements remain at current levels the saving will be achieved in full next year.
- Adoption Allowances £77k (53%), placements are in line with budget but actual unit costs are 10% higher than budgeted. The service is reviewing all allowances in line with policy.
- Home to School Travel £156k (21%) due to activity levels continuing to run higher than last year.

### Adult Social Care

- Reablement savings risk of £1.693m (53%) as a result of delays in mobilising the expanded service due to recruitment timescales.
- Assistive Technology £0.578m (50%) due to the delay in mobilisation of the service due to lead time for procurement.
- High Impact Primary Care £153k (100%) from Residential, Homecare and Social Work. Whilst the service is delivering improved outcomes it is not yet achieving a net reduction in demand.
- Learning and Disability High Cost Placements and Shared Lives savings of £189k (29%) which is dependent on the outcome of ongoing assessments.



- Strength based support planning in Mental Health services £420k (54%) which is dependent on the outcome of ongoing reviews.
- Strengths based support planning for other Adult Social Care £198k (40%) rated as high risk. The changes to practice and training are now being rolled out but there is likely delay in full implementation.
- Homecare £373k (50%) rated high risk due to the revised timescales to implement the move to the new homecare contract.
- Contract review £0.5m (100%). Further work is being undertaken to link into other service savings to assist with delivery.

### **Homelessness**

- Bed and Breakfast £117k (27%) rated as high risk based on current numbers which have reached 242 cases (161 single people and 81 families) in October 2019.

### **Investment Priorities 2019/20**

87. In 2019/20 the Council committed to £31.863m of investment priorities. An update on these investments to the end of October is shown in Appendix 1.

### **Conclusion**

88. Overall the projected variance of spend to budget for 2019/20 is an overspend of £4.169m.
89. As set out in this report, the position reflects the latest saving achievements and progress made to mitigating pressures across service areas. However, pressures on the budgets for Children's Services and Adult Social Care will continue to be monitored and mitigations sought throughout 2019/20.
90. This report references some additional resources that can be deployed to support the position. The Council is keeping this under review through discussions with the Executive Member for Finance and Human Resources and portfolio holders to review actions taken to mitigate pressures.

### **Recommendations**

91. The recommendations appear at the front of this report.

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## Appendix 1: 2019/20 Investment Priorities

Investment Priorities	2019/20 Investment £000	2019/20 Investment to Date £000	2019/20 Full Year Committed Investment £000	Objective / Update on progress / Outcomes
<b>Children's Investment</b>				
Looked After Children	12,931	12,931	12,931	Investment enables provision of children's placements, the Regional Adoption Agency, Children's Mental Health Services (CAMHS) and other safeguarding services in 2019/20 and is fully utilised. This is further supported by funding allocations and reserves.
Early Years	500	500	500	Early Years reinvestment has been made to support the delivery of the service.
Total Children's Investment	13,431	13,431	13,431	
<b>Adult Social Care Investment</b>				
Additional capacity in Social Work, Safeguarding, the Citywide Care Homes Team, the Learning Disability service and other specialist services. Greater internal capacity for Best Interest Assessors supporting Deprivation of Liberty Safeguards	1,067	578	1,067	Recruitment to address significant challenges identified by incoming Director of Adults Social Services. Progress is positive with 82% of permanent roles recruited to, and 100% of time limited roles recruited to. For remaining roles (particularly the Best Interest Assessor roles) recruitment and interviews are ongoing so start dates expected in the next few months.
Development i.e. social work career pathway and additional team manager capacity for the in-house Learning Disability Accommodation Service	500	154	500	To aid recruitment and retention of social workers a career pathway is being developed. Proposal discussed at Improvement Board and discussion with Unions to be scheduled. Modelling of possible cost implications completed.

<b>Investment Priorities</b>	<b>2019/20 Investment £000</b>	<b>2019/20 Investment to Date £000</b>	<b>2019/20 Full Year Committed Investment £000</b>	<b>Objective / Update on progress / Outcomes</b>
Enable permanent recruitment to posts funded via ASC seasonal resilience funding	1,456	1,435	1,456	Roles identified to support work across the system in order to improve discharge from hospital. c97% of time limited roles have been recruited to.
Seasonal resilience funding for additional winter arrangements such as placement costs as agreed between partners	1,211	1,026	1,211	Smooth the pressure from increased package costs across the winter months. Additional provision to be purchased as required to ensure speedy discharge from hospital.
New Care Models	3,343	3,343	3,343	Investment in New Care Models.
Net Investment agreed during 2018/19 budget setting	3,840	3,840	3,840	Investment to meet need (part of £15m requirement over 2 years)
Total Adult Social Care Investment	11,417	10,376	11,417	
<b>Homelessness Investment</b>				
Homelessness - enhanced enforcement activity in the private rented sector	500	292	500	£0.5m investment into the Inspections Team for Dispersed Accommodation and Floating Support Welfare Contact Officers. This will ensure that there is sufficient capacity to make sure that properties are up to standard and ensure service safeguarding and oversee escalation of property issues.
Investment agreed during 2018/19 budget setting	3,840	2,240	3,840	To support prevention and temporary accommodation including Bed and Breakfast.
Demography agreed during 2018/19 budget setting	250	250	250	The Demography provision has been applied.
Total Homelessness Investment	4,590	2,782	4,590	
<b>Neighbourhoods Investment</b>				

<b>Investment Priorities</b>	<b>2019/20 Investment £000</b>	<b>2019/20 Investment to Date £000</b>	<b>2019/20 Full Year Committed Investment £000</b>	<b>Objective / Update on progress / Outcomes</b>
Neighbourhoods - Support Food Inspections	255	0	113	Increase the number of food safety inspections, allergen control checks, imported food controls at Manchester Airport and strengthen management oversight. Posts assumed to be filled November 2019 - March 2020. Recruitment will now be completed following the outcome of job re-evaluation for certain posts.
Neighbourhoods - Further action to tackle littering, fly tipping and poor business waste management	500	257	465	To tackle and ultimately reduce the increasing number of commercial and refurbishment waste being fly tipped in particular hot spots throughout the City. The volume of flytipping reports reduced again in October and remains significantly down on the previous 12 months. Appointments to posts were in July and September causing a small forecasted underspend.
Neighbourhoods - Anti Social Behaviour (ASBAT)	420	30	235	Provide additional funding for the Anti Social Behaviour (ASBAT) team to address additional number of cases of anti-social behaviour across the city, delivering prevention, intervention and support to help reduce ASBAT. The funding will be used to provide additional offices, management and support capacity across the city. New posts are now approved by HR and recruitment is anticipated to be complete by March 2020.

<b>Investment Priorities</b>	<b>2019/20 Investment £000</b>	<b>2019/20 Investment to Date £000</b>	<b>2019/20 Full Year Committed Investment £000</b>	<b>Objective / Update on progress / Outcomes</b>
Youth Funding	150	0	150	Ideas are being developed for various schemes to progress in 2019/20. From 2021 consideration is to be given to part funding the revenue costs of the Gorton youth hub. Discussions still ongoing for this year as the service is new to Neighbourhoods.
Total Neighbourhoods Investment	1,325	287	963	
<b>Corporate Core</b>				
Core - Welfare Reform support from additional Council Tax revenues	1,100	774	1,100	To support additional Discretionary Housing payments. Currently c70% of the total budget has been committed which is at a similar level to last year.
Total Corporate Core Investment	1,100	774	1,100	
<b>Total Investment</b>	<b>31,863</b>	<b>27,650</b>	<b>31,501</b>	

**Manchester City Council  
Report for Resolution**

**Report to:** The Executive – 19 December 2019

**Subject:** Proposed Disposal of Land at Former Oakwood Resource Centre, Longley Lane, Northenden

**Report of:** Strategic Director (Growth and Development)

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**Purpose of Report**

To report to Executive on the proposal to dispose of land, as shown edged red on the plan attached at Appendix 1 of this report (“the Subject Land”), to a Registered Provider, Wythenshawe Community Housing Group, for delivery of new build affordable housing for social rent.

**Recommendations**

The Executive is recommended to:

1. Approve the disposal of the Subject Land at and under value for development of affordable homes for social rent to Wythenshawe Community Housing Group
  2. Delegate authority to the Head of Development and Deputy Chief Executive and City Treasurer, in consultation with the Executive Member for Housing and Regeneration, to finalise the terms for the disposal of the Subject Land by agreement.
  3. Authorise the City Solicitor to enter into and complete all documents and agreements necessary to give effect to the recommendations and complete the disposal.
- 

**Wards Affected:** Northenden

<b>Community Strategy Spine</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The council has continued to work with partners to drive forward development schemes such as affordable housing that provide safe accommodation, stimulate economic growth and job creation.
Individual and collective self esteem – mutual respect	The well designed homes and area to be provided will improve the quality of life for local people.

A highly skilled city: world class and home grown talent sustaining the city's economic success.	The city aims to provide safe accommodation which encourages people to visit and live in the city, keeping those with the skills the city needs, keeping our home grown professionals
A progressive and equitable city: making a contribution by unlocking the potential of our communities.	Everyone will have the same opportunities and life chances no matter where they're born, including the opportunity to live in safe and affordable accommodation.
A liveable and zero carbon city: a destination of choice to live visit and work	<p>The provision of these homes will increase housing choice within the city and contribute to the availability of neighbourhoods of choice.</p> <p>The right mix of quality accommodation is needed to support growth and ensure that our growing population can live and work within the city and enjoy a good quality of life. We will work with the purchaser to design a scheme with a focus on the zero carbon agenda.</p>
A connected city: world class infrastructure and connectivity to drive growth	This approach recognises the importance a balanced housing offer plays within a well-connected city and the neighbourhoods within it. It seeks to create neighbourhoods where residents will choose to live and their housing needs and aspirations are met at an affordable level.

**Full details are in the body of the report, along with any implications for:**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

Disposal will remove all maintenance and holding cost liability, which for this site has included fly tipping and security costs.

### **Financial Consequences – Capital**

The details regarding the capital receipt for the Subject Land is detailed in Part B of this report.

### **Contact Officers**

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**Background documents (available for public inspection):**

The following document disclose important facts and these have been relied upon in preparing this report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above

Report to Executive 11 September 2019 – Delivering Manchester’s Affordable Homes to 2025

Report to Executive 12 December 2018 – Delivering Manchester’s Affordable Housing Strategy – Proposed new affordable housing policies for the Council

**Appendices:**

Appendix 1. Oakwood disposal I.D. plan

## **1.0 Background**

- 1.1 The Council Executive agreed on the 11 September 2019 proposals to delegate authority to the Deputy Chief Executive, Strategic Director – Growth and Development and Head of Development in consultation with the Executive Member for Housing and Regeneration, to agree the disposal of sites in Council ownership for the provision of affordable homes.
- 1.2 The Executive noted from the report the increased affordable homes delivery target from 5,000 to a minimum of 6,400 from April 2015 to March 2025, representing 20% (policy compliant) of the increased Residential Growth target of 32,000 new homes over the same period.
- 1.3 The above report set out that delivery of significant numbers of new affordable homes in the city is dependent on robust partnership relationships with Registered Providers, who currently have the financial and delivery capacity to deliver those homes.
- 1.4 This report sets out the proposal for disposal of the Subject Land at less than best consideration, in order to secure the best affordable housing outcome. The proposed premium represents Value for Money and the financial detail is set out in Part B of this report.
- 1.5 The proposed Wythenshawe Community Housing Group (“WCHG”) scheme would deliver 20 homes for social rent, 100% of the scheme, meeting the demand profile in the area and in line with the Councils residential design guide.
- 1.6 The proposed disposal is one of three currently being negotiated with WCHG. Other sites are located at the former Glendene children’s home in Newall Green and land at Amberley Drive also in Newall Green. Offers made for those sites are considered to represent Market Value. WCHG, in consultation with Housing & Residential Growth, have considered all three sites together when proposing the tenure mix across the three sites, so overall there is a mix of affordable homes for social rent, affordable rent and shared ownership.

## **2. The Subject Land**

- 2.1 The site is located on Longley Lane, in the Northernden ward, approximately 2.5km (1.7 miles) to the west of Wythenshawe town centre and measures approximately 1.5 acres. It comprises a single-storey former adult services building (Oakwood Community Resource Centre), together with associated car parking provision and formal garden areas. The Community Centre is no longer operational and has been declared surplus to requirements. The Council owns the freehold of the site and it has been deemed suitable for residential development.

- 2.2 In order to contribute towards the Council's affordable homes delivery target it was decided the site should be disposed of to a Registered Provider to deliver a 100% affordable scheme.
- 2.3 WCHG expressed a keen interest in acquiring the site. Officers from both the Development Team and Housing & Residential Growth have held direct discussions to dispose of the site to WCHG to deliver an acceptable scheme.
- 2.4 In the period since WCHG made an offer for the Subject Land the Council has become aware that a small adjoining site (shown edged blue on APPENDIX 1) owned by MCC and currently occupied, may become vacant in the short-medium term. If that is the case, WCHG would also be interested in acquiring this additional site with a view to delivering additional affordable homes. Therefore there is a possibility of a further disposal at less than best consideration.

### **3. Proposed Scheme**

- 3.1 WCHG has submitted indicative plans for 20 homes on the site and have consulted with officers from Housing & Residential Growth as to the proposed tenure, provisionally agreeing the scheme will provide 20 homes, each for social rent. The homes will be made up of the following house types:
- 14 x 2 bed semi-detached house @ 83sqm
  - 6 x 3 bed semi-detached house @ 96sqm
- 3.2 The scheme is yet to be submitted for planning approval, though is considered acceptable and in accordance with relevant planning policy. Any proposed disposal of the Subject Land will be subject to WCHG's ability to obtain planning permission.
- 3.3 As referred to in 2.4 above, the number of homes may increase if a disposal of the additional site is negotiated.

### **4. Valuation**

- 4.1 Based on the proposed scheme as above, WCHG has made a financial offer in the form of a premium payment to the Council to acquire the site. The details regarding the offer is in Part B of this report.
- 4.2 An external valuation was carried out based on the assumption of an implementable, planning policy compliant scheme based on 17 shared ownership homes. The valuation figure is stated in Part B of this report. WCHG later increased the density to 20 homes following consultation with Housing and Residential Growth where WCHG was asked to increase the number of homes for social rent.

### **5. Conclusion / Recommendation**

- 5.1 The Executive is requested, having regard to Part B of this report, to approve the recommendations outlined at the start of this report. The scheme will

provide 20 new affordable homes for social rent for Manchester residents and the Council will receive a premium, subject to completion of satisfactory site investigations and achieving of planning permission.

## **6. Implications for Council Policies**

### **Contributing to the Community Strategy**

#### **(a) A thriving and sustainable city**

The delivery of providing safe and improved accommodation will encourage, young people and graduates, to be attracted to apprenticeships and work placements

#### **(b) A highly skilled city**

Working families are a key target market of the new homes to be provided and this initiative will therefore help to attract and retain economically active individuals.

#### **(c) A progressive and equitable city**

The planning process of the scheme will encourage residents to get involved and influence decision making for providing safe and improved accommodation along with an improved streetscape

#### **(d) A liveable and low carbon city**

The delivery of these homes will increase housing choice within the city and contribute to the availability of neighbourhoods of choice and support growth and ensure that our population can live and work in the city and enjoy a good quality of life.

#### **(e) A connected city**

This approach recognises the importance a balanced housing offer plays within a well-connected city and the neighbourhoods within it. It seeks to create neighbourhoods where residents will choose to live and their housing needs and aspirations are met.

## **7.0 Key Policies and Considerations**

### **(a) Equal Opportunities**

The scheme will bring a substantial amount of construction activity and supply chain management across Manchester, which in turn will create and retain a number of employment, skills and training opportunities for the City's residents.

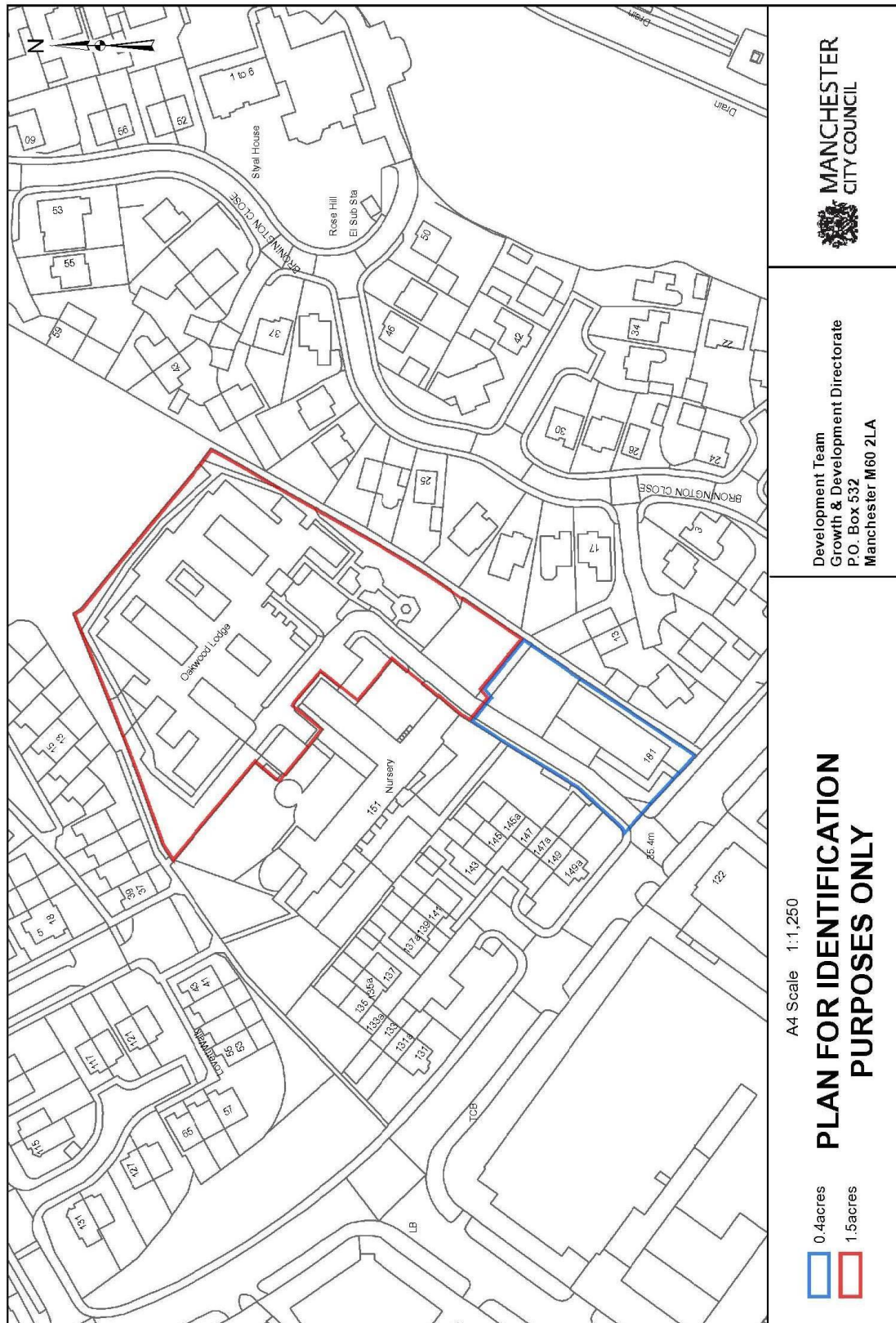
### **(b) Risk Management**

The project governance will comply with the standards set out in the Manchester Method and thereby have robust risk management processes in place

## **8. Legal Considerations**

- 8.1 In view of the fact that the disposal to WCHG - a Registered Provider (RP) – will be a sale at an under value. This amounts to the City Council providing financial assistance under sections 24 and 25 of the Local Government Act 1988 for which the consent of the Secretary of State is required unless the proposal is covered by a General Consent. The proposal comes within the provisions of General Consent A of the General Consents under section 25 of the Local Government Act 1988, 2010 as set out in Part B of this report.
- 8.2 The City Solicitor will continue to support and advise the delivery team to ensure that the necessary arrangements are put in place, which sufficiently protect the Council, and comply with all relevant legislation, regulatory and constitutional requirements.

Appendix One - Oakwood Disposal I.D. Plan



**NOTICE OF DECISIONS AGREED AT THE GREATER MANCHESTER COMBINED AUTHORITY  
HELD ON FRIDAY, 29TH NOVEMBER, 2019**

**PRESENT:**

Greater Manchester Mayor	Andy Burnham (In the Chair)
Greater Manchester Deputy Mayor	Baroness Bev Hughes
Bolton	Councillor David Greenhalgh
Manchester	Councillor Richard Leese
Oldham	Councillor Sean Fielding
Rochdale	Councillor Allen Brett
Salford	City Mayor Paul Dennett
Stockport	Councillor Elise Wilson
Tameside	Councillor Brenda Warrington
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

**IN ATTENDANCE:**

Rochdale	Councillor Janet Emsley
Rochdale	Councillor Sara Rowbotham
Tameside	Councillor Leanne Feeley
GM Transport Cttee	Councillor Roger Jones

**OFFICERS IN ATTENDANCE:**

GMCA – Chief Executive	Eamonn Boylan
GMCA - Deputy Chief Executive	Andrew Lightfoot
GMCA – Monitoring Officer	Liz Treacy
GMCA - Treasurer	Richard Paver
Bolton	Tony Oakman
Bury	Geoff Little
Manchester	Joanne Roney
Rochdale	Steve Rumbelow
Salford	Jim Taylor
Stockport	Pam Smith
Tameside	Stephen Pleasant
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
GMCA	Simon Nokes
GMCA	Julie Connor
GMCA	Sylvia Welsh
GMCA	Nicola Ward
TfGM	Simon Warburton
TfGM	Kate Brown

**1. APOLOGIES**

That apologies for absence were received and noted from Councillor David Jones and Councillor Andrea Simpson (Bury), Councillors Sue Murphy and Bev Craig (Manchester), Councillor Tom McGee (Stockport), Councillor Mark Aldred and Councillor Jenny Bullen (Wigan) and Carolyn Wilkins (Oldham).

## **2. CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS**

### **a) Fire - Bolton Cube**

1. That the GMCA record it's thanks to GM Fire & Rescue colleagues for the professionalism of the response to the fire at the Cube in Bolton.
2. That the GMCA recognised and praised the response of Bolton MBC officers, local residents, students and the business community in responding to the fire.
3. That the actions of the fire officers in implementing the learning from the Grenfell Tower tragedy be noted.
4. That the GMCA record it's thanks to the City Mayor, Paul Dennett, for the work of the High Rise Task Force in raising the profile of this issue and providing greater opportunities to respond to and lobby Central Government.
5. That the GMCA submit a joint submission to Government requesting a review of the criteria for replacing cladding and the establishment of a hardship fund to remove non-compliant cladding materials, irrespective of the height of the building, and application of legislation following the Grenfell Tower Enquiry.

### **b) 'Dippy on tour North West' – Natural History Adventure**

1. That the GMCA record its support to the National History Adventure Tour, and where possible, promote the events being held in Rochdale between the 10 February and 28 June 2020.
2. That it be noted that the GM Mayor, GM Leaders and GM Chief Executives would be invited to the official launch on 10 February 2020

## **3. DECLARATIONS OF INTEREST**

There were no interests declared.

## **4. MINUTES OF THE GMCA MEETING HELD ON 25 OCTOBER 2019**

That the minutes of the GMCA meeting held on 25 October 2019 be approved.



## **5. GM TRANSPORT COMMITTEE HELD ON 8 NOVEMBER 2019**

That the minutes of the GM Transport Committee held on 8 November 2019 be noted.

## **6. MINUTES OF THE GMCA OVERVIEW & SCRUTINY COMMITTEES HELD IN NOVEMBER 2019**

### **a) ECONOMY, BUSINESS GROWTH & SKILLS - 8 NOVEMBER 2019**

That the minutes of the Economy, Business Growth & Skills Overview & Scrutiny Committee held on 8 November 2019.

### **b) HOUSING, PLANNING & ENVIRONMENT - 14 NOVEMBER 2019**

That the minutes of the Housing, Planning & Environment Overview & Scrutiny Committee held on 14 November 2019.

### **c) CORPORATE ISSUES & REFORM - 19 NOVEMBER 2019**

That the minutes of the Corporate Issues & Reform Overview & Scrutiny Committee held on 19 November 2019.

## **7. MINUTES OF THE GMCA WASTE & RECYCLING COMMITTEE HELD ON 14 NOVEMBER 2019**

That the minutes of the GMCA Waste & Recycling Committee held on 14 November 2019 be noted.

## **8. MINUTES OF THE GM LOCAL ENTERPRISE PARTNERSHIP BOARD HELD ON 11 NOVEMBER 2019**

That the minutes of the GM Local Enterprise Partnership Board held on 11 November 2019 be noted.

## **9. GMCA APPOINTMENTS**

### **a) EXTENSION OF THE TERMS OF OFFICE OF THE INDEPENDENT MEMBER OF THE STANDARDS COMMITTEE AND INDEPENDENT PERSON FOR STANDARDS**

1. That the That the extension of the term of office of Geoff Linnell (the Independent Co-opted Member and Chair of the GMCA Standards Committee) until the date of the Annual Meeting of the GMCA in 2021 be approved.
2. That the extension of the term of office of Nicolē Jackson (the Independent Person for Standards) until the date of the Annual Meeting of the GMCA in 2021 be approved.

b) **APPOINTMENT OF ADDITIONAL INDEPENDENT MEMBERS TO THE AUDIT COMMITTEE**

That it be noted that the report on the appointment of additional Independent members to the Audit Committee would be submitted to the GMCA in January 2020 following the conclusion of the interview process.

**10. MOTION TO SUPPORT THE WORK OF REMEMBERING SREBRENICA**

1. That the GMCA pass the following motion to support the work of Remembering Srebrenica:

- That it be noted that 2019 is the twenty-fourth anniversary of the Srebrenica genocide in Bosnia and Herzegovina, which saw over 8,000 Muslim men and boys killed by Serbian nationalist forces.
- That it be noted that in 2009 the European Parliament passed a resolution that 11 July should be recognised as the day of commemoration of the Srebrenica genocide all over the EU; and in 2015 urged the development of educational and cultural programmes that promote an understanding of the causes of such atrocities and raise awareness about the need to nurture peace and to promote human rights and interreligious tolerance. All UK political parties have supported the work of Remembering Srebrenica in this regard.
- That the work of those involved in the pursuit of justice for the victims and their surviving relatives, including the International Commission of Missing People (ICMP) and the Mothers of Srebrenica, whose courage and humility in the face of unthinkable horror is an inspiration to us all be applauded.
- That the work of the charity, Remembering Srebrenica, in raising awareness of this tragic and preventable genocide and working in communities across Britain to help them learn the lessons of Srebrenica be commended.

2. That it be agreed to:

- To offer support to Remembering Srebrenica delegates from Greater Manchester who visited Bosnia on the 'Lessons from Srebrenica' education programme and have been working tirelessly in the community to raise awareness of the genocide and learn the lessons of Srebrenica.
- To support Srebrenica memorial events in July each year throughout Greater Manchester as part of the UK-wide Remembering Srebrenica Memorial Week.
- To support the work of Remembering Srebrenica in communities across Greater Manchester to learn the lessons from Srebrenica to tackle hatred and intolerance to help build a better, safer and more cohesive society for everyone.
- To support the work of schools and education providers to bring the lessons of Srebrenica to young people across Greater Manchester.

**11. GM SCHOOL READINESS PROGRAMME UPDATE**

1. That the school readiness performance update for the academic year 2018/19 be noted.
2. That the recommendation of the Reform Investment Fund Panel to allocate £250,000 from the Reform Investment Fund, as set out in paragraph 4.1, to obtain a digital platform providing universal and targeted advice and resources to parents in relation to supporting good early year's outcomes, be approved.
3. That authority be delegated to the GMCA Treasurer to obtain through an appropriate commercial arrangement the digital platform outlined in the report.

**12. METROLINK FARES AND TICKETING**

1. That the implementation of a weighted average fare increase of 2.2% in early 2020 be approved.
2. That it be agreed that a further report be submitted to the GMCA in early 2020.
3. That the introduction of an Early Bird product for Metrolink customers be approved.
4. That it be noted that the GM Mayor had requested TfGM to review the potential for the Early Bird products being made available to cash customers in addition to those using contactless cards.
5. That the introduction of a 'carnet' style Metrolink ticket be approved and that authority be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor, to agree the pricing of this product.
6. That authority be delegated to the to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor to agree the decision on the precise implementation dates of both the fare increase and the introduction of the Early Bird product and the 'carnet' style tickets.
7. That the update on the additional Police Officers present on the transport network across GM be noted.

**13. GREATER MANCHESTER ELECTRIC VEHICLE CHARGING TARIFF PROPOSAL**

1. That the comments made by the Housing, Planning & Environment Overview & Scrutiny Committee be noted, confirming that all the comments had been considered and addressed within the report, in particular:
  - Confirmed that proposals were in line with other schemes introduced in other areas across the country
  - Confirmed that the introduction of the scheme would be rolled out as planned to ensure the network was expanded and available as quickly as possible

2. That the introduction of the proposed electric vehicle charging tariff on the publicly owned GMEV charging network, subject to the development of a satisfactory Membership Scheme, be approved.
3. That authority be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor, to approve the Membership Scheme and to implement the proposed electric vehicle charging tariff.
4. That the market research undertaken and used to develop the tariff structure be noted.
5. That the potential financial impact of introducing a tariff, and the uncertainty surrounding electric vehicle charging demand be noted.
6. That it be noted that the electric vehicle charging market was a developing market, and a review of the tariff's performance may be required in response to changing demand and supply conditions.

#### **14. THE MAYOR'S CYCLING & WALKING CHALLENGE FUND**

1. That the progress on the first five tranches previously granted Programme Entry for inclusion in the MCF be noted.
2. That the sixth tranche of cycling and walking schemes be approved for Programme Entry for inclusion in the MCF.
3. That the progress made in developing a prioritised list of schemes for development and delivery through the Mayor's Challenge Fund, as the first phase of the Bee Network, be noted.
4. That it be noted that a pipeline of schemes was being develop, to strengthen further funding requests of Government.

#### **15. GM GROWTH DEAL - SALFORD BOLTON NETWORK IMPROVEMENT PROGRAMME: SALFORD DP3 - (A666/A6) AND BOLTON DP 5 (MANCHESTER ROAD GATEWAY) REQUEST FOR FULL APPROVAL AND FUNDING RELEASE**

That the Salford Bolton Network Improvement Salford Delivery Package 3 (A666/A6) and Bolton Delivery Package 5 (Manchester Road Gateway) and the associated release of funding of £3.984m from the Local Growth Deal (£3.708m and MCF (£0.276m) to enable the delivery of Salford DP 3 (A666/A6) and the Bolton DP 5 Bury Road/Crompton Way schemes be granted full approval.

**16. GM HOUSING INVESTMENT LOANS FUND - ROCHDALE RIVERSIDE PHASE 2 - MIXED USE DEVELOPMENT**

1. That the current position in relation to Rochdale Riverside Phase 2, a Mixed Use Development in Rochdale Town Centre, be noted.
2. That the request to invest up to £4m for the Rochdale Riverside Phase 2 Mixed Use Development be approved, in principle, subject to a further request for the full approval of the investment being submitted to the GMCA in due course.
3. That it be agreed that a proposal for the introduction of a pilot scheme which will measure the impact of an integrated ticketing offer for Rail and Metrolink Services in Rochdale to support Town Centre living, be submitted to the GMCA in early 2020.
4. That an update on the Town Centre Challenge be brought back to the GMCA in early 2020.

**17. GM INVESTMENT FRAMEWORK PROJECT UPDATES/GM HOUSING INVESTMENT LOANS FUND**

1. That the funding applications for Swim Sports Company Limited (loan facility of £500,000), Salford Evolution (loan facility of £5,800,000), Intechnica Limited (convertible loan of £150,000) and Erlson Precision Holdings Limited (loan facility of £700,000) be approved and progressed to due diligence.
2. That authority be delegated to the GMCA Treasurer and Monitoring Officer to review the due diligence information in respect of the companies, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the transactions, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the investments.
3. That authority be delegated to the Chief Executive Officer, GMCA & TfGM and GMCA Treasurer, in consultation with the relevant Portfolio Leads for the period 30 November 2019 to 30 January 2020 to approve funding from the GM Investment Framework and GM Housing Investment Loans Fund. Recommendations approved under the delegation will be subject to the usual due diligence processes and will be reported to the GMCA at the next available meeting.
4. That any future loans made through the Housing Investment Loans Fund would be subject to the Company having signed up to the Good Employment Charter (once it is approved).
5. That it be noted that the membership criteria of Good Employer Charter was still under development, however as a point of principle discussions should have been held with the applicants and that the GM Mayor would confirm whether discussions had been held with Swim Sports Company Limited, Salford Evolution, Intechnica Limited and Erlson Precision Holdings.

**18. 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.

**19. GM INVESTMENT FRAMEWORK AND CONDITIONAL PROJECT APPROVAL**

That the report be noted.

A link to the full agenda and papers can be found here:

<https://democracy.greatermanchester-ca.gov.uk/ieListDocuments.aspx?CId=136&MId=266&Ver=4>

This decision notice was issued **2 December 2019** on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU. The deadline for call in of the attached decisions is 4.00pm on **7 December 2019**.

**Call-In Process**

In accordance with the scrutiny procedure rules, these decisions would come into effect five days after the publication of this notice unless before that time any three members of the relevant Overview and Scrutiny Committee decides to call-in a decision.

Members must give notice in writing to the Chief Executive that they wish to call-in a decision, stating their reason(s) why the decision should be scrutinised. The period between the publication of this decision notice and the time a decision may be implemented is the 'call-in' period.

Decisions which have already been considered by an Overview and Scrutiny Committee, and where the GMCA's decision agrees with the views of the Overview and Scrutiny Committee may not be called in.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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