

## **GREATER MANCHESTER HOUSING PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY**

**DATE:** Thursday, 11th November, 2021

**TIME:** 10.30 am – 12.30 pm

**VENUE:** The Tootal Buildings - Broadhurst House , 1st Floor,  
56 Oxford Street, Manchester, M1 6EU

### **AGENDA**

**NOTE : THE COMMITTEE WILL OBSERVE A TWO-MINUTE SILENCE AT 11 AM TO REMEMBER THOSE WHO LOST THEIR LIVES IN CONFLICT.**

- 1. APOLOGIES**
- 2. CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**
- 3. DECLARATIONS OF INTEREST**

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

- 4. THE MINUTES OF THE MEETING HELD ON 07 OCTOBER 2021**

To consider the approval of the minutes of the meeting held on 07 October 2021.

- 5. GM RETROFIT ACTION PLAN 2021 - 2024**

Report of Mark Atherton, Director Environment, GMCA.

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<b>BURY</b>	<b>OLDHAM</b>	<b>SALFORD</b>	<b>TAMESIDE</b>	<b>WIGAN</b>

**6. GREATER MANCHESTER STRATEGY REFRESH**

Report of Andy Burnham, Mayor of Greater Manchester, GMCA.  
Presented by Simon Nokes, Executive Director of Policy & Strategy, GMCA.

**7. WORK PROGRAMME 2020/2021**

To consider the work programme for 2020/21.

**8. DATES AND TIMES OF FUTURE MEETINGS**

- Thursday 9 December 2021; 10:30 am - 12:30 pm
- Thursday 13 January 2022; 10:30 am - 12:30 pm
- Thursday 3 February 2022; 10:30 am - 12:30 pm
- Thursday 10 March 2022; 10:30 am - 12:30 pm

For copies of papers and further information on this meeting please refer to the website [www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk). Alternatively, contact the following

Governance & Scrutiny Officer: Ninoshka Martins

✉ [ninoshka.martins@greatermanchester-ca.gov.uk](mailto:ninoshka.martins@greatermanchester-ca.gov.uk)

This agenda was issued on 03.11.21 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

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

Name and Date of Committee.....

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

Please see overleaf for a quick guide to declaring interests at GMCA meetings.

## Quick Guide to Declaring Interests at GMCA Meetings

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

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

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

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

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

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

**Failure to disclose this information is a criminal offence**

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

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

**Step Two: Determining if your interest is prejudicial**

A personal interest becomes a prejudicial interest:

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

**For a non-prejudicial interest, you must:**

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

**To note:**

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

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

**For prejudicial interests, you must:**

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

**You must not:**

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

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# Agenda Item 4

## MINUTES OF THE GM HOUSING, PLANNING & ENVIRONMENT OVERVIEW & SCRUTINY COMMITTEE HELD THURSDAY 07 OCTOBER 2021 AT FRIENDS MEETING HOUSE, MANCHESTER M2 5NS

### PRESENT:

Bolton	Councillor John Walsh (Chair)
Bury	Councillor Martin Hayes
Oldham	Councillor Barbara Brownridge
Oldham	Councillor Sam Al-Hamdani
Rochdale	Councillor Linda Robinson
Stockport	Councillor Colin MacAlister
Stockport	Councillor Janet Mobbs
Tameside	Councillor Mike Glover
Trafford	Councillor Kevin Procter
Wigan	Councillor Fred Walker

### OFFICERS IN ATTENDANCE:

GMCA	Anne Morgan
GMCA	Amy Fooks
GMCA	Joanne Heron
GMCA	Ninoshka Martins
TfGM	Steve Warner
TfGM	Simon Warburton

### HP&E 21/13 WELCOME AND APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Mandie Shilton-Godwin (Manchester), Martin Hayes (Bury), Liam Billington (Tameside), Akilah Akinola (Trafford) and Stuart Dickman (Salford).

### HP&E 21/14 CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

There were no Chair's announcements or urgent business.

### HP&E 21/15 DECLARATIONS OF INTEREST

No declaration of interests were received.

### HP&E 21/16 MINUTES OF THE MEETING HELD ON 23 SEPTEMBER 2021

The minutes of the previous meeting, held on 23 September were submitted for approval.

### RESOLVED/-

That the minutes of the Housing, Planning & Environment Overview & Scrutiny Committee be approved; subject to Councillor Linda Robinson being added to the list of members present at the meeting.

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Consideration was given to a presentation that provided an update on the work to date and on the progress made in the refreshing of the Greater Manchester Strategy Refresh.

The last Greater Manchester Strategy, agreed in 2017, ran for three years. It was due to be refreshed in 2020, but the Covid pandemic and delays to local elections meant that it was delayed for a year. Over the last year the 'One Year Living with Covid Plan' had provided a bridge to this year's refresh, assessing the impacts of Covid and co-ordinating responses. and to seek views on the development of the draft document.

The following comments were made:

Members sought to understand how the strategy would be monitored. In response, it was stated that the strategy would be accompanied by a Delivery Plan that would seek to capture specific programmes of activity which would be delivered in partnership over the next three-years in support of the shared outcomes and commitments in the Strategy.

The inequalities in certain Districts were highlighted and it was recognised that the strategy needed to consider the issues faced by residents with the view to build-up GM as a whole. The new strategy would also seek to provide specific place interventions and systemwide priorities to ensure the attainment of GM's collective ambitions.

A member queried whether the strategy addressed the issue around homelessness particularly across boundaries including non-GM authorities. Members were advised that a wide range of activities have been taken forward to end homelessness in GM and that work was underway to agree a common approach to reduction and management of rough sleeping across boundaries.

It was highlighted that it was crucial for communities to be engaged on this piece and that needed to be clearly articulate the benefits for residents. The comments were welcomed, and members were advised that the strategy had been developed with several panels to ensure all parts of GM were well represented.

Further work was underway to develop the draft strategy, performance measures and extensive engagement on the headline approach and agreement on the outcomes and commitments within the strategy. Members were advised that a final draft of the refreshed strategy would be presented to the GMCA for views and adoption at their meeting on 29th October and the accompanying Delivery Plan would be developed during November and brought to a future meeting of the overview & scrutiny committee.

**RESOLVED/-**

1. That the update on the development of the draft refreshed GM Strategy be noted.

2. That the Delivery Plan that sits alongside the strategy would be brought to a future meeting of the Committee.

## **HP&E 21/18            BUS FRANCHISING & BSIP UPDATE**

Consideration was given to a report that provided an update on the plans to implement Bus Reform within Greater Manchester and a summary of the plan to franchise the bus network in Greater Manchester alongside the Greater Manchester's Bus Service Improvement Plan (BSIP) which is due to be published at the end of October 2021.

The report set out the level of Greater Manchester's ambitions for improving the overall offer to bus customers, plans to deliver this ambition and what was needed from others to deliver this ambition.

The following comments were made:

Several older buses through their emissions had been contributing to GM's increasing carbon footprint, a member therefore queried how this issue would be addressed. Through BSIP GM would be able to specify the entire franchising package.

Members were advised that there were plans to introduce a high quality zero emission fleet of buses retrofitted with technology and equipment to enhance overall customer experience.

Concerns were raised around the affordability of fares. Members were advised that the approach adopted was to present a Levelling Up deal to Government that would seek to deliver a London-style transport network with affordable London-level fares.

A member sought to understand how costs would be met if fares were subsidised. In response, it was stated that the success of the plan was highly dependent on Government funding therefore considerable amount of work had been done to put forward a compelling case with a clear pipeline of delivery schemes to Government.

It was noted that affordable fares would attract more people back onto buses and as more residents take up on public transport, there would be an increase in demand for services which would in return increase revenue.

The integration of the transport system was crucial to attract and encourage residents to take up on public transport. It was highlighted that reliability and safety also needed to be addressed. Members were advised that customer experience had been taken into account when developing the plan and that BSIP would allow GM to bid for additional resources to support the travel safe partnership.

Buses needed to provide accessible services to all communities in Greater Manchester to allow everyone to access opportunities, particularly for those who didn't have access to a car. Members were advised that through BSIP, GM would be able to stabilise and strengthen services and routes to ensure that all GM residents would be able to access the bus network.

In relation to the Judicial Review held on May 2021 in respect of Bus Franchising, the committee were advised that a Court decision was still pending.

**RESOLVED/-**

1. That the current position in respect of Bus Franchising in Greater Manchester be noted.
2. That the level of ambition and proposals being put forward as part of Greater Manchester's Bus Service Improvement Plan which would be presented to GMCA on the 29 October and submitted to Government shortly thereafter be endorsed.

**HP&E 21/19 PLACES FOR EVERYONE CONSULTATION UPDATE**

Consideration was given to a report that provided an update on the progress of Places for Everyone Publication Plan 2021.

Following consultation on the Publication Plan, the draft joint DPD and the representations made during the Publication stage would be sent to the Secretary of State. A post-consultation report would be prepared and submitted, with the Plan, to the Secretary of State for Examination in early 2022.

The current timetable for preparation of the PfE 2021 plan was as follows:

- Publication Plan (Regulation 19) – period for representations August – October 2021
- Submission (Regulation 22) – January 2022
- Examination- 2022/23
- Adoption - 2023

The following comments were made:

A member sought to understand the process involved should a significant objection arise. In response, it was stated that if any major new issues pertaining to compliance or soundness would arise at the Publication Consultation stage there would need to be further approvals taken by each of the nine districts and, if necessary, consultation prior to any submission of the plan.

The committee were advised that a considerable amount of spatial analysis had been undertaken to understand response patterns from previous consultations and that residents were accordingly engaged during the consultation of Places for Everyone plan.

**RESOLVED/-**

That the update on the progress of Places for Everyone Publication Plan 2021 be noted.

## **GM Housing, Planning and Environment Overview and Scrutiny Committee**

**Subject:** GM Retrofit Action Plan 2021-2024

**Date:** 11 November 2021

**Report of:** Mark Atherton, Director Environment, GMCA

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### **PURPOSE OF REPORT :**

To seek approval for the GM Retrofit Action Plan, produced as an action from the Mayoral Retrofit Task Force.

### **RECOMMENDATIONS :**

The Committee is requested to:

1. Note the GM Retrofit Action Plan and its contents.
2. Approve GM Retrofit Action Plan (draft attached at Annex 1).

### **CONTACT OFFICERS:**

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# 1. INTRODUCTION/BACKGROUND

- 1.1 For Greater Manchester to achieve carbon neutrality by 2038 we need to prioritise the decarbonisation of heat which, at 2.8mtCO<sub>2e</sub> per annum, is our single biggest source of carbon emissions.
- 1.2 Whilst there is an array of renewable heating systems available, the poor thermal efficiency of our housing and commercial building stock means that, for many residents, they are not the most affordable option.
- 1.3 To make low carbon heating more affordable we need to both increase the thermal efficiency of our buildings, by installing retrofit measures and, where feasible, generate more renewable energy on site.
- 1.4 Making our homes and buildings fit for a carbon free future has wider health and employment benefits, particularly:
  - for residents living in vulnerable circumstances such as fuel poverty, poor health, or unsecure employment
  - for under/unemployed residents who could secure local, well-paid work with local employers
- 1.5 If only 20% of Greater Manchester's 1.2m homes were refortified, the market size is in the region of of£3-5.4bn, creating home grown and inward investment opportunities.
- 1.6 The retrofit market does not currently work effectively, because:
  - Most people do not know they need to heat their homes differently
  - Most people are unaware of what they can do to make renewable heating an affordable reality
  - The current supply chain is too small, with many potential suppliers having a limited or an incorrect understanding of what can be achieved.
  - Due to a lack of demand, the unit costs are too high, and we are lacking a suitably sized and skilled workforce
  - Due to the failings of past initiatives, the supply chain has limited confidence that the market will take off
  - Changing heating systems is not a priority for most people and is often an emergency purchase. As such, little thought is given to the options available.

## 2. THE PLAN

- 2.1 The Mayoral Retrofit Task Force highlighted 3 notable challenges to meeting our target of an average 61,000 homes retrofitted per year. These were,
  - Insufficient skilled operatives required to retrofit our homes, public buildings, and businesses
  - Lack of innovative funding models and solutions to support the xx% of GM residents willing to complete retrofit measures to their homes
  - A local, quality assured offer which both informs and demystifies retrofit

2.2 The GM Retrofit Plan will address the identified challenges through the agreed plans structure of,

- Forward
- Executive Summary
- Our Challenge
- Why act now?
- What are we going to do?
  - Boosting Skills
  - Improving access to Finance
  - Speeding up delivery
- Conclusion
- Implementation Plan
- Annex 1: Performance Metrics

2.3 The culmination of the GM Retrofit Plan will be the deployment of an integrated delivery proposition, which seeks to drive forward the upskilling of our local supply chains, piloting, demonstrating and upscaling of funding models and finally a region wide delivery vehicle.

2.4 The delivery vehicle for the domestic sector is currently being designed, with the public sector delivery model currently being coordinated via the Public Sector Decarbonisation scheme. Both delivery vehicles will integrate current and future skills and workforce propositions alongside future innovative funding solutions,

### **3. OPPORTUNITIES/RISKS**

3.1. The key opportunities include:

- Provide clear strategy and policy direction to retrofit our buildings for the region
- Opportunity to encourage inward investment, innovation, research, and development in this area
- Encourage the market to develop solutions and infrastructure to support our heavy goods fleets transition towards carbon neutrality

3.2. The key risks include:

- Business as Usual is currently failing to meet the regions low carbon ambition
- Insufficient capacity to deliver across both internal officers and wider local low carbon goods and services supply chain
- Failure to provide a clear direction and steer on how we retrofit can and will support our low carbon ambition.
- Failure to secure additional funding and leverage investment as result of not having a clear GM Retrofit Plan

### **4. FINANCIAL IMPLICATIONS**

4.1 The implementation of the GM Retrofit Plan will require collaboration across a variety of stakeholders, public, social, and private. To the meet the regions ambition there will be

a need for additional capacity to be identified to support and deliver, at both a regional and local level.

4.2 The proposed delivery vehicles are currently funded utilising a blend of retained business rates and government grant funding (Where applicable and secured). These include Local Green Homes Grant, Public Sector Decarbonisation Scheme, however these are time limited and provide restrictions on their delivery scope.

## **5. RECOMMENDATIONS**

The GMCA is requested to:

1. Note the GM Retrofit Action Plan and its contents.
2. Approve GM Retrofit Action Plan (draft attached at Annex 1).

**Working Draft**

# **retrofitGM**

Accelerating Retrofit for GM

DRAFT

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**Forward by the Mayor to be drafted**

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# 1. Executive Summary

For Greater Manchester to meet our carbon neutral target by 2038, and not exhaust our carbon budget, we need to take immediate action. As a region we have already used next year's carbon budget. At our current rate of emissions, our entire budget will be gone in 6 years. Action is required on every source of greenhouse gas emission. But we need to prioritise the decarbonisation of heat which is our second biggest source of carbon emissions (after transport). The largest single source of heat emissions is from our homes, so decarbonising the heating of our homes is critical.

It will be seven years before all new homes in GM will be net zero carbon. In the meantime, over three quarters of our existing homes (some 887,000) will need to be improved. This requires the development of an annual domestic retrofit market of between £610m-£830m. Our Ambition is to create this market in such a way that it benefits GM's residents and business, creating opportunities for all. This is a big step-change for a market which is still in its infancy, and which suffers from multiple market failures (including a lack of market demand, supply chain capacity and capability, a suitably skilled workforce, or the financial products and services needed to fund the measures).

While the retrofit challenge we face is large complex and multifaceted so are the benefits we will realise by meeting it. These benefits are not limited to just environmental gains, the retrofitting of GM buildings will result in a step change in the way we live and work, bringing with it a suite of benefits ranging from direct economic gain, through to health and wellbeing improvements and a more skilled and resilient workforce. Done correctly it will do this so that no one is left behind, that those who are most vulnerable benefit the most and our resilience to future climate change shocks is strengthened. This is not about paying today for gains at some unspecified point in the future, there are opportunity's today which can be realised, such as installing 200,000 Air Source Heat Pumps into those properties which are suitable and don't need to be retrofitted, a £1.2bn market; or responding to the 31% of GM owner occupiers who want to retrofit their homes in the next 5 years, a £3-5bn opportunity. The scale of the retrofit task means that not only will retrofitting our buildings help address some of our biggest socio economic challenges we face as a city region, it is hard to see how we could address them without such a large scale programme to ensure a fair and just transition to a net zero carbon society.

## Why act now?

Decarbonising home heating is critical to achieving not only our environmental targets, but it also has the ability to realise many wider benefits whether its health, equality, economic inclusion or fuel poverty. For example, 157,000 Greater Manchester households are in fuel poverty and retrofitting their homes will reduce their energy bills significantly. With 14% of homes in GM being in fuel poverty, the 'at-scale' retrofit of our homes is critical in levelling up our society to ensure no one is left behind as we move into our net zero-carbon future. Reducing carbon emissions will deliver economic, social and environmental gains, as well as reducing the risks from future energy price shocks and supply constraints. As the impact of retrofit a system we need to better recognise and capture these wider policy benefits and move away from an approach which views building retrofit and onsite energy generation

through the oversimplistic myopic monocle of financial payback, which acts as a deterrent for investment.

### **Priority area 1: Boosting skills**

While retrofit generally does not require new trades, it creates a clear opportunity to upskill and retrain existing tradespeople within the construction sector to meet the expected future demand. Our current training programme indicates that 60% of trainees are existing tradespeople and 40% new to the sector across GM. The sector sees around 1,000 apprentices and 3,000 Further Education learners completing Construction programmes every year. This needs to increase, both with young people learning about the sector on systems like GMACS, and with employers providing entry-level opportunities to young people across the wider sector, this is needed as there is an existing shortfall of approximately 5,000 workers, as a result of an ageing workforce and Brexit. High level skills delivered by universities need to be emphasised too, with retrofit requiring a system change in architecture, civil engineering, and design. In addition to craft trades there is a need for higher level skills such as Retrofit assessors and coordinators, as well as degree level apprenticeships. There is a broad spectrum of apprenticeships and higher/degree level qualifications which will need to be sighted on the changes happening around building retrofit and the role their profession needs to take.

Tackling the multiple market failures which exist will require a systemic approach. We need every organisation with a stake in retrofit (inc. suppliers, training providers, banks and other lending providers, and potential customers themselves) to work together. Only then will we be able to ensure everyone has the necessary confidence to release the investments required to create a suitable skilled workforce.

### **Priority area 2: Improving access to funding and finance**

To enable this suitably skilled and scaled market to emerge, we need those who can 'move early' to lead by example and do so (whether in the public, private or 3<sup>rd</sup> sector). They need to lead by example and use the powers they have to enable and support building retrofit of all tenures.

While some retrofit activity is already happening, it is mainly in the worst performing properties, as this is where the government funding is targeted so as to realise wider social objectives. While socially desirable, and equitable, this approach excludes 75% of the homes that need to be improved in GM. Grant funded programmes are helpful but will not deliver the speed or scale of activity required. We need to create the conditions which allow more market-based delivery and finance mechanisms to be developed: things like local climate bonds, property-linked financial products, green rental agreements, and green mortgages. Such mechanisms would need to support 'middle income' households who may not be eligible for larger grants but are unable to fund the difference themselves. Positioned correctly this is an opportunity to attract patient institutional investors which could reduce the cost of finance significantly. Work is ongoing to investigate the feasibility of such a fund, and where it could be linked to a property and repaid via Council Tax, further reducing the cost and risk to all parties.

### **Priority area 3: Speeding up delivery**

GMCA is taking an active 'market-making' role to help drive up retrofit activity. We are, developing a traded service which will assess homes, and provide customers with a customised 'retrofit plan' – giving them confidence about what needs to be done, in what order, and how it could be paid for. This will particularly focus on the 31% of GM homeowners who we know are willing to undertake some form of retrofit in the next 5 years with the right assurances and support. This is in addition to existing plans to invest in retrofitting 7,200 socially rented properties and other commercial, public, and academic building retrofit schemes.

In addition to accelerating the uptake of retrofit activity, the retrofitting of buildings and the associated transition to the electrification of heat, will increase the demand for electricity, which is already increasing due to our move to electric vehicles. Currently GM spends around £5bn a year on energy, with most of the money leaving the region. This financial outflow will increase unless we seize the opportunity to meet this energy demand through local onsite generation, which has multiple benefits, including:

- reducing the ongoing cost of heating the building
- reducing exposure to future energy price shocks
- reducing the need to reinforce the electricity grid (which has embedded carbon)
- reducing unemployment by generating local high skilled jobs

Through the Greater Manchester Spatial Framework, standards for new buildings and developments will be set, but we still need to increase renewable energy generation and low carbon heating in existing homes and buildings. To achieve this, residents, businesses and stakeholders will need support to help make the right decisions, making sure everyone can benefit from these changes in order to ensure a fair and just transition.

## 2. Our Opportunity

This Plan sets out how Greater Manchester will move quickly to increase the speed and scale of retrofitting across the city region. This is as much an environmental imperative, as it is a social and economic opportunity. A sustained plan to retrofit our buildings will create thousands of new, high-quality jobs and opportunities for existing tradespeople to diversify into sustainable careers. It could also cut energy bills for some of our most vulnerable residents and improve health and wellbeing by improving the physical fabric of our homes.

This is our Greater Manchester approach to decarbonisation – delivering on our climate commitments through actions that also level up and improve people's lives. That's why our refreshed Greater Manchester Strategy puts the climate and equalities agendas at its heart. We are committing to viewing all our activities, priorities and plans through these lenses. Our goal of a carbon neutral GM by 2038 is a once-in-a-generation opportunity to deliver substantial carbon reductions, environmental and health benefits for our people, whilst also creating new green industries and jobs that capitalise on our outstanding research assets and large low carbon goods and services sector.

For example, we want to deliver a London-style public transport system. This would improve the day-to-day experience of the network (with more frequent, reliable and cheaper transport connections) and decarbonise (through electrifying the bus fleet). The result is a better public transport system that gets people out of their cars and cuts congestion and carbon. But it

also connects people better to all the opportunities our city-region has to offer – widening the jobs market and helping young people go to the college of their choice not the college they can reach.

Our business, universities and other partners are also coming together to form the 'Innovation Greater Manchester' partnership. This is a plan to leverage and accelerate the success of Greater Manchester's existing research and development (R&D) hubs in global frontier sectors, including advanced materials and manufacturing and clean growth, and drive more commercialisation and industrialisation. This aims to translate the scientific excellence in GM into productivity gains, economic growth and everyday innovations that will drive down the cost of decarbonising. We're also providing support through 'Bee Net Zero' to help businesses who want to decarbonise.

With the right action, we can decarbonise our economy and improve people's lives with better homes, better jobs and better public transport.

At around 3,560 kCO<sub>2</sub>e per annum, the carbon emissions associated with heating our buildings are the second largest source of the region's greenhouse gas emissions (after transport). We need to urgently address this if we are to meet our 2038 carbon neutral target, and more importantly stay within our carbon budget. The actions needed to achieve this target will also help to address wider GM socioeconomic objectives related to equality, inclusion, fuel poverty, health and wellbeing, and economic resilience. To reduce these carbon emissions, we need to heat our buildings with renewable energy, and to do this economically means we need to retrofit them, so they are thermally more efficient.

What do we mean by retrofitting?

In this report, when we talk about 'retrofitting' we are talking about two main types of activity:

1. Improving thermal efficiency and air tightness. Most of our buildings in the UK have poor thermal efficiency. They 'leak' heat through poorly insulated roofs, walls and floors. This is inefficient and costly. But it is also a barrier to moving to renewable sources of heat. To be economic renewable heating systems (like heat pumps) generally generate less heat than traditional gas boilers. They generate enough to heat a home but only if the home is well-insulated. That means action to improve the thermal efficiency of our existing buildings (through new doors, windows, draft exclusion and insulation) has to happen before households can switch on mass to renewable systems.
2. Shifting to renewable heating. This means replacing (mainly) gas boilers with low carbon alternatives, heat pumps and other systems which use renewable energy to generate heat.

### **Challenges to scaling up retrofit**

To hit our environmental targets, and wider policy objectives, this retrofitting of buildings needs to happen rapidly and at scale, to do this we need to overcome a number of key challenges.

#### An underdeveloped market

The scale and speed at which we need to retrofit of our buildings means the private sector and the market will need to play a central role, but the market is not currently fit for purpose. The market currently lacks capacity, capability, financial products and services, a skilled present and future workforce, and quality assurance, once unlocked it will be a powerful

driver for place-based change. There are four key challenges preventing this being realised, namely:

- **Poor economic incentives.** Our national energy taxation policy disincentivises the switch to renewable heating, by taxing carbon intensive gas less than electricity, while the Government has stated it will address this it is yet to give a quantified timeline for what is envisioned to be an incremental shift
- **Poor awareness.** Most people do not know that we need to heat our homes, offices and schools differently. Those that do face a plethora of inaccurate information on the efficacy and cost of renewable heating.
- **Poor availability of finance.** Unlike most other building and domestic home improvements projects, retrofit measures are often viewed solely through the lens of payback. Unfortunately, this can be drawn out. The cost of retrofitting a property including the installation a Heat Pump can be between £10,000-£15,000, so most people will need to borrow money over a number of years and the interest charged can have a significant impact on the overall cost the retrofit. Long term patient (low interest) capital is needed, which recognises that the duration of the loan may well be longer than resident lives in the property.
- **A vicious cycle.** Because such buyers are not well-informed the consumer demand needed to fix the market is not present. This creates a vicious circle of poor demand driving poor supply, which needs to be broken.

The scale of the environmental challenge means action is needed across all building tenures, whether domestic, commercial and industrial, or public. But the barriers and drivers to decarbonising these different types of buildings are different and will require specific interventions. We need to sequence these interventions and start by targeting those sectors/individuals who already recognise the urgency we face. Doing this will create the necessary demand to stimulate the provision of skills and the enabling financial products and services. It is critical that this demand stimulation is mirrored by a commensurate increase in the capacity of the supply chain to meet this demand, otherwise there is a risk of inflated costs and poor quality.

#### An under-skilled workforce

As well as stimulating demand, we also need to develop a suitably skilled and scaled supply chain. Whilst this will create some new jobs, much of the work will be done by our existing workforce of tradespeople who will need to be upskilled. Although it is not clear at this stage where that balance will be, and it is likely to change over time as the wider construction market follows its highly cyclic demand profile.

#### **The Opportunity in Numbers**

To achieve our environmental goals, we need to:

- Retrofit 887,000 homes, of which 138,000 are in the Social Rented Sector
- Retrofit 700 Local Authority controlled schools
- Retrofit 2,700 Public Sector Buildings
- Retrofit Every commercially let property which has an EPC of less than C by 2030
- Upskill 80,000 existing construction workers
- Shortfall of approximately 7,000 – 8,000 construction workers over the next 5 years
- Create a GM retrofit market of £600m - £800m pa

It will be difficult to make this happen, because the construction sector has a strong pipeline of non-retrofit work. As long as this is the case, employers are unlikely to invest the time and resources needed to release staff to train in 'retrofit skills' on their own. As retrofit competes with more traditional projects for labour, we need to demonstrate a long-term pipeline to give employers, employees and colleges the confidence they need to enter the market. The market will also require employers to acquire new third-party accreditations such as Trustmark and Microgeneration Certification Scheme (MCS); which will cost time and money.

### Under-developed infrastructure

The UK's legally binding commitment to a 78% reduction in carbon emissions by 2035 and to have less dependency on imported gas is driving the transition to the electrification of heat. This is happening in parallel with the move to electric vehicles, will significantly increase the demand for electricity over the next 5 years. This will require a whole system approach to the energy challenge. By installing local renewable energy generation and storage it will be possible to generate long term revenue streams, reducing our risk to future energy price shocks and security of supply.

### **Where are we?**

Greater Manchester is not currently on track to be carbon neutral by 2038. We have already 'used' next year's emissions budget, and at our current rate of emissions our entire budget to 2100 will be 'spent' in 6 years. While action is required on every source of greenhouse gas emission, we need to prioritise the decarbonisation of heat because it is our second biggest source of carbon emissions (after transport).

While around a quarter of GM's homes could install renewable heating today, to make renewable heating affordable in the remaining homes we need to reduce ongoing energy demand and cost by retrofitting (increasing the thermal efficiency of our buildings so less energy is needed to keep them warm). And where feasible, generate more renewable energy on site. Both actions reduce ongoing energy cost, offsetting the upfront capital investment needed.

While the current retrofit market is in its infancy and still, suffers from multiple market failures which need to be simultaneously addressed if we are to stand any chance of achieving a fair transition to a zero-carbon society.

The current market will not deliver the number of retrofits which are needed, because:

- Most people do not know they need to heat their homes differently
- Changing heating systems is not a priority for most people and is often an emergency purchase. As such, little thought is given to the options available.
- Most people are unaware of what they can do to make renewable heating an affordable reality
- The current supply chain is too small, with the majority of potential suppliers having a limited or an incorrect understanding of what can be achieved.
- Due to a lack of demand (volume and coordination), the unit costs are too high, and we are lacking a suitably sized and skilled workforce

- The current financial products are not well suited for long duration loans where benefits are split between present and future property owners or tenant landlord
- Due to the failings of past initiatives, the supply chain has limited confidence that the market will take off, so they are not prepared to invest in the new skills needed
- As there is very limited demand for 'retrofit skills' training providers are reluctant to invest or run course they are not confident they can fill

Current policy, regulation and taxation does not send a strong enough message to create the changes needed.

As these challenges are all intrinsically linked, with overall progresses constrained by any one of them, systemic intervention into the marketplace is required. The systemic nature of this intervention will also have wider implications, supporting the adoption of zero carbon technologies and renewable energy generation outside of the building retrofit as outlined below.

### 3. Why act now?

The UK housing market is on the cusp of a retrofit revolution. As we look to heat our homes with renewable energy, many of us will need to do the upgrades needed to make our properties fit for the future. Left to market forces alone, only those with the necessary knowledge and resources will be able to benefit from this revolution. This will result in many people being left behind, especially those who find themselves in vulnerable circumstances, and so further entrench inequality. As more people move to renewable energy sources, or to generating their own energy, those left behind will face higher costs per household to maintain the electricity network.

Early public intervention is needed to catalyse the market, making it cheaper and easier to adopt these changes, and so supporting a fair and just transition to zero carbon heating. This structured intervention will deliver multiple benefits to Greater Manchester residents and businesses including, for:

- **People:** For residents' health, education, jobs, income, and productivity.
- **Economy:** Improved productivity and the potential for the creation of new jobs and new skills as well as reduced pressures on public finances.
- **Environment:** making a significant contribution to reducing CO<sub>2</sub> emissions.

These benefits are outlined in more detail below.

#### Benefits for Greater Manchester's residents

Reducing energy demand by improving a home's fabric offers substantial economic benefits to the people living there. This is particularly important in Greater Manchester, where the number of people living in fuel poverty has risen every year for the last three years and currently stands at around 157,000 households (c.13% of all GM households). Reducing the proportion of income spent on energy positively impacts food poverty (tackling the infamous 'heat or eat' challenge). It can also improve household relationships (due to reduced financial stress) and health inequalities, (resulting in fewer GP visits). This in turn has implications for school attendance and attainment.

Retrofitting homes also delivers big health benefits. Cold or poorly ventilated homes are prone to damp and mould which can exacerbate existing respiratory conditions (like COPD) and have a significant impact on mental health (increasing the risk of depression and anxiety

by 50%). They can also double the risk of children getting asthma or bronchitis. Cold homes cost the NHS an estimated £600m-£2.5bn (depending on the method used), which is around 1.7% of total NHS spending (as of 2016/17 figures). Investing £1 in retrofit is estimated to save £0.42 in direct health costs alone. There is therefore the potential to make significant savings in public health costs by retrofitting homes.

#### **Example: The Warm Homes Oldham Project**

The 2016 Warm Homes Oldham project was aimed at households with poor health due to fuel poverty. It found:<sup>1</sup>

- 60 per cent of respondents with a physical health problem felt that the initiative had a positive impact on their health
- 80% reported that the project had a positive impact on their general health and wellbeing
- 96% of those who self-reported as being at 'high risk' of mental illness on completion of the General Health Questionnaire moved to 'low risk' following the initiative
- 96% of respondents agreed that their home was easier to heat as a result of their involvement in the project; and 84% agreed that they now spend less on their heating
- It was predicted that 75% of participants would move out of fuel poverty as a result of the initiative

Alongside these self-reported improvements in health and wellbeing, the project evaluation also tried to quantify the financial savings to the health system. For example, around 128 adults (of the 885 in the project) were estimated to have a Common Mental Disorder. Taking a conservative estimate of the benefits of the project (that the observed benefits had an immediate effect, but only lasted for one year) it found savings of around £45,000 in health costs (through a mix of reduced medication, counselling, GP and inpatient and outpatient costs).

The evaluation also calculated the employment, output and fiscal savings from impact on numbers of individuals with a CMD was also calculated. It found:

- £178,000 of extra GDP due to higher employment rates
- £37,700 of extra GDP due to reductions in sickness absence
- £137,300 of fiscal savings to the public purse through reductions in benefit claims.

#### **Benefits for Greater Manchester's Economy**

The benefits to GM's economy from retrofitting our buildings arise in three ways:

- Reducing our collective £5bn energy bill, enabling GM residents and businesses to spend or invest some of this money in more productive ways (from individuals buying more food, to firms investing more in R&D and innovation) and keeping more of it in GM.
- Supporting our foundational economy through the creation of the estimated 90,000 new retrofit jobs required, and safeguarding thousands more roles, by growing the local retrofit market

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<sup>1</sup> 427 respondents from 176 householders took part, around one third of the participants, the report by Sheffield Hallam University states "From analysis of this dataset, the general picture is one of statistically significant change in almost all key change variables"

- Increasing our energy security both from future energy prices shocks and by providing more security of supply.

### **Foundational Economy**

The foundational economy is the part of the economy that supplies everyday but essential goods and services that keep us safe and provide social and economic functioning and wellbeing’ – Foundational Economy collective.

The ‘foundational’ and ‘everyday economy’ account for 62.5% of GM’s workforce, including social care, early years, retail and construction. The GMCA’s objective for the Foundational Economy Programme is to create higher pay and better jobs for everyone across the city region, to reduce economic inequality and increase productive investment in the region. The Creation of high-quality retrofitting jobs works to support this aim.

Our work with the Energy Systems Catapult identified that around 30% of GM residents were willing to undertake some level of home improvement retrofit in the next 5 years. This would translate into a market worth between £3bn and £5.4bn. Investment of this scale, and the forward buying messages it would send to the market, would be a game-changer. It would not only act as a cost reducer, but it would also be an attractive proposition for inward investors looking to use GM as a springboard into the wider UK market.

Current capacity constraints in the retrofit supply chain also provides a driver for more companies to diversify into the sector and for product manufacturers and distributors to relocate to the region due to local demand and the ability to reduce distribution costs. By engaging these employers through existing initiatives, such as The Good Employment Charter and the campaign for Greater Manchester to become a real Living Wage City-Region, there is an opportunity to create high quality jobs for GM residents.

### **The Greater Manchester Good Employment Charter**

The Charter is a voluntary membership and assessment scheme that aims to raise employment standards across the city-region, for all organisations of any size, sector or geography. It describes seven key characteristics of good employment: secure work, flexible work, real living wage, engagement and voice, recruitment, people management, and health and wellbeing. It is closely linked with the campaign to make Greater Manchester a real Living Wage City Region.

The development of a Good Employment Charter for Greater Manchester was first proposed in Andy Burnham’s manifesto for the 2017 Greater Manchester Mayoral election. Following extensive consultation, the Charter was introduced in July 2019. It has now engaged over 400 employers across the city region, covering over 200,000 employees. This includes 16 property and construction employers signed up as supporters and 6 full members.

The charter is open to any organisation that employs people, and it has three levels:

- Supporters have made a commitment to improving practice in all characteristics of good employment;
- Members have made the Supporter Commitment and meet the membership criteria in all

characteristics of the Charter; and

- Advocates excel in characteristics of good employment and share their expertise with others.

The Charter is committed to creating a community of likeminded businesses and organisations who can work with one another to share good practice and influence peers within their sector. The Charter Unit (based at the Growth Company) deliver networking events and webinars throughout the year to highlight and disseminate best practice, in addition to recording a popular podcast series with high profile guests from across Greater Manchester.

Parts of the construction sector are also facing multiple challenges including an ageing workforce with fewer young people attracted to the industry, pre-existing skills shortages and difficulties incentivising and managing training and lifelong career development due to employment structures, and difficulties planning for long-term investment given the sector's vulnerability to recessions and other crises affecting demand. This creates an opportunity for GM to use the training and adoption of new technologies needed for carbon reduction, and the creation of a stable pipeline of demand, to attract more young people into the sector and increase the management capacity, innovativeness and productivity of construction companies.

#### **Benefits for Greater Manchester's Environment**

Improving energy efficiency and introducing renewable heating systems (like heat pumps) across the Region will reduce the CO<sub>2</sub> emissions we currently generate when we heat our homes and buildings. It will also reduce NO<sub>x</sub> emissions, improving both indoor and outdoor air quality. Reducing overall growth in demand for electricity will also reduce the need to reinforce the electricity distribution network, further reducing the emission of greenhouse gases and the 'embedded carbon' involved in these construction projects and reduce the demand on finite resources.

## **4. What are we going to do?**

By 2030, our headline objective is to have reached an average of 61,000 domestic retrofits a year, and all non-domestic buildings reaching DEC/EPC C.

This plan sets out three priority areas where we need to take urgent action if we are to achieve this objective, meet the environmental challenge we face as a region, and to realise the identified economic, health and other benefits of scaling up retrofit across the region. These are:

- a) Boosting Skills
- b) Improving access to Funding and Finance
- c) Speeding up Delivery

## 4.1 Boosting skills & talent pipeline

### Where are we now?

The market in greater Manchester, as it stands, is primarily catering for small-to-medium scale retrofit across the social housing sector, with some current projects in the pipeline. There is a small but growing demand for retrofitting private homes. Building retrofit requires commissioners (be that public, commercial or domestic) to become informed clients and requires retrofit assessors and coordinators; individuals who can develop whole house solutions connecting thermal efficiency, heating and ventilation.

Retrofit generally does not require new trades. However, we need to upskill and retrain many existing tradespeople within the construction sector to meet the expected future demand. There are some big challenges we will need to tackle to make this happen, including:

#### **Existing workforce challenges.**

- Existing shortages. Work needs to be done addressing the pre-existing shortage of skilled trades across GM. This is estimated to be between 5,000-6,000 before any growth in retrofit activity.
- An ageing workforce. Address the age profile of the sector by attracting younger workers who currently do not view it as an occupation of choice.
- The talent pipeline picture in construction and retrofit is not encouraging – with existing shortages and high levels of self-employment, there are too few employers offering entry level work-based apprenticeship and traineeship opportunities.

#### **Weak incentives to train**

- There has been some hesitance among employers to reskill staff on new retrofit technologies and techniques. This is partly down to historic initiatives which were introduced then withdrawn, and also to low visibility of the pipeline. Tradespeople are already busy, with increasing investment in both new building and the domestic market while many in the sector are cautious to invest time and energy into reskilling while this is the case.
- 'Feast and famine'. The use of multi-level subcontracting reduces the profits available to those who actually deliver the works; making it easier to let staff go when markets turn downwards (not all return). As such skills are often bought in through subcontractors / self-employed and not developed within the labour force.
- Weak demand. Commissioners buy to a budget not the specification of what is needed to achieve our carbon neutral targets, often omitting more sustainable options, even when they are specified there are often "value engineered" out to hit a budget.

#### **Scale and breadth of training required**

- A large and diverse market. Many employers in GM are SMEs, which adds complexity for at-scale upskilling and training.
- Existing skills infrastructure does not support quick upscaling of relevant training. Directly relevant apprenticeships in Retrofit Advisor and Assessor are still to be developed. There needs to be more relevant material in the existing pathways at FE/HE level.
- Training requirements are not limited to tradespeople and needs to include higher skilled training e.g. Retrofit advisors, assessors and coordinators for whole house retrofits

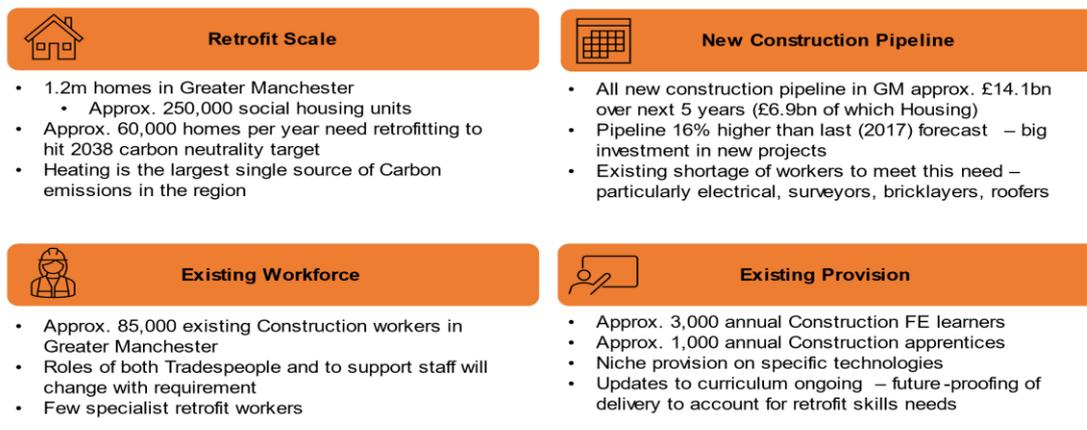
Retrofit projects of all sizes require trades and construction professionals to operate differently. This will require new skills and competencies, which see greater interaction

across different trades. It also needs better planning and understanding of a whole building approach and, in the future, the wider system. But market demand for these skills is currently limited, and confidence that the skills will be needed in the short term remains low. This means there are few training providers offering the necessary courses. Even when courses do exist, there are also challenges around current qualifications containing the required content to meet the retrofit quality standards required.

GM already has a reasonably good spread of skills provision for occupations related to construction and therefore for retrofit-dependent trades. However, there is a lack of understanding amongst providers and other stakeholders of the ability and process for current curriculums to deliver a cohesive retrofit training package the extent of the change required in delivery is still unclear. It is envisaged that there will also be a training need for current tutors and assessors of Skills in GM.

The understandably cautious approach of employers to investing in upskilling and reskilling for low-carbon homes means that this will be a niche market until it is driven by regulation and even then, employers will generally only upskill to the standard stipulated.

## Retrofit Skills Need - Considerations



**Figure 1:** Retrofit Skills Considerations

The current retrofit market in Greater Manchester is mainly catering for small-to-medium scale projects across the social housing sector, with some current projects in the pipeline. There is also a small but growing demand for retrofitting private homes.

Building retrofit requires commissioners (be that public, commercial or domestic) to become informed clients. But it also requires retrofit assessors and coordinators; people who can develop whole house solutions connecting thermal efficiency, heating and ventilation. This reskilling process is not restricted to the craft trades such as joiners, plumbers, plasterers or electricians. It also needs quantity surveyors, architects' planners and project commissioners. Retrofit advice, assessment and coordination are new skills and do not always require a higher level of educational attainment. While this may appear complex, this does not mean all retrofit projects need to be invasive or 'Deep', this will be dependent on the existing thermal efficiency of the property and the end level of efficiency the owner wants to achieve. While some owners may desire Passivhaus or BREEAM outstanding, these are not necessary to economically run renewable heating. Those currently working in the sector, or who have recently left, could be re-trained or upskilled. Retrofit training should be largely on-site and the skills acquired will largely depend on the types of retrofit needed. Much of the

basic retrofit work has been done, so skills provision must involve some entry-level provision, but also higher-level skills for more complex retrofit works.

Employers have been hesitant about reskilling staff in new retrofit technologies and techniques. This is partly down to previous ‘false starts’ (government initiatives which were introduced then withdrawn). It is also due to low visibility of the pipeline. Tradespeople are already busy, with increasing investment in both new building and the domestic market. Faced with immediate and certain existing demand for ‘traditional’ construction work, many in the sector are cautious about investing time and energy into retrofit as it can seem like a riskier bet.

### Where do we need to be?

As this is an emerging market, there is a need to develop and agree suitable standards and protocols to ensure the work undertaken and the technology installed is fit for purpose. This accreditation landscape is becoming increasingly clear nationally, coalescing around the PAS 2035 requirements and registration with Trustmark alongside the Microgeneration Certification Scheme. This outlines the approach to retrofit, and the roles needed such as Retrofit Assessor and Retrofit Coordinators. These accreditation bodies will also enable tracking of the shape and size of the GM supply chain.

Data shared by Trustmark indicates that around 440 individuals and businesses are registered in Greater Manchester to work on Retrofit projects. Given the full construction workforce in GM numbers around 85,000, the number of Trustmark accredited installers will need to increase in the coming years. Additionally, the data reveals some particular vulnerabilities in the existing Retrofit workforce – for example low numbers of external wall insulation installers. This workforce will need to be both expanded and upskilled to ensure that the Skills supply meets the demands of the region.

Trades	Supervisor and specialist roles
<p><b>Existing trades affected:</b></p> <ul style="list-style-type: none"> <li>• Heating engineers (especially higher-level upskilling)</li> <li>• Electrical trade and installations</li> <li>• Plumbers</li> <li>• Joiners</li> <li>• Roofers</li> <li>• Plasterers</li> </ul>	<p><b>Existing trades affected:</b></p> <ul style="list-style-type: none"> <li>• Architects</li> <li>• Project managers</li> <li>• Site supervisors</li> <li>• Planners</li> <li>• Designers</li> </ul>
<p><b>New roles:</b></p> <ul style="list-style-type: none"> <li>• Multi-skilled trade (Retrofit designers and advisors)</li> </ul>	<p><b>New roles:</b></p> <ul style="list-style-type: none"> <li>• Retrofit coordinator</li> </ul>
<p><b>Skills Opportunity:</b></p> <ul style="list-style-type: none"> <li>• Upskill for new competencies required as part of PAS2035</li> <li>• Embed skills and competencies set out in PAS2035 into curriculums for existing</li> </ul>	<p><b>Skills Opportunity</b></p> <ul style="list-style-type: none"> <li>• Upskill existing professions to develop new competencies required as deliver to PAS2035 standards up to L5 retrofit coordinator</li> </ul>

<p>trades or add on as extra modules.</p> <ul style="list-style-type: none"> <li>• Create opportunities for existing trades to become multi-skilled</li> <li>• Encourage upskilling where there are new “competent person” schemes for example heat pump installation</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure new entrant routes have curriculums which meet this standard or offer competencies as part of extra modules.</li> </ul>
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**Figure 2:** Skills development opportunities by trades & professional roles.

### How will we achieve this?

For reasons set out earlier, it is challenging to develop a clear timeline for skills development for retrofit because employers will not invest in retrofit reskilling unless there is a clear and visible market. This challenge is mirrored for training providers. However, this work is well aligned to wider GMCA work to deliver domestic retrofit, so is well placed to be updated as the market develops. We also have some visibility on where demand will come from as outlined in the table below. In the short term, there are opportunities to upskill the existing workforce in large numbers, and to turn more of workers into multi-trade professionals. Additionally, there is work to be done both on the curriculum of existing construction provision (in Colleges and Universities), and to stimulate the provider market to deliver more relevant training and qualifications.

In the medium term, more work will need to be done on attracting new entrants to the market – perhaps by promoting the green credentials of retrofitting jobs. Increasing funding options for these entry level roles will be critical. In the long term, the construction workforce will need to be larger and more flexible in order to meet the retrofit delivery demand. Explaining the scale of the opportunity for young people on careers systems like GMACS will be a crucial part of building the talent pipeline. There is a desire among young people in the region to work in a “Green” career – if positioned in the right way, the retrofit workforce will see new entrants. Retention of the existing workforce will need to increase as well as see growth in entry level workers to offset the ageing construction workforce.

The response from the skills system needs to be wide ranging, both to upskill the existing workforce and to increase the number of new entrants into the sector. A key part of making this happen will be to provide an accurate aggregation of the upcoming demand in Retrofit activity. This will help to stimulate interest and confidence, encouraging workers of all ages to train, retrain, or switch career.

In addition to this, there are various separate solutions for each group within the workforce. The GM Skills system needs to:

1. **Start small and grow rapidly:** Reskilling and retraining alongside pipelines of small-to-medium sized projects with housing providers, whilst building an employer base for future projects.
2. **Develop new competencies:** Provide opportunities for new design and advisory competencies resulting in a new workforce of retrofit designers and advisors. This may lead to the creation of new training pathways for retrofit coordinators.
3. **Target professions for CPD** so that they can cascade retrofit approaches down through a project. Ensure training includes the development of toolkits to support in cascading retrofit advice.
4. **Develop clearer reskilling and retraining pathways and packages** for employers which meet a GM standard of “effective training for retrofit” and better market these alongside the rationale and business case for change within the construction industry.

5. **Develop new types of agile and flexible learning** including mobile, site-based training and digital solutions (for example, late afternoon small sessions have been suggested).
6. **Raise the profile of construction as a green skills sector** through inspiration activity with young people and families inside and outside of school which gives consistent messages about the career pathways for retrofit.
7. Promote a career in the sector as one which is both **high paid and has long term security**
8. **Increase skills** for new types of heating and plumbing, including competent person standards where possible.
9. Linked to the above, **promote employer engagement** through increasing technical routes, including apprenticeships

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## 4.2 Improving Access to Funding and Finance

### Where are we now?

Retrofitting a home will result in multiple benefits for the people who live in the property, to the wider economy and society at large. While it is possible to monetarise some of these benefits, these benefits are not always realised by the person making the investment, making the business case harder to justify for those who need to do so, e.g., commercial, or residential landlords. This can be further complicated when the cost of a retrofit is compared with replacing a gas boiler, ignoring the wider home improvements which a retrofit can involve and the comfort and wellbeing gains. This can result in long payback periods as the investment is not always fully reflected in an increased value for the property, in the same way some other home improvements are. This is likely to be less material over time, for all tenures, as house prices are starting to reflect energy performance. BEIS research from the Buildings and Heat Strategy, states that, after correction for archetype, a property with an EPC C will sell for 5% more than an EPC D, this is not widely known.

Funding retrofit is a complex challenge which requires a range of different finance solutions that reflect the issues facing different sectors

- **Individuals** need to be able to easily access finance solutions which are patient and provide an incentive to undertake the necessary work.
- **Commercial/residential landlords** are often able to access finance through traditional lenders. However, the spend and benefits are misaligned – the landlord pays for the work, but the tenant often sees the direct financial benefit of lower bills (and the payback will not be short term).
- **The Public sector** can access finance through the Public Works Loans Board which generally offers cheaper finance and is easy to obtain. But justifying such loans for retrofit can be difficult, because the wider benefits of retrofit are not captured because income streams take time to cover the loan. There have been some relatively small-scale grant programmes which capture the income stream, to help the business case, but they require a pipeline of proposals to be ready and deliverable. Developing this pipeline of projects requires time, money, and technical specialists – all of which are in short supply
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Whilst the issues around funding are now better understood, the innovative solutions to address these issues do not exist or are not widely available.

As well as access to finance, there are also financial issues created by competing priorities across organisations. Retrofit measures often deliver marginal financial returns and do so over longer timeframes than traditional development projects. When money is tight, it can therefore be difficult to convince decision-makers to choose retrofit over alternative options. This is especially true when wider climate change commitments and policies are not factored into the decision making.

### Where do we need to be?

There is a need for a suite of widely available financial products, which meet the needs of organisations and individuals who want to retrofit their properties, and which are ‘technology-blind’. Outside of a few relatively small-scale government grant programmes, there are currently few financing options for retrofit which seek to address the challenges noted above.

There is an opportunity for a GM partnership to act as a trailblazer, bringing new finance initiatives to the market that support the widespread delivery of retrofit in the public, commercial, domestic, and social rented sectors. Key to making this happen will be to review and value the wider benefits of retrofit – including the cost of carbon and security against future market price changes and security of supply of gas.

Creating financial products which are predicated on carbon savings and onsite generation should also reduce the prevalence of “value engineering” out the low carbon measure, as to do so would make them ineligible for the financial product.

### How will we achieve this?

We need to create a blueprint for what suitably structured financial products would look like, demonstrate there are organisations willing to provide them and show there are customers who would be willing to use them. The GMCA are working in collaboration with the Green Finance Institute To move forward a number of workstreams to bring such products to market, this will include:



- **Local climate bond** – Local Climate Bonds, a type of ‘community municipal investment’, allow local authorities to raise capital to fund specific initiatives in their neighbourhoods. Detailed work is underway to determine if a viable pilot can be established in GM, potentially as a method of funding the Public Sector retrofit pipeline which has been developed through the Go Neutral programme.
- **Property linked finance** – This is a concept where financing for retrofit stays with the property and not the individual when ownership changes, and it has been successfully piloted in the U.S. Work is already under development by the Green Finance Institute to establish a financial product for older people which would allow them to fund retrofit through an equity release type mechanism. But in order to make this kind of product accessible to the wider population it would likely require legislative change in order to link the loan to the property so that it does not need to be repaid when the property is sold. The full legal requirements are being worked through.
- **Demand aggregation** – This means bringing together many individuals or businesses who want a particular product. This creates a combined volume of demand that then proves attractive to suppliers/financiers, provides economies of scale and reduces costs. For example, the GM Solar Together campaign saw over 300 households sign up together to get Solar PV arrays installed (but due to timing it was not possible to incorporate a suitable financial product with this). A pilot to trial this approach in GM is being developed.
- **Green rental agreement** – This initiative sees retrofit funded through rental agreements which include the cost of heating, this result in the financial savings from the energy efficiency go to the landlord, thus providing an incentive for landlords to act. This addresses one of the key challenges of retrofitting in that the benefits and financing are not always realised by the person who pays for the retrofit. Work is underway to establish how this type of agreement could be linked with the GM's Good Landlord Charter.

- **Green mortgages** – This is where lenders (like banks and building societies) offer preferential rates to homeowners that retrofit their property. ‘Green mortgages’ do already exist, but the offer is not extensive or well recognised.

## 4.3 Speeding up Delivery

### Where are we now?

As previously outlined, there are many (often related) reasons why the retrofit market in GM is not delivering at the scale needed to address the challenge. Layered on top of this core market failure, there are currently a range of other competing demands on the retrofit sector, including:

- A backlog of works which were stopped/delayed due to covid restrictions
- A demand for home upgrades being driven by an increase in home working
- A stamp duty relief designed to increase the number of people moving home (moving home often triggers building works)
- Post-Grenfell safety works on External Wall Cladding/Insulation Short term Government initiatives e.g., Green Home Grants

This means that the sector has more work than it can deliver. Companies can therefore pick and choose what they do, and in the main are choosing routine work they are familiar with (and doing it at inflated margins) rather than doing retrofit work or releasing staff for retrofit training. This cost increase is exacerbated by the rapid increase in the demand for materials on the back of COVID induced supply chain pinches.

We therefore need to balance the urgent need for large numbers of properties to be retrofitted with the physical limits of the existing supply chain. If we grow demand too quickly then we increase the risk of poor quality or inappropriate installation, which would jeopardise future delivery. One way to help overcome this bottleneck in the medium term is to look to develop and implement innovation solutions which make retrofit quicker, simpler, cheaper, less invasive with increased customer protection. The mass deployment of such innovative solutions would increase the uptake by reducing upfront costs and non-financial barriers.

Retrofit delivery is best viewed as 3 submarkets with distinct opportunities and challenges and distinct public policy levers. These are domestic retrofit, public building retrofit, and commercial/industrial retrofit. The following section look in more detail at these markets and the opportunities they afford.

### Domestic Delivery – The race to C

For a household to be able to affordably heat their home from renewable sources, the energy rating needs to be C or above, or running costs become prohibitive in the current market. The work we have undertaken with Parity in 2020/21 “Pathways to Healthy Net Zero Housing for Greater Manchester” tell us that we need to increase the thermal efficiency for three quarters of our homes, some 887,000 households.

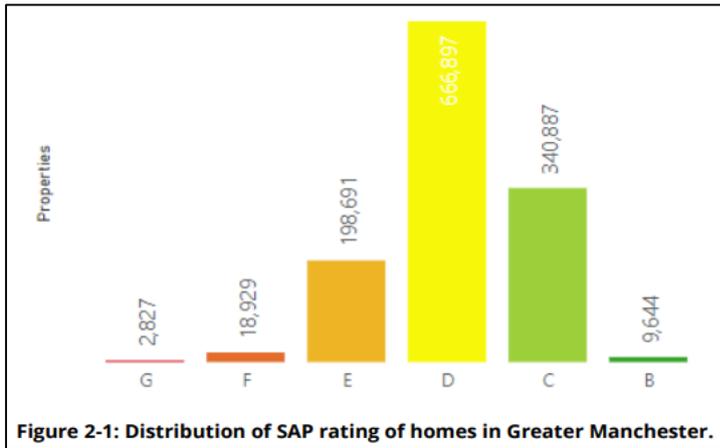
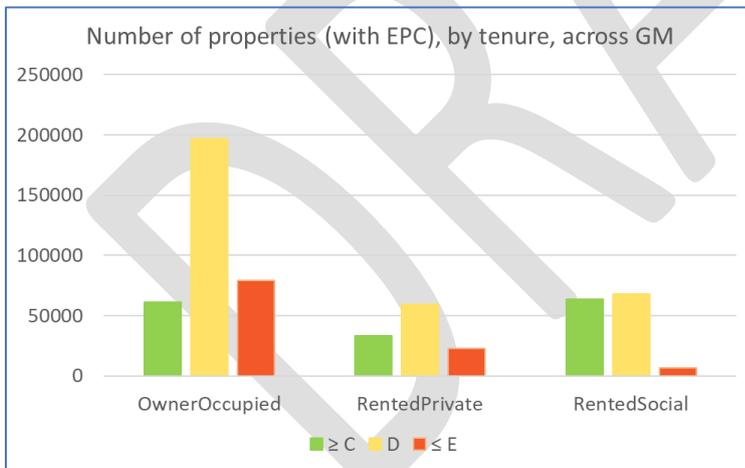


Figure 2-1: Distribution of SAP rating of homes in Greater Manchester.

If we are going to be successful in driving delivery, we need to know what progress we are making, and understand efficiency levels across GM's housing stock, without the need for expensive data collection systems. To do this, we intend to use existing nationally available data provided through Energy Performance Certificates (EPCs). These are certificates which measure a home's energy efficiency and which homeowners

are required to get every time a house is sold or let. We will also analyse how Standard Assessment Procedure (SAP scores) change over time, to help determine incremental changes which, while not large enough to result in an EPC score change, are nonetheless a meaningful change when assessed across the entire housing stock.

Our work with Parity identified that 57% of GM households are owner occupied, 20% private rented, and 23% social rented. While retrofit activity is needed across all three tenures, the owner occupier sector has the most inefficient housing (both in absolute and percentage terms).



Note: only around half of properties have an Energy Performance Certificate

Our work with the Energy Systems Catapult found that around 30% of homeowners say they are willing to retrofit their home in some way but are not doing so because of the barriers previously identified. In recent years there have been several Government interventions to try and encourage households to undertake retrofit (and to subsidise the cost) but they have often been small-scale, short-term,

and have had mixed success.

To support the market the Government introduced the Green Homes Grant voucher scheme, this was launched in 2020 and targeted the private rented and owner occupier sectors. It was widely deemed to be unsuccessful, has since been scrapped, and received highly critical feedback from the National Audit Office. The similarly named Local Authority Green Homes Grant has been more successful, investing £27m this year in GM to retrofit the most fuel poor homes. The challenge with this fund has been that there is not enough capacity in the supply chain to meet customer demand. This means it is likely to underspend in GM, with funds returned to Government. This lack of supply chain capacity is particularly acute for External Wall Insulation contractors due to post-Grenfell remedial works on tall buildings (GM has the highest number of tall buildings in the UK outside London). While both funds

have been of some value, their scale and duration have not been commensurate with the challenge GM (and the country) faces. This is compounded by the schemes' focus on the most inefficient homes (EPC – EF & G) which make up only a quarter of the 887,000 homes that need retrofitting.

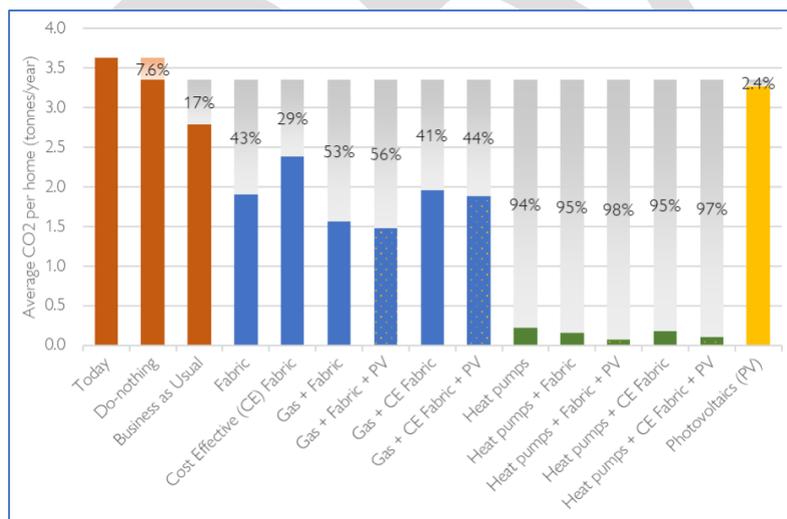
It should be noted that not all homes need to be retrofitted to be suitable for renewable heating to be a financially viable option, e.g., there are around 205,000 homes in GM which could install an Air Source Heat Pump today without any fabric improvements, a potential £1.2bn market. The Government's £5,000 Heat Pump Grants from April 2022 will support this market to develop and will be particularly attractive to those who are both willing to pay and live in such a property.

To stop the scale of the retrofit challenge getting worse, all new homes will be designed to be net zero carbon by 2028. In GM we also plan to build 30,000 net zero affordable homes by 2037. This will require new ways of thinking, new supply chains to be engaged and skills to be adopted by both the existing and new workforce. This provides an opportunity to share and transfer the learning secured on new build into the wider retrofit and home improvement market.

### Where do we need to be?

The Parity Projects work provided a range of scenarios for GM to achieve Net Zero housing by 2038. Historically, retrofit schemes in the UK focus on improving insulation and the efficiency of a boiler, but largely remain reliant on fossil fuel boilers. This must change, as there is no place for mineral gas in net-zero housing. The main option to decarbonise domestic heating in GM is the electrification of heat through air source heat pumps (ASHPs), and (where opportunities exist) the development of heat networks, where an energy centre provides and distributes heat to multiple dwellings, "Heat pump + cost effective fabric + solar PV" is the most cost-effective means of reaching carbon neutrality, currently reducing

emissions by 97% (see graph below © Parity Projects).



To enable an ASHP to cost-effectively heat a home, the home needs to be well insulated, and heating systems may need to be altered (e.g., bigger radiators). That means fabric measures like insulation are necessary (to make ASHPs viable) even if they are not sufficient on their own to cut emissions. They also support

immediate reductions in fuel poverty, and (even if they aren't being installed at the same time) make it easy to deploy heat pumps or other zero carbon solutions at a later date. As such:

- We need to stop using gas fired heating
- We need a large-scale rollout of heat pumps this decade

- We need widespread insulation improvements to make homes suitable for low carbon heating technologies (including heat pumps), including retrofitting over 887,000 homes to move from EPC grade D or lower, to a C or above.
- We need to give people the confidence to move from their current heating system to one which can be perceived as novel and complex.

While significant behaviour change is not currently needed to increase building retrofit, residents will need some education on how to best use the technology as heating response times are slower than a gas boiler, providing more constant, controllable stable temperatures.

Further work is also needed to demonstrate to place based regeneration organisations, departments and future Mayoral Development Corporations, the role and benefits domestic retrofit can delivery against wider policy objectives such has health, poverty, and equality. The inclusion of retrofit measures into such place-based schemes would help develop the market and increase understanding and acceptance in the wider community.

### How will we achieve this?

#### Owner occupiers and the private rented sector

To enable an at scale retrofit market to develop, action is needed in both the social sector and the willing to pay market (private landlords and owner occupiers). To help catalyse this willing to pay market, GMCA is looking to procure a vehicle, (aka GM Retrofit) which will create a flexible customer focused end to end service. The service will assess a home, clearly outline what retrofit actions are needed, the order the work needs to occur in, and the expected costs and sources for finance, such as the Heat Pump Grants Customers can then choose how to progress the works, including contracting GM Retrofit to deliver the improvements. To support the uptake for renewable heating in the Private Rented sector GM is looking to develop a Good Landlord Charter which will recognise those rental properties with good energy performance and low carbon heating systems.

The RetrofitGM scheme is looking to enable a Market which can retrofit over 61,000 homes each year, although for the reasons identified this will take time to achieve.



## The social rented sector

Around 20% of GM's 1.2m households live in social housing. On average these tend to have better energy ratings than Private rented or Owner Occupier home, but 138,000 will still need and will benefit from, retrofit improvements to make them suitable for renewable heating and to meet the current Minimum Energy Efficiency Standard by 2030. Social housing providers have the ability to send the retrofit market a clear signal as to the scale, nature, and timing of the uptake of renewable heating and any associated retrofit measures. By using Social Value clauses in the procurement of such work, they can stimulate both the provision and uptake of a range of retrofit skills. If this approach is orchestrated with wider public sector procurement, GM could create a de facto GM standard. This collaborative approach is needed to create a fully functioning retrofit market, which is able to specify minimum standards for key technologies, and which in turn will reduce the unit cost

The current picture in the sector is mixed with some Providers already committed to installing no new gas boilers, others looking to make similar commitments, while some have no stated plans to stop like for like replacements for gas boilers. Further work is needed to galvanise those in the sector who are committed to GM's 2038 goal. We need to create a clear pathway with timelines for both the phasing out of gas boilers and the number of properties which will need to be improved. Such an approach will also make it possible to better phase the necessary works over time. This is important as it will help social housing providers to avoid a 'hump' of work as we approach the 2030 deadline, a 'hump' which would put excess demand on retrofit suppliers and drive-up costs. The shape and size of this programme can then be communicated to the market and skills providers to inform and stimulate interest. At the time of writing the sector has plans to retrofit around 7,200 of 138,000 homes which need it with an investment of £118m investment.

In addition, the GMCA through the Buildings Challenge Group will look to engage with major housebuilders, the Green Building Council and other relevant parties to determine how the learning on net zero new build can be disseminated to catalyse the uptake of new ways of working.

### **Renewable heating and generation supply chain**

Suppliers who want to install renewable energy technologies need to be registered with the Microgeneration Certification Scheme (MCS). This means we can use MCS registration data to better understand the capacity of the renewable energy technology installation market. There are currently 39 MCS-accredited installers in Greater Manchester (though this does not include any of the associated ancillary building work and its supply chain).

The MCS data can also tell us what technology has been deployed, its location, and the tenure of the properties in question. This means that monitoring the number of MCS accredited installations in GM (and how many were done by local companies) can help us to monitor and understand the capacity of the local supply chain to deliver the demand. By combining this with the number of MCS installs that were delivered by GM companies elsewhere in the UK, we can estimate the current capacity of GM's market.

### **Commercial**

In 2019 carbon emissions from heating and cooling buildings in the commercial sector amounted to 1,190 ktCO<sub>2</sub>e, around a third of that level emitted by the residential sector. Unlike the residential sector electricity makes up 56% of the emissions, with the remaining

arising from gas heating systems. While the problems faced by building owners are very similar in nature to those faced in the residential sector for Owner Occupiers and Landlords, the creation of a viable business case is critical. As such the previously stated challenges of expenditure on building fabric improvements (retrofit) are not wholly reflected in the assets value and the split incentive where a landlord invests but a tenant realises the benefits are critical barriers.

Similar to the domestic sector many commercial building owners are not aware of what they need or can do to their buildings to retrofit them for a zero-carbon future, due in part to the market failures outlined above. This challenge is compounded in this sector as there are a broader suite of technology solutions and more properties require bespoke interventions, making it harder for the owner to determine the right course of action.

Increasing the number of commercial buildings which are or can be heated with renewable will not only reduce GM's carbon emissions but will support the ambitions of their tenants, especially SMEs. For many tenants their inability to reduce their carbon emissions from the buildings they occupy is a major barrier to their zero-carbon transition.

### **Where do we need to be?**

By 2030, all commercial buildings need to have an EPC of B or above, so they are suitable for renewable heating systems. At face value the Minimum Energy Efficiency Standards (MEES) should drive this change as this is the standard set, but this is caveated with "where cost effective". In addition, the lack of rigorous enforcement of MEES means that this Standard alone will not drive the change at the pace needed. To do this requires a suite of solutions which are similar to those needed in the domestic sector, such as:

- Access to independent advice which outlines what retrofit actions can and need to be undertaken and an estimation of the cost involved – a Commercial Retrofit Action Plan
- Access to patient capital, which could be linked to a property or portfolio of properties
- Access to rental agreements which share the ongoing benefits of retrofit with the landlord
- Access to proven Energy Service Company (ESCO) providers who turn heat into a service and undertake whole building upgrades.
- Clearly outlined changes, on when, and at what magnitude taxation will shift from electricity to gas, creating a stronger business case for 'pay to save' investments.
- Consistent strong enforcement of MEES

### **How will we achieve this?**

Greater Manchester has diverse commercial letting portfolio, this ranges from domestic scale dwelling e.g., local shops and care homes to destination retail outlets and large multi-floor offices and mixed tenure buildings. As such many of the mechanisms being put in place to support the domestic sector, will if structured appropriately support and enable landlords to retrofit their properties. These include new financial products, an increased awareness and use of green leases and the use of Energy Service Companies (ESCOs). For smaller properties the end-to-end retrofit vehicle being developed for the domestic sector, GM Retrofit, will also be able to support landlords increase their EPC to a B, the minimum energy efficiency standard by 2030.

To help the sector better understand the need for retrofit, and what measures can and need to be taken, the GMCA will discuss with The Growth Company, and its Business Growth

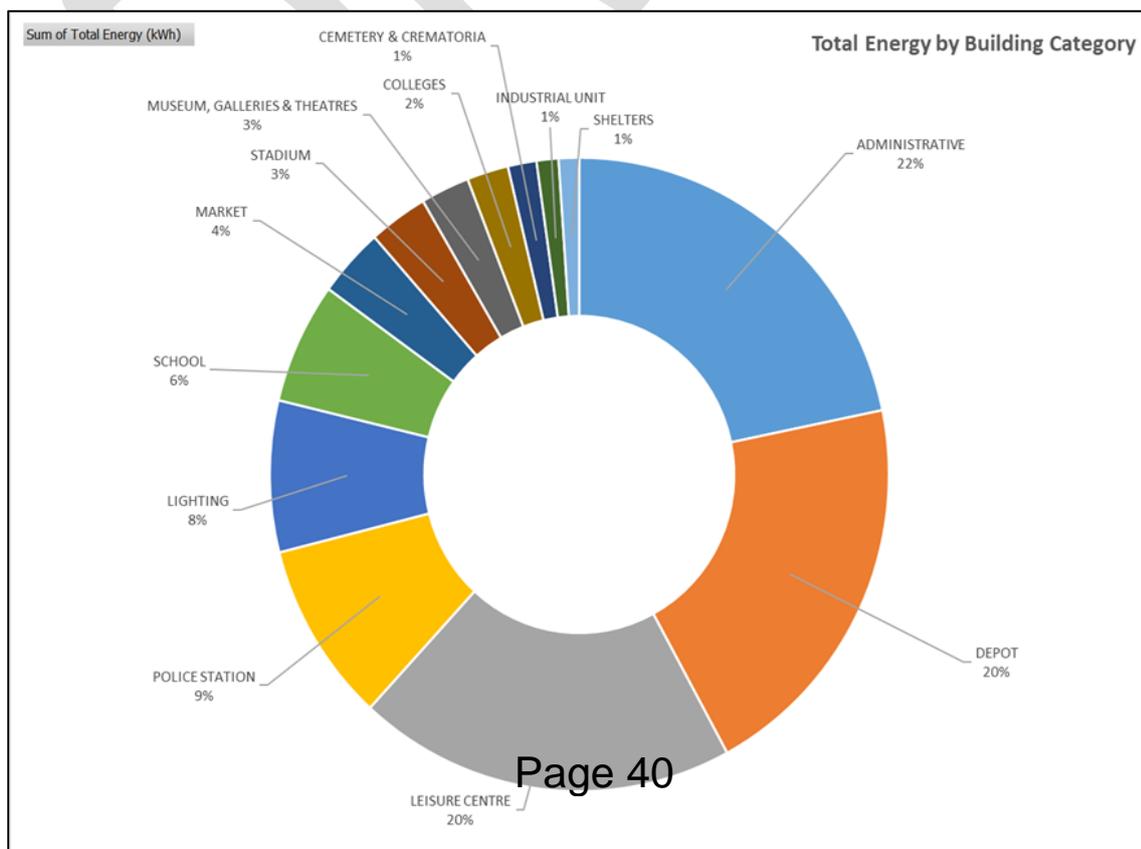
Hub, what role they can take to support the sector. This could build on the support they give via their existing funded programmes and through MIDAS, Business Finance Solutions and Marketing Manchester.

One of the key challenges the sector faces is that the business model case for retrofit is not always strong enough to enable investment and while changes in energy taxation policy (moving taxes from electricity to gas) will help, these are not yet timetabled so cannot simply be factored into future cost/benefit. This challenge is further exacerbated by the fact that in some cases tenants need to move out (or the space is vacant) which further challenges the business case. For this reason, there is a clear opportunity to bring in innovative products and services to enable commercial retrofit to work within the current tax and property valuation landscape. As such, The Energy Innovation Agency, and partnership between: GMCA, The Growth Company, SSE Enterprise, Hitachi EU, Bruntwood, The University of Manchester, Manchester Metropolitan University, The University of Salford have identified Commercial Retrofit of as of its key challenge areas. Their aim is to help secure the rapid adoption innovative solutions which will enable the acceleration of commercial retrofit, using the Bruntwood estate and others as testbeds.

To encourage the adoption of retrofit Measures GM is looking to introduce a Good Landlord Charter, similar to the Good Employment Charter with recognises those who are supporting Greater Manchester shared objectives to decarbonise out buildings by 2038. Underpinning this drive to improved energy efficiency are the Minimum Energy Efficiency Standards which state that all commercial building will need an ECP B or greater by 2030. MEES will also require increased enforcement alongside the encouragement provided by the Good Landlord Charter. This backstop date should encourage and motivate the laggards who find it increasingly difficult to rent their properties.

**Public**

Greater Manchester’s Public Sector is a big contributor to heat-based emissions (emitting 505,000 tCO<sub>2</sub> per annum, or 4.3% of GM’s total CO<sub>2</sub> carbon footprint). To put this into context, it is equivalent to Wigan’s entire transport emissions, or 80% of the combined emissions of all home heating across both Oldham and Rochdale. For GM to remain within



its carbon budget, the public sector needs to lead from the front, sending a clear message to the supply chain, and society at large that such rapid change is both needed and should be welcomed due to the positive outcomes it will deliver. A lot of work has been done to understand what individual public sector buildings emit and what function they provide. Two thirds of the emissions of public sector buildings come from administrative building, Depots and Leisure Centres. Through the Public Sector Decarbonisation fund, 150 buildings are currently being retrofitted, with an investment of £78m saving an estimated 9,000 tCO<sub>2</sub>e per annum (1.8% of total Public Sector Emissions). There is also the need to retrofit over 70 local authority-controlled schools per annum at an average cost of circa £1m each. In October 2021 the Government announced a series of measures which will support the public sector to decarbonise its estate, making available £1.45bn available over the next 3 years, through competitive bidding. While this is welcome, and if successful will help decarbonise some of GMs public estate, it is not at the scale needed to meet our carbon budgets. To do this the public sector needs to develop business cases which enable it to access finance which could be PWLB, Local Green Bonds or the use of Energy Service Companies (ESCOs). It will need to do this at an unprecedented scale and speed and will need to dedicate resources, both people and capital to make this a reality. To do this Public Sector Bodies need to adopt a “war footing” creating a more streamlined decision making and governance structure is needed which can support rapid deployment while ensuring the necessary level of scrutiny. This needs to rise about the current challenges and competing pressures and take a strategic view to secure the changes needed.

**5. Conclusion** Heating our homes and buildings with renewable heating will not only support our Climate Change objectives it will make significant inroads in addressing some of the wider challenges Greater Manchester faces as we move out of the pandemic. The scale and longevity of the opportunity, will if addressed in a systemic way, accelerate the realisation of GM’s wider strategic objectives. This is why the refreshed Greater Manchester Strategy puts climate change and inequality at its heart, and why all actions are viewed through these twin connected lenses. We recognise this opportunity as one which will only arise once-in-a-generation, able to deliver substantial carbon reductions, environmental and health benefits for our people, whilst also creating new green industries and jobs that capitalise on our outstanding research assets and large low carbon goods and services sector.

The retrofit market suffers from considerable and systemic market failures which will need to be addressed to realise a fair and just transition to a net zero carbon society. Without intervention the market will be limited to those who have the knowledge, desire, and ability to pay for the works, limiting the benefits to those most able in society. This risks further entrenching inequality as failing to achieve the transformational scale needed to address Climate Change will limit the impact on wider policy objectives. This will ultimately cost the economy and society, particularly those least able to afford it, and with the lowest carbon footprint more.

The Retrofit Taskforce will drive systemic action, covering:

- The identification, stimulation, coordination and realisation of building retrofit across all sectors and tenures, to provide confidence to the market in order to secure the necessary investment in the provision of a skilled workforce

- The development and deployment of new financial products and services which gives building owners access to affordable funding which enables them to undertake the retrofit. This may also look at local green municipal bonds which enable GM's residents to accelerate the transition
- The provision of local 'retrofit' training course places which provide individuals with the knowledge and skills need by the sector, at the time when they are needed. This will cover further and higher education providers, including craft and more specialist roles such as heating engineers and retrofit coordinators
- The collection, verification and analysis of data and other key performance indicators to monitor progress towards the goal of all residential properties having an EPC of at least a C by 2038, and Commercial properties having an EPC of B or above by 2030.

This will be done in such a way as to maximise local social, economic and environmental impact, ensuring that the opportunity retrofit provides is realised in a way which is fair and just and acts as a driver for the wider societal changes needed post pandemic.

## 6.0 Implementation Plan

	Short term (0-9 Months)	Medium term (9 – 18 Months)	Long term (18 – 36 Months)
<b>SKILLS</b>			
<b>Skills</b>	Retrofit Skills hub starts: 165  Bootcamp Starts: 145  Retrofit Skills Hub starts (315)  Bootcamp Starts: 145  Release of Green Economy Skills Intelligence Report  Retrofit Skills Hub Starts: 395	Retrofit Skills Hub Starts: 265  Evaluation of programmes, re-development of funding  Ongoing deployment of AEB, other funding	
<b>Market</b>	Some New Build  Localised small to medium sized social housing retrofit projects	Increased social housing (When we have the levers to drive the market)  Public Estate (top 50 buildings)  New Build	Need on scale across public and increasing private

	<b>Short term (0-9 Months)</b>	<b>Medium term (9 – 18 Months)</b>	<b>Long term (18 – 36 Months)</b>
		Increasing privately owned retrofit 'able to pay'	
<b>Approach</b>	Onsite training on live projects  GMCA research into curriculums for trade and specialist roles	Increased flexibility in funding options for retrofit training	Embedding of retrofit core skills in wider curriculum
<b>Occupations</b>	Reskilling and upskilling for traditional building trades, electrical and plumbing installation  Opportunity to develop multi-trade routes and add on trades for existing workforce  For current trades upskilling add-ons for retrofit design, advisors (lower-level building pathways to higher level retrofit coordinator)  Upskilling CPD for professionals (architects, surveyors, planners, project managers) to increase employability.	Development of new retrofit coordinator role with increased need for client coordinator role  Assess additional roles from energy group bringing in wider energy roles for example to install solar PV	
<b>Actions</b>	Design training which meets PAS2035 standards and new Part L of Building Regulations to upskill and retrain as well as embed in	Shared training facilities for upskilling and new entrants  Align traditional trade and	

	<b>Short term (0-9 Months)</b>	<b>Medium term (9 – 18 Months)</b>	<b>Long term (18 – 36 Months)</b>
	<p>existing pathways.</p> <p>Potential to develop a new training to add on a trade for current workforce</p> <p>Potential to develop new more highly skilled multi-trade pathways (T-Levels)</p> <p>Create new pathways for upskilling existing trades to become retrofit assessors and designers as this training is at a similar level as an add on</p> <p>Develop accredited CPD for professionals which meet standard for retrofit and gives them an employment edge/specialisation</p>	<p>profession pathways to include retrofit standards</p>	
<b>Funding and Finance</b>			
<b>Programme</b>	<p>GFI hire a GM programme manager.</p> <p>Programme strategy developed and agreed</p>		
<b>Local Climate Bond</b>	Local Climate Bond pledge	Launch Initial Bond (subject to diligence)	Rolling programme of Local Climate Bonds

	<b>Short term (0-9 Months)</b>	<b>Medium term (9 – 18 Months)</b>	<b>Long term (18 – 36 Months)</b>
	Pipeline selection		
<b>Property Linked Finance</b>	Establish legislation changes required.	Design Pilot Scheme Advocate for legislation changes	Launch GM Pilot
<b>Demand aggregation</b>	Develop GM Pilot	Launch GM Pilot	GM roll out
<b>Green Mortgages</b>	Lender Roundtable	GM Green Mortgage Launch	
<b>Green Rental Agreements</b>	Integrate with Good Landlord Charter  Identify Pilot Partners	Launch Pilot	
<b>Delivery</b>			
<b>Green Homes Grant</b> (GMCA secured £27M of funding to run the Green Homes Grant Local Authority Delivery Scheme in Greater Manchester)	(Advice), Saving money and carbon  1800 homes receiving energy efficient installs		
<b>Sustainable Warmth Funding</b> GMCA submitted a bid. (January 2022 to March 2023)	Awaiting Outcome of bid submission	1200 low-income homes improved	
<b>Retrofit GM</b> A consumer led proposition aimed	A consortia of delivery partners identified		12,000 homes improved

	<b>Short term (0-9 Months)</b>	<b>Medium term (9 – 18 Months)</b>	<b>Long term (18 – 36 Months)</b>
at the willing to pay market	Launch of proposition of Greater Manchester residents		
Public Sector Decarbonisation			210 buildings retrofitted
Number of Schools Retrofitted	Develop a pipeline of Schools to be retrofitted and the necessary business cases	Develop a toolbox for schools and Governors to speed catalyse retrofit measures in schools	210 schools retrofitted Template Business cases produced to speed up future retrofits

## Annex 1: Performance Metrics [draft tbc]

Skills, Finance, Delivery

<b>Metric – mean average over 3 years</b>	<b>Value</b>
Number of public buildings retrofitted	70
Number of LA controlled schools retrofitted per annum	70
Number of Socially rented homes retrofitted	2,400
Number of Willing to Pay owners engaged	24,000
Number of WTP homes improved (over 3 years)	4,000
Number of EPCs moved from below D to C and above without Public Support	8,400
Number of MCS renewable heating systems deployed in Greater Manchester	Monitor
Monitor incremental domestic upgrades via the median average movements in kWh/m <sup>2</sup> capture in EPCs	Monitor
Number of Retrofit Equivalents*	Monitor
Number of new Trustmark accredited installers in GM	400
Number of construction workers upskilled	1,100
Number of new apprentices in Construction	1,200 per year
Skills funding deployed	£xxx

\* Similar to FTE, this is a measure of other overall improvement in the housing stock and is equivalent to the SAP rating increasing by 7 points e.g., if the total SAP score increases by 42, then this is 6 retrofit Equivalents

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## **GM HOUSING PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE**

**Subject:** Greater Manchester Strategy Refresh

**Date:** 11 November 2021

**Report of:** Andy Burnham, Mayor of Greater Manchester

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### **PURPOSE OF REPORT:**

To provide the draft text for the refreshed Greater Manchester Strategy and to highlight the proposed approach to the development of a detailed delivery plan and its implementation.

### **RECOMMENDATIONS:**

The Committee is requested to:

1. Note, review and provide comment on the draft Greater Manchester Strategy text and provide comment on the proposed approach to the development of the supporting delivery plan.

### **CONTACT OFFICERS:**

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## **1. INTRODUCTION/BACKGROUND**

1.1 The last Greater Manchester Strategy, agreed in 2017, ran for three years. It was due to be refreshed in 2020, but the Covid pandemic and delays to local elections meant that it was delayed for a year. Over the last year the 'One Year Living with Covid Plan' has provided a bridge to this year's refresh, assessing the impacts of Covid and co-ordinating responses.

## **2. DEVELOPING THE DRAFT STRATEGY**

2.1 The refresh of the Greater Manchester Strategy (GMS) has been developed following several months of engagement from across sectors, partners and communities. The draft strategy text annexed builds from the issues and actions in the Living with Covid Resilience Plan and is forms the systemwide responses to the findings and recommendations of the Independent Inequalities Commission and the Marmot Build Back Fairer report.

2.2 The new strategy places the interconnected challenges of climate change and tackling inequalities at its heart, providing the lenses through which Greater Manchester activity should be framed, supporting and challenging where policy or delivery is contrary to climate and equalities ambitions.

2.3 The draft text positions Greater Manchester to be a greener, fairer and more prosperous city-region, delivered through our unique and distinctive neighbourhoods, towns and cities, coming together in a vibrant successful Greater Manchester. The strategy sets out shared outcomes and commitments to be attained over the period of the strategy, and are underpinned by collective ways of working.

2.4 The draft strategy provides a ten-year vision and direction of travel for Greater Manchester, leading our recovery and renewal as the city-region comes out of the pandemic and learns to live with the ongoing implications. The Strategy will be accompanied by a three-year Delivery Plan, which will initially capture those specific programmes of activity being delivered which support the shared outcomes and commitments in the Strategy, with a proposition for the further development of a more comprehensive delivery planning process as set out below.

2.5 Progress monitoring wrapped around the strategy include a basket of of measures, some of which will be monitored, some targeted, and some assurance measures around the adoption and embedding of our ways of working. The performance framework will draw on a range of data and intelligence sources, and will included community insight, as a mechanism to ensure our interventions are responsive to the lived experience of Greater Manchester's residents. For the first time, the new performance framework will also include a few measures to be targeted at neighbourhood or community level and will introduce minimum standard approaches – below which would trigger a policy review and response.

### 3. DRAFT STRATEGY

- 3.1 The refreshed Greater Manchester Strategy adopts the strapline of ‘Good Lives for All’, in response and demonstrating the commitment to deliver on the Independent Inequalities Commission and Build Back Fairer reports, with Greater Manchester seeking to support all of our residents to achieve their version of a good life.
- 3.2 The strategy has a vision of ‘Greater Manchester: a great place to grow up, get on and grow old; a great place to invest, do business, visit and study’. The strategy sets a bold direction of travel for the city-region as Greater Manchester recovers from, and lives with the implications of the pandemic, setting Greater Manchester’s determination to become greener, fairer, and more prosperous, driven by opportunities in all localities.
- 3.3 Putting the interconnected challenges of climate change and inequalities at its heart, the refreshed strategy begins to paint the picture of a greener, more equitable city-region, and provides the evidence, mechanisms, and tools to drive change across the conurbation, and face those core challenges head on.
- 3.4 The areas for action in this Strategy, draw from a range of strategies, plans, delivery and interventions; all of which are important to delivering Greater Manchester’s goals. This strategy does not seek to reproduce the detail of those plans, **but instead draws out the areas for actions where unless the system as whole comes together, we will not achieve our ambitions.** This approach, avoids duplication, and provides the necessary flexibility for the development and progression of other plans led by the many places and partnerships across the Greater Manchester system. The full strategy, and the breadth of supporting strategies, case studies and linked materials will be web based once finalized and adopted. This will provide a home for the vast array of supporting materials without which the vision in the GMS will not be achieved. A short print version will be available and distributed widely across partners and partnerships, including community representatives – all of which are key stakeholders in the delivery of this strategy.
- 3.5 The strategy intentionally moves away from traditional policy ‘silos’ to focus on those areas where the whole system needs to come together, behind shared outcomes and commitments to achieve the shared vision. This ‘blurring’ of policy boundaries allows for approaches to policy and intervention design and delivery where all stakeholders look outside of their immediate priority and consider the role their activity plays in the attainment of wider, shared goals. The strategy also sets out ways of working, recognising the achievement of our shared vision, will depend on how Greater Manchester works together as much as what Greater Manchester works on.
- 3.6 The shared outcomes to be attained focus on the Wellbeing of our people; Vibrant and successful enterprise; and Greater Manchester as a leading city-region in the UK and globally. The outcomes to be achieved over the ten years of the strategy, will be delivered through a series of shared commitments, and all driven by the adoption and embedding of shared ways of working.

3.7 Progress against the strategy will be monitored through a performance framework. The measures to be included in that framework are included in the annexed draft, with full performance pages to be included in the web-based strategy once finalized.

## **4. DEVELOPING A COMPREHENSIVE DELIVERY PLANNING PROCESS**

4.1 An initial delivery plan will be provided to the Combined Authority for their meeting in December. This will include headline activity currently being delivered at GM level, which supports the attainment of the shared commitments in the draft strategy. The intention, however, is that that initial delivery plan is further developed and a comprehensive, systemwide approach to the development and implementation of the delivery plan is undertaken.

4.2 An approach is proposed to establish a cross-agency delivery support group. This group would be responsible for reviewing the strategy and performance information and providing an 'independent' honest view about the progress of the whole GM system with the shared outcomes, commitments and ways of working as well as suggested areas requiring further action. It will enable the sharing of experiences, best practice and supportive challenge and work collaboratively to find the best ways to adopt and embed the ways of working as standard in Greater Manchester working. This approach will also move the delivery plan further from the focus of just GMCA led activities, recognising that the GMS is truly a partnership document, and its delivery and success will be attained by collective actions from across organisations, sectors and networks.

4.3 The development and implementation of the delivery plan will be undertaken to ensure the collective ambitions set in the strategy can be adequately tracked and developed and will ensure the true added value of the GMS can be demonstrated with, and for all partners with a collective accountability for its achievement.

4.4 Formal progress reporting of the refreshed GMS will continue to be six monthly via all three Overview & Scrutiny Committees, and the GMCA and LEP.

## **5. NEXT STEPS**

5.1 Work is continuing to finalise the draft strategy, performance measures and populating the initial delivery plan.

5.2 The development of the [aboutgreatermanchester.com](http://aboutgreatermanchester.com) website is also underway to ensure the strategy can be live on the site following adoption, and that the website will continue a good representation of linked materials, strategies and case studies from day one. The web content will be further developed and added to over time, and will be over time, able to be the 'first port of call' for Greater Manchester led strategies and activities.

5.3 A final draft of the refreshed strategy, along with the initial delivery plan and performance framework will be presented to the GMCA for views and adoption at their meeting on 17<sup>th</sup> December.

## **6. RECOMMENDATIONS**

6.1 The recommendations are set out at the front of this report.

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# The Greater Manchester Strategy: Good Lives for All

Greater Manchester:  
a great place to grow up, get on and grow old;  
a great place to invest, do business, visit and study.

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### Introduction

In recent times Greater Manchester has seen unprecedented growth, development and opportunity for our people and places. A place of pioneers, innovation, beautiful scenery and home to many thriving and diverse communities. In response to the pandemic we have come together as a mature and honest system wide partnership to respond to the challenges faced, which tested our responses, our ability to adapt and the needs of our communities, places and businesses. As we move forward from the pandemic, Greater Manchester is determined to become **greener, fairer, more prosperous, driven by opportunities in all localities** across the conurbation.

This Strategy is Greater Manchester's plan for all the communities, neighbourhoods, towns and cities which make up our city-region. It is our plan for recovery and renewal following the pandemic. It provides a clear direction of travel for our city-region, focused on those areas where all parts of the conurbation need to work together to achieve our shared vision of ***Good Lives for All: that Greater Manchester is a great place to grow up, get on and grow old; a great place to invest, do business, visit and study.*** And, critically, it sets how we will work together to achieve that goal.

The previous Greater Manchester Strategy [\[INSERT LINK\]](#) set bold challenges and ambitions under ten thematic blocks. Throughout its implementation progress against those objectives and actions was regularly reported and high level outcome

dashboards updated to monitor progress. As we move forward from that strategy to this, what has become clear is if we are to effectively address today's most pressing issues for our city-region – **responding to the interconnected challenges of climate change and inequality** – we need to take a different approach. We need to delve below the averages, we need to act quickly on decarbonisation, and we need to challenge ourselves to ensure we are responding to the issues that are currently holding us back and preventing everyone in Greater Manchester living a good life. This refreshed Greater Manchester Strategy therefore puts the climate and equalities agendas at its heart. These interconnected and overarching agendas will frame our city-region priorities; lenses through which all of our activity will be developed, tested and progressed. But whilst the challenges our city-region faces are real and significant, Greater Manchester also has many internationally significant opportunities and so tackling these challenges will be supported by: a) the ambition to become more **prosperous**, capitalising on our significant world leading strengths to drive economic development with equality of access for all; and b) driving opportunities in all of our **places** across Greater Manchester.

This Strategy is a blueprint to corral and energise our partnerships, galvanise relationships, working across agencies and sectors, and provide a platform for the further development and establishment of new relationships, opportunities and ways of working. The Strategy has been developed with, and agreed by, all ten councils, the Mayor, the NHS, Transport for Greater Manchester, Greater Manchester Police and Greater Manchester Fire and Rescue Service, with support from the Local Enterprise Partnership, businesses, universities, voluntary, community and social enterprise organisations, and members of the Greater Manchester Equality Panels and GM Equality Alliance.

## Context

Greater Manchester's population of 2.8million is growing and getting older. The Independent Prosperity Review confirmed that the forecast 13 per cent growth in the local population by 2040 only includes a five per cent increase in the working age population, compared to 50 per cent growth for over-65s and 100 per cent growth for over-85s. The growth in the number of people in mid and later life represents the biggest demographic shift facing the city-region over the next few decades and will impact on all areas of life from health, to work, to education/reskilling, to culture, leisure and travel. Greater Manchester, with the wider UK, faces major challenges to improving population health and capitalising on the opportunities created by demographic change, including the need for significant innovation to transform the health and social care system. In deprived areas, enabling an increase in healthy life expectancy is even more of a challenge, and poor population health (compared to the UK average) is also a very significant barrier to economic growth and productivity.

This Strategy sets out our clear outcomes and commitments [\[INSERT link to outcomes & commitments table, \(designed version being used in short print version??\) \]](#) to be delivered. We will use these to further our relationship with central Government, investors and collaborators, providing a platform for our future and how we would like to work in partnership to achieve our shared vision. Through this

Strategy we provide a clear line of sight between our priorities, the ways we work, and how we deliver to support residents, places and businesses in meeting their needs, and ensuring our services are responsive to the lived experience of Greater Manchester's citizens. We will maximise opportunities and be responsive to fiscal events, ensuring available resources, flexibilities and accountabilities are aligned and delivering in support of our vision.

This is Greater Manchester's fifth Strategy and builds on the strong foundations of cooperation within the conurbation from commissioning of the Manchester Independent Economic Review which underpinned the first Greater Manchester Strategy in 2009, through to the Independent Prosperity Review and One Year On Report, Local Industrial Strategy and Unified Public Services White Paper, the Independent Inequalities Commission Report and Build Back Fairer Report. [\[INSERT LINKS\]](#)

The Strategy was due to be refreshed in 2020, however this was delayed for a year due to the Covid pandemic which threw Greater Manchester into an unprecedented situation. The challenges posed by the pandemic necessitated a collaborative approach to working at a scale not seen before across sectors and agencies across Greater Manchester, and ultimately in the development of the One Year Living with Covid Resilience Plan [\[INSERT LINK\]](#). The Plan has provided a bridge to this new Greater Manchester Strategy, assessing the impacts of Covid and co-ordinating responses, as well as providing a framework and clear set of priorities support the effective delivery of services and support as the city-region recovers from, and lives with Covid.

Recovery from the pandemic will be tough. Our people and places have been disproportionately impacted, and the effects and impacts of that will be persistent and far reaching. We want to ensure all our people are supported to live a good life in Greater Manchester, through all ages and stages in their lives. For example, we will support our children and young people to be good learners, with any necessary family help, education recovery, wrap-around provision and health and wellbeing needs being met.

The scale of the challenge to recover to our pre-pandemic position, and then go further, cannot be underestimated. Our services are under strain, our people have suffered more than other places, and our need for investment to support a greener and more equitable recovery is vast. We will capitalise on the opportunities available to us, drawing on our considerable assets across the city-region, and actively seek to develop new opportunities for the benefit of all our people and places, clear on the scale of the challenge ahead.

The pandemic has highlighted the importance of strong communities who take care of each other and of accessible, attractive and safe public spaces and streets. We will build on this and as our city and town centres and high streets start to recover, we will actively develop innovative and alternative models that will reinvigorate our much loved shared spaces, ensuring they are accessible, reflective of and inviting and safe for all residents and visitors. Our town centres and high streets will once again become the engines of growth for our city-region.

Our Strategy sets the direction of travel for Greater Manchester for the coming decade. This medium-term timescale will allow for stability and clearly set a course for the city-region's recovery, renewal and progression following the pandemic, in line with the economic vision developed by the LEP and adopted by the Combined Authority. The Strategy is accompanied by a three-year delivery plan which will be monitored, revised and reviewed on a regular basis. The delivery plan will capture the headline actions which are being delivered in collaboration across the Greater Manchester system in support of the achievement of the shared outcomes and commitments in this ten-year strategy. The delivery plan will be responsive to changing circumstances, ensuring opportunities can be capitalised upon, and challenges are understood, and appropriate responses put in place. Building from the learning and experience of the Greater Manchester systemwide pandemic response, this strategy, and the supporting delivery plan, provide for dynamic and flexible responses as circumstances and needs change, but still moving towards our collective end goals.

We were already on a digital journey, which has been accelerated by the pandemic. As part of our recovery and the progression of Greater Manchester, we will continue to embrace digital technologies and deliver ambitious digital infrastructure plans for our city-region, ensuring our people and places can make the digital shifts required to enable the attainment of our collective ambitions. Through this Strategy we will realise the myriad of opportunities a digitally fuelled city-region provides, and put our residents at the heart of our plans and set our ambition to be a world leading digital city-region, recognised globally for its digital innovation.

Across Greater Manchester partnerships we are collectively delivering a series of detailed, plans and activities. **It is not therefore the intention of this strategy to reproduce that detail**, but to frame how individual elements come together, **focusing on those things where we need systemwide action to drive the changes we all want to see**, to support the attainment of our shared vision of good lives for all.

Driven by our joined up and collaborative policy and intervention approaches, we can level up our city-region. Greater Manchester has a proven track record regarding devolved powers, funding and delivery. Through this Strategy we will go further:- we will ensure all of our people have access to safe, decent and affordable transport; we will accelerate our plans towards our carbon neutral ambition; we will create greener homes and communities; and better jobs and skills.

[\[Insert link to GM's Levelling Up Deal \(A\)\]](#)

## **A Greener Greater Manchester: Responding to the Climate Emergency**

### **The Climate challenge**

**In Greater Manchester we are determined to act decisively, rapidly and effectively in response to the climate emergency, and for us to be ahead of the curve; not left behind.**

Climate change is the single biggest threat that the world faces with human activities the main cause. The impacts of climate change are already here today in the increased frequency and magnitude of extreme weather events from heatwaves, droughts, flooding, winter storms, hurricanes and wildfires. Environmental challenges threaten the health and prosperity of our city-region. If we don't all act now, these will only worsen and the consequences will be felt even further by future generations. Their homes will be at greater risk of flooding, heat stress will be a greater risk to their health, water shortages will be more common and their natural environment – green spaces, soils and species will be at greater threat. The world will be a less safe place to live – coastal area areas will flood, food supply will be less secure, more species will become extinct and people could be driven into migration and conflict.

Whilst the climate emergency affects us all, it is the most vulnerable and disadvantaged communities who are often the least responsible for causing climate change who are experiencing the worst impacts be that at a global scale in developing countries, or closer to home in our deprived communities. These communities often have the least capacity to adapt and respond. We already see poorer access to high quality green spaces, and biodiversity under threat. In our responses to the climate emergency, we will ensure across Greater Manchester that the costs of decarbonisation do not fall on those who can least afford it. We will ensure our responses drive our ambitions to tackle inequalities. We need to live differently to tackle climate change addressing those activities which impact negatively on our climate, whilst recognising that we live in a global ecosystem where activity is interlinked, and it is incumbent upon us all to address the climate emergency and in so doing tackle the inequalities which exist.

As we respond to the climate emergency, we will ensure that those most vulnerable in our society benefit from innovation, investment and development. Delivering on Greater Manchester's carbon neutrality ambition will drive levelling up across our city-region, providing opportunities for people and places, whilst also tackling issues such as fuel poverty.

### **A carbon neutral Greater Manchester**

Greater Manchester has already adopted a science-based target which gives us a total carbon budget and a carbon neutral target date. Whilst the carbon neutral target date of 2038 makes clear our overall ambition and vision for Greater Manchester, the rate at which we deliver decarbonization is key and our five-yearly carbon budgets help us track our progress. Urgent action is needed, together with innovation that will accelerate future change. It is within our gift to start now, using the tools and technologies already available to use but to achieve our challenging ambitions we also need to stimulate innovation – in new technologies and processes, in new business models and in how we are all engaged, educated and upskilled. We recognise moving quickly on decarbonisation holds the key to enabling better jobs, better homes, better transport and supporting good lives for all. This involves us working in different ways and is why we launched the **UK's first regional Clean Growth Mission** for Greater Manchester [\[INSERT LINK\]](#) mobilising everyone around our mission for a carbon neutral city-region and breaking down the barriers

between traditional sectors and groups. The Mission focuses both on rapidly reducing our carbon emissions and stimulating business innovation to achieve our goals. Our ways of working in support of the attainment of the Clean Growth Mission, enables the adoption of approaches that are reflective of the links, complexities and roles of individuals, agencies and networks in delivering the agreed aims. The approach focuses on problem-solving challenges facing society, which require many different sectors' involvement to solve.

This strategy intentionally removes priorities around traditional 'policy silos', enabling the whole of the system to come together in support of the attainment of our collective goals, responsive to the climate emergency and all working together to achieve carbon neutrality to the benefit of all our people and places.

[Insert link to case study decarbonising our city region & delivering social value & inclusive growth (b)  
Vision for a low carbon GM E]

### **Capitalising on opportunities of moving to carbon neutrality**

While responding to the climate challenges our city-region faces, we will also ensure we develop and capitalise on opportunities presented as we move towards carbon neutrality by harnessing the potential for delivering economic, social and environmental benefits together. Delivery of this Strategy will ensure our activities are aligned and supportive of our carbon neutrality goal, with activities which are not conflicting or contrary to its attainment. This will involve whole system responses and collaborative approaches and accountabilities, which span across sectors, partnerships and agencies, even down to roles for individual citizens. This development will not always be straight forward, and will involve trade-offs, and an understanding of the widest possible impacts arising from our proposals, and will involve taking decisions with an evidenced understanding of the implications of our actions.

We are building ways to develop our understanding of the environmental impacts of our decisions and actions. Embedding understanding and assessment of possible impacts early in our policy planning and development activities will enable us to reconsider decisions that take us further away from our carbon neutral ambition, support the development of more environmentally friendly propositions, enable mitigating actions to be developed and delivered, and expand co-benefits, in addition to driving understanding and ownership that it is the responsibility of each and everyone of us to be responsive to, and contribute positively towards, our carbon neutral ambition. The development and adoption of a decision support tool, currently used for Combined Authority decision making, but with the intention of wider partnership adoption, is a significant step towards enabling this assessment and support in the development of policies and delivery which positively support our carbon neutrality target. [Insert link to Decision support tool information in ways of working]

[Insert link to case study – GMFRS taking lead on responding to climate change – use long version C ]

We will address the challenges posed by climate change head on; our collective ambitions around decarbonising our city-region are unprecedented, but we are

already translating that ambition into reality, not least via the Five-Year Environment Plan [\[ADD LINK\]](#), and will continue to drive this through the delivery of this Strategy's actions and our ways of working. We recognise the scale of the challenge we have set ourselves, for example in decarbonising the transport network across Greater Manchester, but embark on such a dramatic transformation in the knowledge that only intervention at pace and scale, and with the right support from Government, will be sufficient to meet the environmental challenges posed. And that such change will bring a range of benefits and opportunities to the people of Greater Manchester.

The attainment of our ambitious targets will require a transformation of the energy system and changes to the way we use and generate energy. In Greater Manchester we need to see a rapid increase to the use of public transport, active travel and low emission vehicles, our homes and buildings need to be far more energy efficient, we will need to drive up the use of solar photovoltaic energy, low carbon heat will be generated locally, and our businesses will need to adopt more circular modes of operation.

[\[Insert link to case study – GM Planning for a carbon neutral Greater Manchester public sector estate D\]](#)

Climate change is already impacting on our city-region, with more frequent and severe flood events being seen. These impacts will worsen in the future, given the projections of the level of climate change already caused and unavoidable due to emissions already in the atmosphere. Understanding the significant impacts this will have on our economy, society and natural environment, forms the basis of Greater Manchester's Resilience Strategy. In seeking to make Greater Manchester one of the most resilient places that strategy recognises the role of the natural environment and utilises nature-based solutions to reduce flood risk or creating better green spaces for nature, biodiversity and people.

## **A Fairer Greater Manchester: Addressing Inequalities and improving wellbeing for all**

### **Inequality in Greater Manchester**

Greater Manchester is a place which believes everyone should reach their potential. Our city-region has a long history of inclusion, welcoming migrants from the industrial revolution to the present day, championing social justice and human rights, and building diverse, cohesive and resilient communities.

However, like all global cities, inequalities exist and persist throughout our society, between Greater Manchester and the rest of the country, between localities in Greater Manchester, within localities and across specific groups within our population. The inequalities experienced by Greater Manchester's communities are entrenched, systemic and intergenerational. **This Strategy seeks to respond to all evidenced inequalities, recognising the individual identities that experience disproportionate discrimination, alongside the role of place and poverty.** If we are to achieve equity, we must first understand and respond to the interconnected, complex, and personal causes of inequality.

The development of this Strategy has been shaped and informed by the Independent Inequalities' Commission and the Build Back Fairer Review [\[INSERT LINK\]](#), which have provided expert insight and intelligence, examining root causes, and sought to quantify the scale of the inequalities challenge in Greater Manchester, and propose potential solutions. The Independent Inequalities' Commission highlights that historical and contemporary systemic and institutionalised discrimination and prejudice of people experiencing racial inequalities has resulted in entrenched inequalities, rooted in long-standing structural issues of poverty and disadvantage.

The impacts of the pandemic have been unequal and unfair, highlighting and deepening inequalities which have existed for many years, and also created new inequalities. Covid mortality rates are 25% higher in Greater Manchester than in England as a whole, and are highly unequal within the city-region, with mortality rates 2.3 times higher in the most deprived areas, compared to the least deprived. Inequality is damaging the lives of our people, both here and now and in the long-term, with widely varying crime, health, education, skills and economic outcomes for our residents. The evidence and experience from the pandemic, has provided us with an expanded view; to consider the interaction and interdependencies of inequality and for example, housing, employment, environment, education and skills, and transport.

These inequalities are unacceptable. We need to collectively understand, acknowledge and confront entrenched prejudices, discrimination and injustices, including structural racism, that continue to hold back our diverse communities. We need to tackle the root causes of inequalities in the economic system, in the way public services work, and in deep-rooted discrimination of all kinds, including structural racism, gender bias, transphobia, ageism, homophobia, or because of their disability, faith, belief, or other protected characteristic. The delivery of this Strategy will drive ways of working that ensure our policies and services are responsive to the needs of our diverse communities. Our understanding of the challenges will be informed by the voice of lived experience, and our communities will be actively involved in shaping and delivering the solutions.

### **An equitable Greater Manchester**

In Greater Manchester we want to level up to support a more equitable society, with all people able to access the opportunities to progress, develop and flourish in their lives. We recognise that we are not all starting from the same point. The impact of systemic and entrenched inequality and discrimination affects communities in different ways. **It is not a level playing field for many, and we will seek to redress that imbalance head on.** Our responses need to be shaped by our understanding of the systemic challenges people face, and that the negative impacts of discrimination and disadvantage has on people's lives.

Our communities experience of life in Greater Manchester are vastly different, for example, 5% of our population experiences 25% of all crime. Our schools experienced greater disruption during the pandemic, with more class closures than in other parts of the UK, and lasting impacts continue such as low return to school rates, and the need for extensive additional support in many of our education settings. In order to achieve our vision of good lives for all, Greater Manchester

needs to work deliberately and collaboratively, going beyond meeting basic needs, empowering marginalised groups, and ensuring our people can participate fully in society with affordable, decent homes in safe communities, access via sustainable transport to good education, skills provision and employment opportunities, as well as cultural and leisure facilities. By taking a person-centred approach, understanding individuals needs and requirements, we can support all of our people to have a good life in Greater Manchester.

[Insert link to case study GBV Strategy F, YPG case study R ]

[Insert link to inequalities evidence base]

Despite the significant negative impacts resulting from the pandemic, throughout the response we also saw many positives; improvements in ways of working and shifts in people's attitudes and behaviours. It is the role of this Strategy to support the further embedding and the continuation of positive improvements and to continue to develop our actions and responses to mitigate any ongoing negative effects.

Positive improvements around people's sense of belonging, engagement with their local communities and foundational social infrastructure such as, use of local centres, culture and leisure spaces and facilities should all be maintained. Early signs suggest that they have played a key role in in the mutual aid response to the pandemic and are critical for building levels of community activity that can make for example, social prescribing and preventative activity viable.

In delivering this Strategy we will ensure easy access for all of our residents to high quality culture, outdoor and leisure opportunities, recognising the significant benefits this can bring for health and wellbeing. Similarly, it will be important to build on the rapid acceleration in digital communication and access to services which has enabled more people to work from home and to access a wide range of opportunities without the need to travel.

## **The time for change**

The consequences of inequalities persist and prevail throughout our society. The case for change has been made, and we must through our collective actions, be directly responsive to the challenges our people face in trying to enable everyone to be able to get on and succeed. The full human impact of disadvantage and poverty is impossible to estimate; nobody can measure adequately the cost in physical or emotional suffering. Research has however demonstrated the financial costs of child poverty costs, at an estimated £38 billion per year. Investment in prevention is the only long-term sustainable solution to society bearing these costs, and for the individuals and families affected to be supported to see a change in the future

The intersecting nature of inequality, the prejudice our people face, and the impacts and influences this has on all aspects of our community's lives will shape and inform our collective responses to redressing that balance. In the design and delivery of our responses we will seek to build in more preventative measures, responsive to the challenges our people face. We are determined to tackle the discrimination and disadvantage people experience because of marginalisation of their identities, along

with the geographic inequalities which persist across our city-region. Through this Strategy we seek to ensure we can develop better policy and system actions, responsive to community needs and driving out processes and practices which perpetuate the inequality in our society.

Using more effective prioritisation and targeting of resources, **Greater Manchester, through this Strategy, has the opportunity to reshape our future, levelling up, with greater inclusivity and equity, for all of our communities, driving prosperity in all our neighbourhoods, towns and cities.** We must focus our understanding and interventions on those in society that do not achieve positive outcomes, and must not be blinded by averages. We will use all the levers at our disposal, including equalities legislation, the Socio Economic Duty and the Public Sector Equalities Duty to ensure we are giving full consideration to and developing appropriate responses to equality and access issues in the design and delivery of our programmes, plans and policies. We will strive to ensure our workforces and leadership are reflective of our communities, and that any individuals opportunities are not limited as result of discrimination due to their identity.

[\[Link to Leadership and Equality Ways of Working\]](#)

For the first time, this Greater Manchester Strategy includes new targeting approaches, with equalities and community measures at its heart. [\[Link to progress monitoring pages\]](#) The previous targeting approach used high level city-region average measures, as our framework for monitoring progress. As we delivered that Strategy it became apparent a more nuanced approach to our evidence base and targeting was required if we are to effectively respond to the disadvantage and inequalities experienced by some of our communities. This Strategy introduces the use of inequalities monitoring minimum standards, responsive to place inequalities (measured through neighbourhood floor targets), and demographic inequalities (measured through variation in outcome by population groups). This approach will inject a new level of focus within some of the priority measures, and demonstrates a way of working and commitment to some issues so fundamental to the overall success of Greater Manchester, that we collectively agree no places shall fall below a given minimum standard. [\[Link to Employing robust quantitative and qualitative evidence-based approaches Ways of Working\]](#) We will also seek to align activities and resources to ensure the appropriate shift in services and support are possible to support those people and places which need it most.

Through this Strategy we want to ensure everyone has access to the basics for a good life, no matter who they are or where they live, and resources are targeted at the people and places who face the greatest barriers to living good lives knowing that when inequalities are reduced, everyone will benefit.

## **A Prosperous Greater Manchester: Driving local and UK growth**

### **A new economic vision**

Despite the issues we face, Greater Manchester has significant economic, social and environmental strengths which we will capitalise on in order to tackle the challenges of climate change and inequalities.

This Strategy provides for Greater Manchester to respond to the challenges we face, recognising the economic opportunities created through an effective set of responses to climate change and inequalities. Following the pandemic, we have taken advantage of the opportunity to reappraise our economic priorities. We have developed a bold Economic Vision [\[Add link\]](#), enabling Greater Manchester to lead the local and UK economic recovery and development. Based on the Independent Prosperity Review [\[LINK\]](#) evidence base, the Economic Vision charts a new economic course, capitalising on Greater Manchester's assets and the opportunities for economic growth through the regional centre and our growth locations, recognising our city-region can, and needs to be, at the heart of driving social and economic innovation, and as it does so, with the renewed focus of people and planet first.

We recognise that despite our best efforts, the previous model of growth hasn't benefited all of our people and places. The Independent Prosperity Review found that health inequalities in Greater Manchester were holding back productivity and refuted the idea of a trade-off between inequality and growth – greater equality actually leads to more growth. We therefore need to ensure more of our people to contribute to, and benefit from the economic development of the city-region. Through this Strategy, and driven by the Economic Vision and Independent Prosperity Review, we will adopt new approaches to innovation, in order to diversify the business base, transform ways of working, build vibrant places, create future resilience and support pathways to work and tackle social issues. As our economy rebuilds and recovers from the pandemic, we will support our businesses to grow and develop, including recognising the key role in a successful business played by a skilled and talented workforce and thus the importance of ensuring that our education and skills provision is focussed on business need, which in tandem ensures that employment opportunities are accessible for our residents – as they have the skills required by employers. Additionally, we will embrace the renewed understanding and recognition by some of businesses' purpose being beyond growing shareholder value, and with significant power to impact positively on their communities. And we will radically improve and integrate our walking, cycling and public transport network (the Bee Network), to ensure that opportunities are accessible to all, and that all our communities can benefit and prosperity can be better shared, levelling up our city-region.

We will work with our diverse business base to attract new investment, drive innovation and developments across sectors and will continue to develop collaborative, positive partnerships with our business community to drive prosperity throughout the city-region, supported by our five universities, providing research and academic excellence.

[\[Insert Innovation GM case study T, and GM LEM S\]](#)

## **Developing our frontier sectors**

Evidenced by the Independent Prosperity Review and our Local Industrial Strategy [\[insert LINK\]](#) Greater Manchester has assets, research excellence (driven by a world class higher education sector), talent and innovation potential within the frontier sectors of:

- **clean growth:** UK's first city-region Clean Growth Mission
- **health innovation:** largest life sciences cluster outside South East England with high potential opportunities in diagnostics and healthy ageing
- **advanced materials and manufacturing:** home of graphene and complimentary advanced manufacturing base
- **digital, creative and media:** significant clusters in cyber security, broadcasting, culture, content creation and media

A focus on our frontier sectors has the potential to address some of society's biggest challenges including achieving net zero carbon emissions and addressing the challenges of an ageing population. But we also want to use these strengths to power our economy, the Northern economy, and be at the heart of the UK's global competitiveness, creating the jobs of the future. Driving the growth of these sectors through increased R&D and a culture of creative innovation across our wider business base will help to increase investment and productivity, and create future jobs, both locally and for the UK. Ensuring our approach to industry and investment translates into growth in all parts of Greater Manchester going forward is central to this Greater Manchester Strategy.

Our collective ambition for Greater Manchester to achieve **carbon neutral living** by 2038 provides significant opportunity to deliver substantial carbon reductions (including through industrial decarbonisation), environmental and health benefits for our people, whilst also creating new green industries and jobs that capitalise on our outstanding research assets and large low carbon goods and services sector. We are leading by example with rapid and ambitious delivery retrofitting our public estate buildings.

In **health innovation**, Greater Manchester is well placed to use its research and industry strengths, including ageing research, to respond to the needs of our communities, support healthy ageing, lead health and care system transformation, and create nationally significant economic opportunities around health institutes and their suppliers that are spread across the city-region.

[\[Insert Health innovation case study G\]](#)

**Advanced materials and manufacturing** have the ability to drive an industrial renaissance, through the successful commercialisation, adoption and diffusion of revolutionary and advanced materials. Greater Manchester is not only the home of graphene and other revolutionary 2D and advanced materials, but also has a complementary and highly productive advanced manufacturing base, which is clustered throughout the conurbation. By working across Greater Manchester we will build on these strengths, supporting the city-region to become one of the world's leading regions for innovative firms to experiment with, develop and adopt advanced materials and drive advanced manufacturing.

Greater Manchester has the largest **digital and creative** sectors outside of the South East. We will capitalise on this potential to create internationally significant clusters in broadcasting, culture, content creation and media, e-commerce and cyber

security, and drive activity in new sub-sectors, where we have the potential to be lead industries of the future. Through our investments, research, talent programmes and wider activities we will ensure Greater Manchester residents have the necessary skills and expertise to access the significant opportunities created by the further development and growth of this sector, and in delivering this, seeking to drive out digital exclusion, ensuring all sectors of our society have digital access and can benefit from the realisation of opportunities.

We will support enterprising individuals to start, scale and grow new businesses across our city region, recognising the significant role creative businesses can have on the vibrancy of our places, providing good employment and harnessing the economic potential of our people.

Home to GCHQ's strategic base in the North and the fastest growing digital security ecosystem in the UK, Greater Manchester's ambition is to become the home for UK digital security. The Government's announcement that National Cyber Force will be in the North West strengthens this, with growing academic strengths, investment in research and innovation paralleled with sector expansion, provides a strong base.

### **A global gateway**

Greater Manchester is the global gateway to the north of England, at the centre of the Northern Powerhouse with assets, particularly in our four frontier sectors, important to UK's global standing, driving innovation and technological change in solving some of the world's biggest social and environmental challenges.

[Insert text on role and future of the Airport – GM as an international gateway, driver of economic growth, and role of airport and flights in decarbonising]

Our ability to connect with the world is central to improving our productivity, promoting our strengths, attracting investment and talent, driving international research collaboration and increasing our export propensity. Following the pandemic, maintaining and developing our international links will be vital to the city-region's prosperity but our connections with other places will also support us to address shared challenges including climate change and inequality.

Utilising our key assets, and further building on the Greater Manchester brand, we will continue to develop and forge international partnerships, trade relationships, research activity and ensure we maintain our status as a globally desirable destination of choice. This will enable business to develop and grow sustainably, facilitate sharing of knowledge and learning from our international partners, as well as ensuring that we attract the best talent. Businesses that trade internationally are more resilient, competitive and employ more people than those that do not and whilst international trade makes a significant contribution to our economy, relatively it is significantly less than that for the wider UK, highlighting an important opportunity for us.

Importantly, Greater Manchester's internationally recognised leisure, sport and cultural offer continues to provide significant opportunities for our city-region's global

reputation and growth prospects not only in directly attracting visitors but also in, generating significant media coverage which affects investor/business relocater/student perceptions of Greater Manchester. Our communities and residents also benefit with easy access to some of the UK and world's best visitor locations and attractions and facilities. [\[Insert global reach GM case study H\]](#)

Furthermore, we recognise that we are part of a global community and we cannot adopt a siloed inward approach, particularly when addressing key issues such as climate change and inequality. We are therefore also working with our Diaspora Communities, such as Bangladesh and Pakistan, on projects which give back to the communities that have given so much to Greater Manchester. For example, via the Bangladesh Partnership Board.

### **The foundational economy**

To drive prosperity, we want to ensure there are economic opportunities for all. Our focus is therefore not just on our frontier sectors, but also to develop the foundational economy within Greater Manchester, to support the creation of higher paid and better jobs.

The foundational economy supplies everyday but essential goods and services, ensuring the effective functioning of society and the economy, and in Greater Manchester we are significantly more dependent on employment in the foundational economy than the rest of the UK. The true value of many of our foundational economy sectors and workers, has never been more apparent than during the pandemic response, with many foundational economy sectors employing key workers, providing the essential services needed through the emergency response and beyond. The value of these economies will also be essential to the recovery of our town centres, cities and high streets, not least the significant foundational jobs in the night economy, and hospitality specifically, which needs our support to grow back better, stronger and fairer.

[\[Insert link to case study foundational economy J\]](#)

As we drive economic prosperity we will continue to celebrate, support and develop new economic models. The social economy currently makes up around 20% of the economy and the sector is important in addressing inequalities with The Kruger Report [\[REF\]](#) highlighting that 30% of jobs created in the poorest neighbourhoods are in social enterprises. As part of our wider programme of activity focused on foundational economy sectors, we will support the role of social enterprises, co-ops and 'non-extractive' business which can provide wider opportunities for Greater Manchester's people and places, enabling a different pattern of wealth distribution, to the greater benefit of more of our society, including Community Wealth Building, taking a people-centred, co-designed approach to economic development, which redirects a greater shared of wealth back into local places and benefitting local people.

[\[Insert link to social enterprise case study I\]](#)

It is our ambition to fix many of the issues prevalent across much of the foundational economy recognising this will provide opportunities for progression, development,

pay increases and improved working practices for many Greater Manchester workers, driving prosperity, sustainability and stability into these much needed jobs and sectors within our economy. Lifelong learning is fundamental to this; people need opportunities to retrain and change careers throughout their life, particularly in the face of the climate crisis and need to transition away from carbon intensive activity.

[\[Insert link to sectoral progression routes case study for foundational economy\]](#)

We want to ensure all our people have access to good work, or the right support if they are not able to work. People should have opportunities to progress, and learning from the pandemic, working conditions which are flexible and responsive to workers and business needs. We have seen the significant role of paid and unpaid carers throughout the pandemic, responding to the needs of many of the most vulnerable in our society. Recognising we are an ageing population, we need to ensure all carers are supported and enabled to access opportunities, are able to progress and that our employment system can be responsive to business needs but also allow for individual caring responsibilities.

Greater Manchester's Good Employment Charter has defined the seven characteristics of Good Employment and is providing a framework to support an ever increasing number of Greater Manchester employers to provide better opportunities for our workers to grow, develop and thrive in the workplace, and drive economic prosperity. [\[LINK to ways of working enabler\]](#)

## **10 distinctive places: 1 unique GM**

### **Greater Manchester**

As a conurbation, our place is unique – a complex and interconnected city-region. Our ten localities are diverse, home to distinctive neighbourhoods, towns, cities, and the regional centre, each with its own identity, its own characteristics and its own community and cultures. With a fantastic quality of life offer, across the conurbation we have some of the most desirable places to live, work and visit in the UK, and our residents across the city-region enjoy the benefits of the coming together of all of our places into a successful and vibrant conurbation, providing opportunities unique to our place.

[\[Insert map of GM showing LA boundaries and local centres\]](#)

Greater Manchester works because of the connection between our places, and the partnerships and collaboration which takes place at city-region level occur because it makes sense to come together, because the activities we embark on together add value, because the scale, the depth and the breadth provided by a city-region as unique as ours, is simply greater than the sum of its parts. Locating important activities (including healthcare, education, training and skills, employment, culture and leisure activities) in accessible locations and strengthening the sustainable transport connections to them, for example through the Bee Network roll-out, has the potential to radically strengthen communities and the city-region as a whole.

[\[Insert link to Living Well at Home case K \]](#)

The pandemic has here, like elsewhere, resulted in different uses of our places, presenting challenges for some, but also opportunity for optimism, growth and development. Our place priorities and place-based working approaches, underpinned by the strength of partnerships and networks working across different geographical boundaries, provide extensive opportunities for all of our places and communities to flourish, within the context of a safe, vibrant and successful city-region capitalising on the renewed connection our residents have with their local areas. With our renewed focus and understanding of the role of places, local centres and access to culture and leisure opportunities, our activities are being reorientated to ensure these benefits are felt by all. For example, the work to enrich the lives of our children and young people includes the creation and promotion of more opportunities to take part in cultural, sporting and other leisure activities, and increasing experience of and exposure to the world of work, preparing our young people for their futures. [\[Insert link to \(new?\) CYP plan\]](#)

This Strategy is developed on the basis of a deep and evidenced understanding and knowledge of the needs and opportunities across the whole city-region. We will seize the opportunities presented for our local towns and centres to develop post-pandemic, building on their distinctive and unique identities, maximising the local culture, heritage and recreational offers, providing safe, sustainable local centres which are reflective of, and responsive to, the needs of their communities. Drawing on places uniqueness and with rich culture, heritage and diversity at their hearts, we will ensure our local developments provide economic opportunities for local businesses and residents, enrich the lives of our communities, and support improvements in access to, and benefits from, our investments and interventions. [\[Insert link to streets for all case study L\]](#)

## Levelling up

Despite our many successes and the progresses seen in Greater Manchester, we still fall behind national averages on many measures. **We want to ensure Greater Manchester's people and places can truly achieve their potential, and this means levelling up.** We need, greater investment, new opportunities and the rapid translation of opportunities into reality, to enable Greater Manchester to level up, to the benefit of our people and places, but also for the region, nationally and internationally.

But, we need to level up also **within** the city-region. The diversity of our populations, places and opportunities present huge and often interconnected inequalities in the lived experience, economic, social, health and environmental outcomes. This Strategy aims to redress that imbalance. We want to ensure all of our people can enjoy a good quality of life, live in safe, vibrant communities, and are enabled to achieve their potential and can rely on an integrated, affordable and sustainable transport system so the benefits of prosperity can be shared.

## Levelling up with and for people and communities

We know that economic growth, together with investment and development in our places, environment and infrastructure are fundamental to successfully levelling up.

But, we also recognise this will not be successful alone, in addition we need to ensure we are paying attention to what it is that people, families and communities need in order to live their version of a 'good life'. Helping to elevate hope, aspirations and everyday wellbeing across the city-region is an integral part of our response to levelling up. Responding to inequalities will be central to how we achieve this. We will focus on new and innovative ways of ensuring people get the help and support they need, doing everything we can to make sure communities have what they need to help themselves.

During the pandemic we witnessed people and communities coming together, self-organising through a common purpose to help those around them. This hyper-local, people-driven response has provided significant learning about how and when both formal and informal support can best come together, and we need to build on this.

Through this strategy we will ensure all our communities have opportunities to develop and thrive, building on learning from the pandemic. We want to ensure our integrated responses, enabled through our mature cross-sector partnerships, working with and for our communities, enjoy the benefits of our interventions, plans and policies. Our approaches to levelling up seek to ensure communities currently experiencing the greatest disadvantage are enabled, supported and direct beneficiaries of our actions. For example, our Retrofit Taskforce can deliver significant carbon reduction gains, generate local and inward investment opportunities, provide local training and employment opportunities, and provide for lower heating costs and improved building quality in some of our poorest areas.

### **Place led economic prosperity**

Pride in our places is driving how we rethink their role as attractive locations to live, work and set up a business, delivering zero-carbon transport linked to zero-carbon homes. For example, we are using tools such as Mayoral Development Corporations, and ambitious district masterplans, to deliver new leisure uses, housing and reestablish core public services in town centres whilst reducing retail space, in response to the shift in demand.

This Strategy brings together those place based development and opportunity locations, which require the system as whole to come together to deliver for the overall success of the conurbation.

### **[INSERT growth locations map & site descriptors Z]**

Simply delivering in place is not enough, that design and delivery has to be responsive to the needs of our communities, supporting our residents to contribute to and benefit from our policies, investments and interventions.

Our growth locations provide for the delivery of sites which meet community need. We have clear, defined and evidenced plans that link opportunity and need, driven by place-based intervention to capitalise on the benefits which can be realised for our communities. Through the delivery of housing and employment sites we will ensure the connection of investment and development, to realise opportunities for communities and places which may not have benefited previously from economic

development and growth, or where there are major opportunities to drive growth. We recognise the significant opportunity we have in delivering our growth locations to improve the lives of Greater Manchester's residents, and in doing so deliver an integrated approach to economic, social and environmental objectives.

The six growth locations each provide a platform to lever the unique opportunities and assets within those locations to respond to the variety of needs and challenges present in different parts of the conurbation. Whilst the approach within each growth location is distinct, collectively they will drive a levelling up approach across the city-region that is responsive to the inequalities which persist in Greater Manchester, with zero carbon ambitions integral to their design and delivery.

The transformation of places will require all parts of Greater Manchester to have good access to interconnected transport infrastructure, safe, accessible and affordable, and maximising the opportunities of the expansion and development of our cycling and walking networks. Through our developments we want to ensure essential services, employment, and social activities can be accessed without the need for a car, with the health improvement and carbon reduction potential that offers.

The Bee Network is an integrated 'London-style' transport system which will join together buses, trams, cycling and walking and other shared mobility services by 2024, with commuter rail incorporated by 2030, to transform how people travel in Greater Manchester. By designing and delivering public transport, active travel and shared mobility services as one system with local accountability and aligned to national and local priorities, the Bee Network will transform the end-to-end travelling experience and make sustainable, low carbon travel an attractive option for all.

[\[Insert link to modal shift case study M\]](#)

The development of all our places will be underpinned by the extension of our world class digital infrastructure, ensuring businesses and homes are digitally enabled and equipped. We will leverage and exploit our data to more effectively understand and provide better services to communities and businesses, utilising innovative and smart technologies and by taking a progressive approach, will strive to address digital exclusion and accessibility in an increasingly digitised society.

As with the detailed policy specific strategies [\[Link to 10 LAs websites\]](#) which surrounds this document, those individual locality, town, city, and neighbourhood priorities not captured in this document are as much a crucial part of the breadth of delivery activity which collectively comes together to support the Greater Manchester Strategy vision, outcomes and commitments.

At the heart of the north, and a leading city in the Northern Powerhouse, Greater Manchester has a key role to play, enabling the success of our places, to enable a flourishing Greater Manchester as part of the wider regional and UK prosperity. We recognise the significant opportunities we have available to us and will seek to capitalise on those opportunities and to continue to develop our place leadership role to support the positive development of Greater Manchester on the national and international stages.

# The Greater Manchester Approach

## Aligning our approach

Setting our responses to climate change and reducing inequality at the heart of this Strategy has provided for a new approach to our collective ways of working.

**Through this Strategy we want to ensure prosperity can be achieved, driven by our places, while responding to the climate emergency and increasing equity and fairness.**

As we seek to move towards a much more sustainable approach to our systemwide design and delivery, in developing this Strategy we have ensured alignment with the UN Sustainable Development Goals. [\[INSERT LINK\]](#) They recognise that ending poverty and other deprivations must go hand-in-hand with strategies that improve health and education, reduce inequality, and spur economic growth – all while tackling climate change and working to preserve our oceans and forests. This Strategy is consistent with the Sustainable Development Goals, [\[INSERT DIAGRAM showing alignment GM / UNSDG approaches\]](#) so that we are able to track and monitor progress against international benchmarks.

The pandemic and other shocks such as flooding, moorland fires and the Manchester Arena attack have shown the strength of our partnerships, collaboration and ability to respond when the system is exposed to an extreme event. They have also illustrated how interconnected and interdependent our lives are, showing areas where we need to improve and to do further work if we are to be truly resilient. The Greater Manchester system, its infrastructure, connections and maturity of relationships, gives us a strong base from which to continue to prepare for future shocks as we face the uncertainties of the future whether driven by climate change and biodiversity loss, international terrorism and cyber attacks or other global and local risks. We need to continue to explore how our decisions can help to reduce future risks and their impacts on our city-region. But we also need to be able to respond to those stresses which undermine our society, economy and environment and which are so often amplified by emergencies. That resilience depends on recognising and addressing chronic stresses such as poverty, polluted environments and social inequity and unequal access to opportunities, that weaken the fabric of society and can hamper attempts to respond to crises and to create a stronger future in their aftermath.

**The delivery of this Strategy will drive positive action, responding to the climate emergency and will enable the design and delivery of policy responses which respond to evidenced, systemic and entrenched inequalities wherever they occur.** Our ambition is absolute, but we are realistic about the transitions and changes in our prioritisation, the design of responses to issues, and embedding new and different ways of working to meet our ambition.

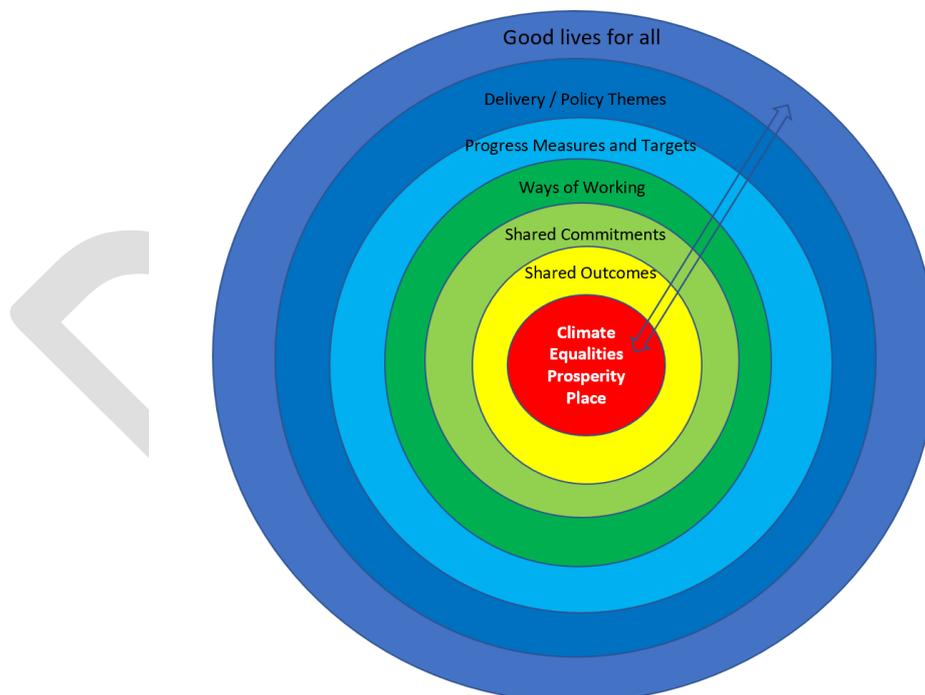
We will start our work with the consideration of how Greater Manchester may be different several generations from now, recognising the changing demographic, supporting and improving the health and wellbeing of our citizens, balancing short-term needs with ways to safeguard our ability to also meet long-term requirements of

our communities, economy and planet. Wherever possible, we will increase the proportion of our work that focuses on prevention, identifying and responding to root cause issues, including those highlighted and exacerbated by the pandemic, looking for ways to support the breaking of negative cycles, intergenerational challenges or environmental damage. We will continue to develop and strengthen mechanisms that test our responses against these priorities and challenge proposals, delivery and actions which are counter to the progression of our ambitions.

[INSERT link to Air Quality case study N]

## Our approach

With climate and equalities at its heart, this Strategy has been developed and structured to enable the coming together of collective actions across all of our partnerships and places. The diagram below shows how our priorities have been structured, through the different 'layers' of objectives and delivery mechanisms and structures, and how these come together to achieve the core objectives at the centre, and surrounded by the overall ambition of good lives for all.



[Replace with designed diagram]

Through the lens of climate and equalities, supporting prosperity, driven by our places, this Strategy brings together shared outcomes, commitments, ways of working and progress measures to deliver our vision of good lives for all.

- **Our shared outcomes** (the Greater Manchester we want to see)  
Issues and areas of focus where we want to drive change over the coming decade. Our shared outcomes look outwards to the UK and the rest of the world, and inward to our people and our places.
- **Our shared commitments** (the things we are going to do)  
The shared commitments identify those areas of intervention, around which we will structure systemwide delivery, in support of the attainment of the shared outcomes. The success of delivery against the commitments is , underpinned by the activity delivered through the breadth of detailed thematic and place specific plans and strategies. The systemwide actions contributing to the delivery of the will be captured and progress monitored through the three-year GMS delivery plan.
- **Our ways of working** (how we will work)  
Aligned to the outcomes, commitments and in support of responding to the climate and equalities agendas. Our ways of working set out how we will work in innovative and collaborative ways to ensure we can remain honest to our commitments, and continually striving for improvement and development.
- **Our progress measures** (how we will know we are achieving)  
The range of measures, metrics and targets that will provide the framework to demonstrate our collective progress towards the attainment of the outcomes, commitments and ways of working set in the Strategy. The progress and process measures will include the relevant checks and balances to ensure we are delivering in line with our committed ways of working, that our activities are focused and targeted on the shared priorities (as articulated in the shared outcomes and commitments) we have set and will utilise a breadth of data sources and intelligence, drawing on community insight to ensure as a system we are being responsive to the opportunities that exist in Greater Manchester and our community's needs.  
[Link to performance monitoring section of website – to include, headline measures and targets, targeting approach description]

The areas for action in this Strategy, draw from a range of strategies, plans, delivery and interventions; all of which are important to delivering Greater Manchester's goals. This strategy does not seek to reproduce the detail of those plans, **but instead draws out the areas for actions where unless the system as whole comes together, we will not achieve our ambitions.** This approach, avoids duplication, and provides the necessary flexibility for the development and progression of other plans led by the many places and partnerships across the Greater Manchester system.

Additional linked strategies, plans and supporting documents, [INSERT LINK to website and thematic linked strategies] are captured to provide the direct connection to the wider delivery required to enable the success of this Strategy, ensuring our activities are developed and delivered within that holistic policy context. Reconfiguration of the current system and modes of operating can improve outcomes across the city-region. Fewer, clearer and truly shared outcomes and

commitments, supports all policy and delivery portfolios to see their important contribution to every one of our outcomes. For example, connecting people to opportunities is vital to deliver our economic, social and environmental agendas, but is more than investment in public transport and modal shift, and needs to include input and activities from all policy areas, and can be designed in such a way to respond to and address inequalities present in society as well as responding to the climate crisis.

The shared nature of the commitments and outcomes reinforces that it is **all of our responsibility** to ensure our activities are positively contributing to the attainment of the outcomes and enable the necessary changes and shifts across the system to enable this to happen. These system changes, underpinned by our ways of working, will provide for collaboration across the system, sharing of learning, supportive and distributive leadership approaches, and showcasing of good practice, which can be developed and replicated more broadly, leading to Greater Manchester capitalising on its assets and the opportunities available, and achieving better outcomes and benefits for all.

[\[Insert link to logic flow diagram IF AVAILABLE\]](#)

As part of our systemwide responses we will also ensure we have inbuilt capacity and ability to adapt and respond to changing circumstances beyond our control. For example, substantive changes driven by central Government decisions, reorienting the local 'system' and translating these changes into opportunities for Greater Manchester to continue to deliver on our shared ambitions. We are currently in the process of establishing our Integrated Care System and an Integrated Care Board, which will replace the current Health and Social Care Partnership and will provide the new delivery infrastructure for the health and care system across Greater Manchester.

[\[Insert link to case studies of whole system working /reengineering – A Bed Every Night O GM Moving – GM's Movement for Movement P Working Well Q\]](#)

## Our Shared Outcomes

### The Wellbeing of our People

A Greater Manchester where our people have good lives, with better health; better jobs; better homes; culture and leisure opportunities and, better transport

A Greater Manchester of vibrant and creative communities, a great place to grow up get on and grow old with inequalities reduced in all aspects of life

### Vibrant and Successful Enterprise

A Greater Manchester where diverse businesses can thrive, and people from all our communities are supported to realise their potential.

A Greater Manchester where business growth and development are driven by an understanding that looking after people and planet is good for productivity and profitability

### Greater Manchester as a leading city-region in the UK and globally

Greater Manchester as a world-leading low carbon city-region

Greater Manchester as a world-leading digital city-region

## Our Shared Commitments

We will **drive investment into our growth locations**, and use that to create opportunities in adjacent town and local centres

We will enable the **delivery of resilient, safe and vibrant communities** where everyone has access to essential services, local centres and high streets which are successful and reflective of their populations, and access to high quality culture and leisure spaces

We will ensure our **local communities, neighbourhoods, villages, towns, cities and districts are protected and strengthened** through the Places for Everyone Plan and Stockport Local Plan, with new homes delivered in line with our net zero carbon commitments and Housing Strategy

We will create a **carbon neutral Greater Manchester by 2038**, with better air quality and natural environment

We will deliver a **low carbon London-style fully integrated public transport system** across bus, tram, train and bike

We will enable the delivery of **world-class smart digital infrastructure**

We will realise the opportunities from our **world-class growth and innovation assets**, driven by our Places for Everyone Plan, Local Growth Plans and Industrial Strategy to **open up** opportunities in all parts of the city-region

We will **support our businesses to grow sustainably**, to become as prosperous as they can be

We will support the **creation of better jobs and good employment** that has a purpose beyond growing shareholder value, utilising the opportunity to positively impact on our communities

We will **ensure businesses are able to access the skills and talent they need**, by provision of high quality learning and wrapping support around individuals, enabling them to realise their potential - with access to good work for those who can, support for those who could, and care for those who can't

We will ensure all our **children and young people leave education and training ready to succeed** in the labour market with a balance of academic, technical and 'life ready' skills

We will **ensure digital inclusion for all**, including under 25s, over 75s and disabled people online

We will **ensure the delivery of safe, decent and affordable housing**, with no one sleeping rough in Greater Manchester

We will **tackle food and fuel poverty** experienced by Greater Manchester residents

We will **reduce health inequalities** experienced by Greater Manchester residents, and drive improvements in physical and mental health

## Our Ways of Working

**Leadership** – We will adopt a distributed leadership model which is representative, culturally competent and inspiring

**Environment** – All partners in Greater Manchester already have a clear commitment to taking the actions outlined in the Greater Manchester 5-year Environment Plan. Actions to address the climate emergency should be woven through and underpin everything that we do, and this will support the achievement of this Strategy

**Equality** – We will eliminate unlawful discrimination, advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not

**Involving stakeholders** – We will seek to ensure we put people at the centre of our decision making, and ensure the right stakeholders are involved in all our work, delivering through productive and meaningful partnerships

**Effective communication** – We will ensure our communication is more than just the exchanging of information. We will be transparent and complete in our communications, delivered in a timely manner

**Progressive Procurement and Social Value** - We will capitalise on the opportunity to redefine and strengthen the way we use social value, and will use procurement and social value to support our responses to tackling the climate and inequalities challenges

**Employing robust quantitative and qualitative evidence-based approaches** – We will ensure consistent and systematic use of a robust evidence base underpinning all of our priority setting, decision making and changing what we do. We will adopt principles that data will be disaggregated by geography or cohort wherever possible, to delve below the averages, understanding the variance in outcomes by location and population group

**Workforce** – We will put in place workforce programmes to support organisational and workforce development based on and facilitating a more integrated public facing workforce

**Innovation** – We will explore and apply new and more effective approaches to maximising GM's innovation assets to drive economic development and will support the development of social innovation, enabling greater opportunities for people and places

**Thinking for the future** – We will wherever possible, embed prevention as part of our standard practices. We want to ensure that GM can meet the needs of the present, without compromising the ability of future generations to meet their own needs

**Understanding the impacts of our decisions** – We will adopt an assurance framework which assesses our progress on the implementation of the shared ways of working, and the effectiveness of these changes as they are delivered

**Enabled via:**

- Embedding the GM model of unified services
- Investing in the VCSE sector
- The GM Good Employment Charter
- GM's Digital Blueprint

Shared outcome / shared commitment	Indicator
<b>Shared outcomes</b>	
<p><b>The Wellbeing of our People</b></p> <ul style="list-style-type: none"> <li>• A Greater Manchester where our people have good lives, with better health; better jobs; better homes; culture and leisure opportunities; and better transport</li> <li>• A Greater Manchester of vibrant and creative communities, a great place to grow up get on and grow old, with inequalities reduced in all aspects of life</li> </ul> <p><b>Vibrant and Successful Enterprise</b></p> <ul style="list-style-type: none"> <li>• A Greater Manchester where diverse businesses can thrive, and people from all our communities are supported to realise their potential</li> <li>• Greater Manchester where business growth and development are driven by an understanding that looking after people and planet is good for productivity and profitability</li> </ul> <p><b>Greater Manchester as a leading city-region in the UK and globally</b></p> <ul style="list-style-type: none"> <li>• Greater Manchester as a world-leading low carbon city-region</li> <li>• Greater Manchester as a world-leading digital city-region</li> </ul>	<ul style="list-style-type: none"> <li>• Healthy life expectancy at birth</li> <li>• Median resident earnings</li> <li>• % of energy performance certificates (EPC) / display energy certificates (DEC) for existing buildings (excluding new build) with a net movement in the reporting year from a rating of D or below to C and above</li> <li>• Number of engagements by GM residents with cultural organisations supported by the GM Cultural Fund</li> <li>• % of people responding 'easy' or 'very easy' to 'How easy or difficult do you find travelling to [selection of destinations / trip purposes] (by any form of transport)?'</li> <li>• % of children living in low income households</li> <li>• % people with a strong sense of belonging to their local area</li> <li>• Business births</li> <li>• % of working-age population in employment</li> <li>• % of working-age population with Level 4+ qualifications</li> <li>• % of working-age population with sub-Level 2 qualifications</li> <li>• Manchester's position on the Resonance World's Best Cities index</li> <li>• Carbon emissions estimates p.a., ktCO2</li> <li>• Number of properties at risk of flooding</li> <li>• No. people employed in digital industries</li> </ul>
<b>Shared commitments – place priorities</b>	

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Shared outcome / shared commitment	Indicator
<ul style="list-style-type: none"> <li>We will drive investment into our growth locations, and use that to create opportunities in adjacent town and local centres</li> </ul>	<ul style="list-style-type: none"> <li>Employment space and housing growth</li> <li>% increase in residential development in main town centres</li> </ul>
<ul style="list-style-type: none"> <li>We will enable the delivery of resilient, safe and vibrant communities where everyone has access to essential services, local centres and high streets which are successful and reflective of their populations, and access to high quality culture and leisure spaces</li> </ul>	<ul style="list-style-type: none"> <li>% of residents who feel 'very' or 'fairly safe' in their local area</li> <li>No. of neighbourhood crimes per 1,000 population</li> <li>% of victims who are satisfied with the overall service received from Greater Manchester Police (GMP)</li> <li>% of people responding 'easy' or 'very easy' to 'How easy or difficult do you find travelling to [selection of destinations / trip purposes] (by any form of transport)?'</li> </ul>
<ul style="list-style-type: none"> <li>We will ensure our local communities, neighbourhoods, villages, towns, cities and districts are protected and strengthened through the Places for Everyone Plan and Stockport Local Plan, with new homes delivered in line with our net zero carbon commitments and Housing Strategy</li> </ul>	<ul style="list-style-type: none"> <li>Net additional dwellings built p.a.</li> <li>Number of new build homes with an energy performance certificate (EPC) rating in the reporting year of A</li> </ul>
<b>Shared commitments – system priorities</b>	
<ul style="list-style-type: none"> <li>We will create a carbon neutral Greater Manchester by 2038, with better air quality and natural environment</li> </ul>	<ul style="list-style-type: none"> <li>Level of NO<sub>2</sub> emissions and exceedances</li> <li>Amount of renewable electricity installed capacity</li> <li>Number of trees planted per annum</li> <li>Household waste recycling rate</li> </ul>
<ul style="list-style-type: none"> <li>We will deliver a low carbon London-style fully integrated public transport system across bus, tram, train and bike</li> </ul>	<ul style="list-style-type: none"> <li>% who find it easy to use different forms of transport in one journey</li> <li>% of people who say they can afford to travel by public transport as much as they like</li> <li>% and total annual trips made via public transport / active travel</li> <li>% of the GM bus fleet that is zero emission (at tailpipe)</li> </ul>

Shared outcome / shared commitment	Indicator
<ul style="list-style-type: none"> <li>We will enable the delivery of world-class smart digital infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>% of premises unable to access download speeds of at least 30Mbps</li> </ul>
<ul style="list-style-type: none"> <li>We will realise the opportunities from our world-class growth and innovation assets, driven by our Places for Everyone Plan, Local Growth Plans and Industrial Strategy to open up opportunities in all parts of the city-region</li> </ul>	<ul style="list-style-type: none"> <li>Number of employees / companies in GM's frontier sectors</li> <li>Number of innovation-active businesses</li> </ul>
<ul style="list-style-type: none"> <li>We will support our businesses to grow sustainably and be as prosperous as they can be</li> </ul>	<ul style="list-style-type: none"> <li>Number of GM businesses supported by the Business Growth Hub</li> <li>Number of GM businesses signed up to the <i>Race to Zero</i> campaign</li> </ul>
<ul style="list-style-type: none"> <li>We will support the creation of better jobs and good employment that has a purpose beyond growing shareholder value, utilising the opportunity to positively impact on our communities</li> </ul>	<ul style="list-style-type: none"> <li>% of employees paid above the Real Living Wage (RLW)</li> <li>% of GM residents in 'good work' (tbc.)</li> </ul>
<ul style="list-style-type: none"> <li>We will ensure businesses are able to access the skills and talent they need, and people are able to realise their full potential – by provision of high quality learning and wrapping support around individuals – with access to good work for those who can, support for those who could, and care for those who can't</li> </ul>	<ul style="list-style-type: none"> <li>Trends in Adult Education Budget (AEB) starts and achievements</li> <li>Trends in apprenticeship starts and achievements (focus on cohorts, sector subject area, level)</li> </ul>
<ul style="list-style-type: none"> <li>We will ensure all our children and young people leave education and training ready to succeed in the labour market with a balance of academic, technical and 'life ready' skills</li> </ul>	<ul style="list-style-type: none"> <li>% take up of funded childcare and early education places for two-year-olds</li> <li>% of children at or above the expected level of development at 2-2.5 years</li> <li>Attendance at school: rate of pupil unauthorised absence (all age, all settings)</li> <li>% of young people reporting good or higher wellbeing (Year 10s)</li> <li>Trends in transitions for GM young people, including priority cohorts, across childhood</li> </ul>
<ul style="list-style-type: none"> <li>We will ensure digital inclusion for all, including under 25s, over 75s and disabled people online</li> </ul>	<ul style="list-style-type: none"> <li>% of residents not accessing the internet in the last 3 months</li> <li>Level of digital exclusion within priority groups (tbc.)</li> <li>Total number of learners taking digital skills courses funded under the GM Adult Education Budget (AEB)</li> </ul>
<ul style="list-style-type: none"> <li>We will ensure the delivery of safe, decent and affordable housing, with no one sleeping rough in Greater Manchester</li> </ul>	<ul style="list-style-type: none"> <li>% of energy performance certificates (EPC) / display energy certificates (DEC) for existing buildings (excluding new build) with a net movement in the reporting year from a rating of D or below to C and above</li> <li>Number of new affordable homes built per annum</li> <li>Number of people sleeping rough</li> </ul>
<ul style="list-style-type: none"> <li>We will tackle food and fuel poverty experienced by Greater Manchester residents</li> </ul>	<ul style="list-style-type: none"> <li>% of households that are food insecure</li> <li>Volume of unsecured personal loans</li> </ul>

Shared outcome / shared commitment	Indicator
<ul style="list-style-type: none"> <li>We will reduce health inequalities experienced by Greater Manchester residents, and drive improvements in physical and mental health</li> </ul> <p>[Note: detailed work is underway to develop a new GM Health and Care Strategic Plan, and to create the statutory Integrated Care System for GM. Consideration of performance reporting approaches is an important element of this work, including ensuring close alignment to the GMS performance indicators. The indicators proposed against this shared commitment should therefore be treated flexibly, subject to potential development as the strategic context becomes more defined.]</p>	<ul style="list-style-type: none"> <li>% of adults reporting 'high' or 'very high' satisfaction with their life</li> <li>% of adults reporting high levels of anxiety</li> <li>% of people who are active or fairly active</li> <li>% of GM residents who are overweight or obese</li> <li>% of adults who are current smokers</li> <li>No. of emergency hospital admissions due to falls per 10,000 adults aged 65 and over</li> </ul>

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## Our ways of working

Stakeholder engagement during the development of this Strategy has highlighted that **delivering on our shared outcomes and commitments will depend on how we work together, as much as what we work on.**

We recognise that a **Greener Greater Manchester** that responds to the climate emergency, a **Fairer Greater Manchester** that addresses inequalities and improves wellbeing, and a **Prosperous Greater Manchester** that capitalises on GM's unique assets to drive a thriving local and UK economy, recognising **10 distinct places: 1 unique GM**, will only be achieved via the development and adoption of practices which will enable a consistent approach across sectors, systems, institutions and communities to come together to create good lives for all.

Greater Manchester is a highly complex ecosystem of partners, partnerships and relationships; some statutory, some primarily to transact business, but many voluntary. These relationships are built on **trust, honesty and maturity** – our overarching ethos in the way that we operate.

Our consistent ways of working should be the 'glue' which binds us together.

**1. Leadership:** We will adopt a **distributive leadership** model that is focused on people and place. Using the subsidiarity principle, meaning that decisions and issues are taken and addressed as close to communities as possible, coming together at a Greater Manchester level where there is a demonstrable benefit. We will take actions in recognition that our leadership must be more reflective of the **diversity** of Greater Manchester, and our boardrooms, executive bodies and council chambers need to be more representative of our communities, making decisions that benefit everyone.

As those agencies fundamental to this Strategy's development and delivery, we will ensure all of Greater Manchester's **anchor institutions** take a leading role shaping and enabling the future of Greater Manchester, and an enhanced role in tackling inequalities.

As exemplars and place shapers, our anchor institutions will:

- Use their spending and investment power to deliver social value
- Enable progressive stewardship of land, property and financial assets
- Adopt fair employment practices

The difference that we will see from this approach to **Leadership** will be that people from across all sectors, all places and all communities see it as their responsibility to inspire, motivate and take a lead role in making Greater Manchester a great place to grow up, get on and grow old; and a great place to invest, do business, visit and study.

Our leadership must be more reflective of the diversity of Greater Manchester, with our leaders inspiring young people to see themselves leading Greater Manchester in the future.

Only through genuine partnership working where we can redress power imbalances, respectfully challenge each other when needed, and come together to achieve our shared ambitions, with communities, businesses or the VCSE sector leading on behalf of the system when it is best placed to do this. We will develop our approaches to sharing learning and embedding good practice, enabling improvements and exemplars which are often present in pockets within the GM system to become embedded as our systemwide operating models.

Our political and organisational leadership will prioritize equity and the tackling of inequality. It will be responsible for ensuring standards are met and outcomes achieved. We will lead by example, achieving national frameworks and accreditations, and influence others through our powers, practices and place-shaping

Greater Manchester's anchor institutions, should take a leading role in shaping and enabling the future of our city-region. Through greater collaboration these organisations can exert a more measurable impact on the GM economy and place an enhanced role in tackling inequalities. For us, anchor institutions could come from any sector, but play a significant and recognised role in a locality by making a strategic contribution to that place. They will have strong ties to a single geographic area or community, tend to be 'large' in terms of their influence in that area, and take the anchor role for statutory, charitable, philanthropic or non-profit making motivations

Our flagship civic university agreement demonstrates how we come together as a city-region to meet our shared and collective priorities. The pledges made for collective action by our five universities to deliver on priority areas of education and skills; reducing inequalities; jobs and growth; the digital economy; net zero; and the creative and cultural economy, shows the true value of our collaborative approaches and how we will together drive change in the things important to the future development of our city-region.

**2. Environment:** All partners in Greater Manchester already have a clear commitment to taking the actions outlined in the [Greater Manchester 5-year Environment Plan](#). Actions to address the climate emergency should be woven through and underpin everything that we do, and this will support the achievement of this Strategy.

We will focus on a small set of key priorities where we need to take action over the next 5 years and beyond to achieve our aims. We will undertake assessments of our environmental impacts – with the intention for wider roll out of the GMCA decision support tool [[LINK to decision support tool descriptor in ways of working](#)] – to drive changes in our policy design and delivery that seeks to stop environmental harms and wherever possible drive environmental improvements.

The difference that we will see from this approach to **environment** will be that environmental impacts are fully assessed prior to commencement of all activities and actions which address the climate emergency are prioritised across all areas of our work, enabling achievement of our commitment to be carbon neutral by 2038.

In order to deliver the 5-year Environment Plan, integral to the overall success of this Strategy, shifts in behaviour will be necessary. These will include:

- Supporting innovation in green technology
- Taking new approaches to finance and funding of climate interventions
- Building on existing partnerships between the public, private and voluntary, community and social enterprise organisations
- Showing leadership on the climate crisis

- Engaging and educating residents, communities and businesses on their role and actions that they can take
- Upskilling our workforce
- Expanding low carbon transport options
- Understanding that it is often the most vulnerable and deprived communities who are experiencing the worst impacts of climate change and often have the least capacity to adapt and respond

To do this, we have established a mission-oriented approach to tackling our environmental challenges. We have established the UK's first city region [Clean Growth Mission](#) for carbon neutral living within the Greater Manchester economy by 2038, driving innovation, the creation of new technologies, and improved resource efficiency. With the support of [Green Growth GM](#), our Green Growth Pledges are a range of actions - from simple first steps to wholesale changes - that will reduce environmental impact and help an organisation grow at the same time. The Green Growth Pledge is a message to the people of Greater Manchester that we are taking action to become a clean and green city-region.

This Mission based approach is proving fruitful. At the 2020 Green Summit, GM launched several ambitious programmes to revolutionise energy networks across the city-region:

- The proposals to create a Greater Manchester local energy market will see Greater Manchester's 10 boroughs draw up detailed plans to increase energy efficiency and pave the way for new technologies and low-carbon infrastructure. By generating more energy locally and storing it, within a decentralised system, Greater Manchester will be able to improve the efficiency of local systems, bringing supply closer to demand.
- Over the last year, our Local Authorities have undertaken energy surveys of the majority of our 2,700 buildings to initiate a retrofit programme. The public sector is aiming to improve the energy efficiency of our buildings to help stimulate the local market and give confidence to our local construction firms to invest in growth – particularly in these uncertain economic times.
- We have generated a pipeline of 24.5MW renewable energy projects, including several large PV schemes on Local Authority land, funded by £17.5m EU funds.

**3. Equality:** The Equality Act 2010 challenges organisations to know how age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion/belief, sex, and sexual orientation describe the experiences of local communities, both individually and collectively.

We will use our powers and resources to:

- Eliminate unlawful discrimination, harassment, victimization and other prohibited conduct;
- Advance equality of opportunity between people who share a protected characteristic and those who do not;
- Foster good relations between people who share a protected characteristic and those who do not.

We will ensure that Equality Impact Assessments are completed and acted upon from the start of initiatives, completed by well-trained people and involving those who experience inequality.

The difference that we will see from this approach to **Equalities** will be that Greater Manchester will be a place where people are welcomed and feel safe, not subjected to discrimination, and a place where people support each other and work together to improve where they live.

Our Equality Goals – A Greater Manchester where:

- People are welcomed, feel safe, not subjected to discrimination, prejudice, micro-aggressions or hate crime, in the workplace, in schools or in public places
- Communities are understood, with data and intelligence on access, experience and outcomes efficiently collected, collated, analysed and presented, enabling inequality to be effectively identified and tackled
- We lead by example, achieving national frameworks and accreditations, and influence others through our powers, practices and place-shaping
- Our leaders and workforce, in civic and public, private and voluntary sectors, are diverse and inclusive, reflective of Greater Manchester's communities and culturally competent
- Leaders prioritise equity, and are responsible for ensuring standards are met and outcomes achieved
- There is good employment, with fair and equitable recruitment, retention and experience (including pay)
- Wellbeing is valued, enabled by equitable public services and inclusive economic opportunities
- People are engaged in the policies and services developed to support them, with their insight heard and valued alongside data and intelligence.
- Our communities are strong and resilient, where people support each other and work together to improve where they live.
- People are valued for their individual strengths, identities, beliefs and aspirations
- Diversity, identity and inclusion are celebrated throughout the year

**4. Involving stakeholders:** We will seek to ensure we put people at the centre of our decision making. We will involve people where appropriate in our activities, helping to set the agenda and being equitable partners in delivering those activities which are important to them. We will undertake stakeholder analysis at inception phases – with openness and accountability - ensuring stakeholders from a range of related sectors and disciplines who could support the development of our work are engaged, involved and working with us, enabling productive and meaningful collaboration and partnerships.

We believe that people should have a say over the places in which they live and the services they use. Delivery of this Strategy will be informed by the people and communities it impacts and we will use community insight and intelligence alongside any relevant data and statistics to shape and inform priorities, policymaking and improve overall service delivery. [\[LINK to evidence base way of working\]](#)

We will reach out into communities, learning from local insight and hearing from those most likely to be facing the most significant disadvantage. Wherever possible all institutions should actively engage residents, service users, staff and stakeholders as part of this work, utilising the comprehensive equalities infrastructure we have established.

The difference that we will see from this approach to **Involving Stakeholders** will be a sense of shared ownership of problems and solutions, of trust in our openness and

## accountability and the effort that we are making and in our overall likelihood of successfully achieving benefit for Greater Manchester and its people

Greater Manchester has established a range of [equalities panels](#) and other networks to engage with diverse communities. The seven Greater Manchester Equalities Panels help tackle the structural and organisational prejudice and discrimination that causes inequality and injustice in society, through the advancement of equity and fairness in decisions, policies and services across all sectors and communities. The seven panels – Race Equality Panel, Disabled People’s Panel, Faith and Belief Advisory Panel, LGBTQ+ Panel, Women and Girls Panel, Youth Combined Authority, and Older People’s Panel (to be established shortly). In addition to focusing on specific issues, they work together to ensure intersectionality is considered.

The Panels:

- **Champion** Greater Manchester’s cultural heritage and history of community inclusion and social justice
- **Advise** the Mayor of Greater Manchester and the Greater Manchester Lead for Ageing and Equalities of the challenges and opportunities faced by people linked to their identity.
- Constructively **challenge** political and system leaders to tackle prejudice and discrimination within their organisations and structures
- Proactively **support** the Greater Manchester Combined Authority (GMCA) and its public, private and voluntary sector partners to develop effective solutions that tackle inequality and increase equity.

By:

- providing **insight** into our diverse communities, enabling political leaders and public bodies to listen and engage with people in a more targeted and appropriate way
- **communicating** messages to their communities as trusted sources
- **designing** more effective policies with public bodies, improving outcomes for individuals, reducing inequality and preventing expenditure in other parts of the system
- facilitating positive **collaboration** between communities and public services, supporting an asset-based approach, highlighting new opportunities and challenges

Furthermore, Individual districts also have equalities’ networks, standing inequalities boards, forums and structures to engage with diverse communities. Delivery of this strategy will be informed through ongoing dialogue with these Panels, networks and forums.

We are adopting a “names not numbers” approach as we seek to improve the lives of our residents, involving them in decisions that are important to them.

We will ensure our approaches to engagement are fair, measured and proportionate, making best use of our assets and resources, and ensuring that communities identify and are involved in things that are relevant to them.

We will lead by example. We need a diverse range of people in positions making decisions. For example, this means better pathways to representation in elected office and positions of power for people from diverse communities and in marginalised groups who feel ‘locked out’ of politics. We will commit to the creation of new networks or taskforces to support and inform our work as part of the implementation of this Strategy, where it is apparent this would add value to the current structures.

**5. Effective Communication:** We will ensure our **communication** is more than just the exchanging of information. Greater Manchester will reach out across the traditional silos and create mechanisms for good communication with all stakeholders. We will be transparent and complete in our communication, deliver this in a timely manner without creating uncertainty and enable consistency of messaging across our partnerships. We will understand our audience and select channels and

accessibility standards to meet their needs. We will encourage feedback and dialogue, empowering all our stakeholders to get involved.

The difference that we will see from this approach to **Communication** will be improved understanding of roles and responsibilities in relation to this Strategy, strong relationships and mutual respect.

Systemically we recognise that communication needs to understand the emotion and intention behind the information being conveyed. Our aim is to use effective communication to build trust, prevent or resolve problems provide clarity and direction, increase engagement and create better relationships. Through this way of working, we will improve the productivity of our relationships and promote our Greater Manchester 'one team' approach.

**6. Progressive procurement and social value:** Procurement and commissioning has an important role to play in the delivery of the aims and outcomes in this Strategy. Collectively we will capitalise on the opportunity to redefine and strengthen the way 'social value' is used in Greater Manchester, both through procurement and as part of a broader, more purposeful, outcomes-focussed and inclusive approach to operating and doing business for organisations across all sectors. For example, public money should be being used to support good employment practice and guarantee people a living income.

We will go beyond what is set out in the Public Services (Social Value) Act to enable any organisation to use social value to tackle inequality. Wherever possible we will show preference to companies because they share the same core values that we want to encouraged and grow in Greater Manchester, not just because of the 'added value' they are offering to pay for on a particular contract. We will encourage our major suppliers to join us in support of attaining our target to be carbon neutral by 2038.

The difference that we will see from this approach to **Progressive Procurement and Social Value** will be a more effective use of available financial resources in terms of driving out benefit for Greater Manchester, achieving our environmental targets and delivering this Strategy.

If a greater proportion of public spend was based in Greater Manchester, we could ensure that more public money stays in the local economy and can benefit local people.

The pandemic showed us the importance of local provision in developing resilience. We understand the increasing importance of local supply chains for social, economic and environmental outcomes. We could achieve far greater impacts if all procurement in Greater Manchester could help us tackle inequality, and to be responsive to the climate emergency.

October 2020 saw the publication of a new [framework of priorities](#) for social value at the GMCA website. This framework can be used across all sectors to guide our actions on six priorities:

- Good employment
- Clean Air
- Employment and Skills
- Strong Local Communities
- Green Organisations
- Local Supply Chains

## 7. Employing robust quantitative and qualitative evidence-based approaches:

We will ensure consistent and systematic use of a robust evidence base underpinning all of our priority setting, decision making and changing what we do (including for example through use of the GMCA **decision support tool** detailed below). Through our progress and process measures we will ensure we are delivering on the commitments made in this Strategy, in terms of not just what we deliver but also the ways in which we deliver.

We will ensure the responsible use and sharing of information and data, ensuring that information flows to where it is needed, seeking to ensure all parts of the GM system adopt principles that data will be disaggregated by geography or cohort wherever possible to delve below the averages, understanding the variance in outcomes by people and places. This will enable the more deliberate and effective targeting of plans, policies and interventions, responsive to need. We will also commit to the development and collation of data sources, insight and intelligence outside of those 'standard' datasets produced nationally, where lived experience is often masked by averages.

[\[Link to Information Strategy\]](#)

The implementation of this Strategy will embed a shared set of measures which will be used to set priorities, design and develop actions and interventions, and the flow through of resourcing to support their implementation.

The difference that we will see from **employing robust quantitative and qualitative evidence-based approaches** will be that we are as clear as possible of the nature of the issues that we are seeking to address, use this understanding to target our effort and resources, and assess the impacts of our work.

Collectively we will commit to an intelligent application of our evidence base, drawing on data and insight at the earliest possible stages of programme or policy design. While recognising the limitations of locally generated intelligence, we commit to its development and use in the knowledge that it can provide a richness and a more nuanced understanding of the actual lived experience of our residents, often masked by averages and official data sources.

Building on the work of the Independent Inequalities Commission and the Build Back Fairer report , we are using data and insight to better understand and act on the systemic and structural of intersecting and interacting inequalities and understand the common drivers of these inequalities.

The progress measures and targets aligned to the collective actions in this Strategy encompasses a range of data sources, metrics, insight evidence, assurance actions for our ways of working. Additionally we are also adopting place and demographic inequalities targeting; with piloting neighbourhood floor targets and population variance monitoring; helping to ensuring no place or demographic group in Greater Manchester falls below given minimum standards and supporting the targeting of activity in places and communities for whom a targeted approach would be beneficial for any given policy area.

[\[Insert link to performance monitoring pages\]](#)

**8. Workforce:** Employment standards, and the capacity and capability of our workforce are a critical enabler of this Strategy. We will put in place workforce programmes to support organisational and workforce development based on and facilitating a more integrated public facing workforce. We will ensure we have suitably skilled and talented workforces to deliver our shared vision.

Collectively, and as individual organisations with a stake in the delivery of this Strategy, we will ensure we are taking the necessary actions and mitigations to tackle discrimination and inequality in our workforces and workplaces, ensuring our workforces are more reflective of the communities we serve. There is a clear economic case for diverse and inclusive workforce, that is more innovative to meet customer needs and productive by maximising the skills available, whilst also recognizing the need to be forward looking supporting life-long learning. In addition to the wider social benefits of employing people experiencing inequality, and the impact this has on social cohesion, life outcomes and public service demand.

The difference that we will see from this approach to **Workforce** will be one that is best able to meet the work required to achieve our shared vision, one that feels safe and empowered to meet the challenges that it might face.

Using tools such as the Greater Manchester Employment Charter, we will drive up employment standards across all sectors, for the benefit of both the employed and their employers.

Public sector organisations will seek to go beyond the requirements of the Public Sector Equality Duty. We will commit to the collation and analysis of timely and accurate workforce data, evidencing the make-up of our workforces, including managerial and leadership positions, to enable positive steps to be taken to increase diversity and eliminate discrimination.

Private and VCSE employers should go beyond the Equality Act 2010, recognising the benefits to be attained from a diverse and inclusive workforce, that is more innovative to meet customer needs and productive by maximizing the skills available. It can drive business profitability and employee well-being thereby attracting and retaining talent.

**9. Innovation:** Developing and driving innovative new solutions will be a crucial part of our ways of working in Greater Manchester. We will explore and apply new and more effective approaches to maximising Greater Manchester's assets to drive local and national economic development, as well as tackling some of the key societal challenges that exist such as the climate emergency and health inequalities.

Our Economic Vision builds on our innovation assets and opportunities and will drive and accelerate growth for the city-region. Digital innovation will underpin the delivery of this Strategy and will shape the future of Greater Manchester.

Innovation across the transport and mobility sectors is particularly intense, challenging old modes, technologies and services. We will look to adopt and deploy innovation in a way that support our efforts to radically improve the transport offer in clean and sustainable manner.

In addition to technical and business innovation, we recognise the need to cultivate the conditions for social innovation to thrive across our city-region with the overarching aim of enabling good lives for all. We will explore the development of a social innovation network for Greater Manchester.

The difference that we will see from this approach to **Innovation** will be an increase in our ability to react to technological and societal change and discover new opportunities to drive forward this Strategy further and faster.

Greater Manchester's long history of innovation will be furthered through the delivery of this Strategy, with an understanding and development of the different elements that characterize innovation – discovery, invention, development and adoption. Embedding innovation as a way of working will support investment in and realisation of innovation opportunities. Innovation is a key pillar of the city-region's Economic Vision, the plan to deliver a fairer, greener and more productive Greater Manchester economy beyond the pandemic. It will leverage and accelerate the success of Greater Manchester's existing research and development hubs in global frontier sectors, including advanced materials and manufacturing, health innovation, digital and creative, and clean growth.

Existing technologies and business models are insufficient to get us to carbon neutral. We need to rethink how we operate across all sectors. We are working with our private and academic partners to launch an Energy Innovation Agency for the city-region, with the aim of accelerating the testing and deployment of new technologies and processes at scale.

Fostering innovation by engaging with best digital practice to find better solutions to local problems will be critical in enabling innovative public services. In driving this forward we will make best use of data to inform better decision making and develop more accurate and person-centered public services.

The creation of a social innovation network would connect, lift up, and amplify new solutions to big social challenges, whether they are from our local communities or our global peers. Learning from this network of innovative people, places and practices will inform the strategy and leadership of the next evolution of place based transformation across Greater Manchester.

#### **10. Always working with the future in mind:**

The Inequalities Commission and Build Back Fairer reports both emphasized the need for Greater Manchester to embed a preventative and 'future generations' approach. We need to ensure that Greater Manchester is meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Where applicable, we will prioritise work with children and young people, share expertise and evidence of the success of prevention approaches and continue to build capacity and partnerships to further develop these approaches.

**[Insert Young Person's Guarantee case study R]**

We will use our [Resilience Strategy](#) to build the capacity of individuals, communities, institutions, businesses and systems within a city to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience.

The difference that we will see from this approach to **always working with the future in mind** will perhaps only be truly seen in the longer term and by our future generations. However, we know that this approach, as well as prioritizing those upstream actions which seek to prevent an issue ever happening in the first place, will lead to higher productivity, lower treatment or renovation costs, less suffering and premature mortality and more cohesive communities; as well as happier, more successful people who are better able to participate fully in society.

Throughout our work we will think about its impacts in the longer term and not just the here and now.

The Covid pandemic has shown us the need to build our resilience to survive and thrive, regardless of the challenge. The capacity of Greater Manchester's people and places to respond to shocks will be developed through the Greater Manchester Resilience Strategy. This capacity to navigate shocks and to maintain confidence in the city-region is also dependent upon recognising and addressing chronic stresses such as poverty or ageing infrastructure that weaken its fabric and can undermine attempts to respond to crises and to create a stronger future in their aftermath.

## 11. Understanding the impacts of our decisions

Throughout implementation of the ways of working, we will adopt an **assurance framework** which assesses not only whether we are using these ways of working, but also whether they are being effective at enabling Greater Manchester to deliver this Strategy, delivering a greener, fairer and more prosperous city-region. This framework is embedded as part of our performance and process measures.

The assurance framework will have two parts:

- A set of 'process measures' which will tell us whether we are using each of the 10 ways of working
- A 'so what' question which asks whether these ways of working are making the difference that we are looking for

The GMCA **decision support tool** has been developed and tested and will be used consistently going forward to provide an assessment of the impacts (both positive and negative) arising from propositions being developed and enabling informed decision making. We are committed to the further roll out and wider use of the tool across as many formal and informal decision forums as possible, recognising the potential positive benefits to be gained through its widest possible use in all forms of policy and proposition design and delivery.

The GMCA decision support tool, developed in collaboration with the Centre for Climate Change and Social Transformation at the University of Manchester, enables a high-level assessment of possible impacts arising from any proposition, the outputs from which are provided to decision makers to understand the possible wider co-benefits of taking forward the proposal or seeking changes where it is deemed impacts arising could be mitigated. Where the screening process determines a more detailed assessment is required, an equalities impact assessment proforma and carbon assessment element are embedded within the document and can be used to support the overall assessment, and the information made available to the GMCA for decision making.

## Enabling the Ways of Working

Greater Manchester has put in place a range of initiatives and tools which will enable these ways of working. We will publish further examples at the website for the Greater Manchester Strategy but some of the most important enablers include:

## Embedding the Greater Manchester Model of unified services

Our [model](#) of unified services for the people of Greater Manchester, recognises that the way public services are traditionally organised must change. Services often operate in silos, making it difficult for people to get the holistic support that they need, where they need it, and for public money to be spent most effectively.

We have led the way in Greater Manchester with our reform programme, and will now go further. We will adopt the principle of '**universal basic services**' as a key pillar of a more equal society. We will also take an approach using the principle of **proportionate universalism**, recognising that some people and some communities need targeted, stepped up or more intensive help.

We now urgently need to move from principles to practice, and will push on with delivery in pathfinder neighbourhoods and communities.

On all of the specific challenges we face, we will start by working with people and communities, mobilise action networks from all parts of Greater Manchester society, and work to the "names-not-numbers" philosophy that has guided GM's success on homelessness.

The challenge of changing the way public services are traditionally organised is multiplied by the fact that different services operate on different geographical footprints, and with different funding models, different measures of success and all take account of need and place in different ways. As a result, services do not always tap into the energy, knowledge and capacity that exists on the ground, too often leaving people feeling 'done to' rather than empowered to shape their own lives or to improve things in their local areas.

Greater Manchester has been leading the way in a reform programme for services for people that can address these problems. This approach is already visible in some areas and was accelerated across the city-region during the need for rapid collaborative responses to the pandemic. Now is the time to push on even further and move the approach from the margins to the mainstream. We will embed the Greater Manchester Model as a key enabler of achieving many of the ambitions set out in this Strategy. We will adopt the principle of '**universal basic services**' as a key pillar of a more equal society, helping everyone to live a decent life and to contribute to the economy and society.

We will take an approach using the principle of **proportionate universalism** (the resourcing and delivering of universal services at a scale and intensity that is proportionate to the degree of need), recognising that some people and some communities may need targeted, stepped up or more intensive services. We will strive to secure help for people and communities based on what a good life looks like for them, taking into account individual contexts rather than a 'one size fits all' approach.

Our model is rooted in our long-held reform principles. These recognise that each partner or sector holds the key to another's objectives, and that our objectives cannot be fully realised without a fundamental shift in the thinking, culture, policies and structures that underpin the current system.

The unified services model sets out six interrelated key features which need to be in place for us to achieve these ambitions:

- Geographic alignment
- Leadership and accountability
- One Workforce
- Shared financial resource
- Programmes, policy and delivery
- Tackling barriers and delivering on devolution

We know that we need to move from principles to practice and it is having all six key features in place that will help us realise this, starting with their application in 10 pathfinder deprived communities, alongside piloting an income guarantee in one or more.

Our learning and experiences during Covid have also reinforced the need to double up our efforts to achieve these ambitions given the difference they are likely to make to people and communities. We have developed a significant amount of learning during this time, not least around what it takes to galvanise a community level response around a common cause. Indeed, we know that our ambitions are possible because we experienced the realisation of many elements almost overnight during a time of crisis. Our challenge will be to build upon this learning and sustainably implement these transformational changes across Greater Manchester.

## **Investing in the role played by the Voluntary, Community and Social, Enterprise (VCSE\*) sector through the VCSE Accord**

*\* When we talk about the VCSE sector in Greater Manchester, we mean voluntary organisations, community groups, the community work of faith groups, and those social enterprises where there is wider accountability to the public via a board of trustees or a membership and all profits will be reinvested in their social purpose.*

Greater Manchester is home to over 17,000 voluntary, community, faith and social enterprise organisations who are well-networked with strong, distributed leadership, established communications channels and have evidenced their ability to convene and act as a sector around general or specific strategic objectives. Covid has demonstrated the sectors ability to adapt at pace and with a huge degree of accuracy and efficacy to meet the needs of our communities. The sector is a significant employer with a high proportion of jobs at Real Living Wage.

We are committed to the implementation of the newly agreed GM VCSE Accord [\(Insert link\)](#), providing a shared vision for a thriving VCSE sector working collaboratively and integrally with public services. Investment in the VCSE sector under the Accord will enable the sector to be an in equal partner in the design and delivery of GMS implementation.

The VCSE response to the emergency caused by the pandemic across Greater Manchester has been incredible in its strength, its depth and the speed at which it was been mobilised. VCSE organisations of all sizes, as well as community volunteers, have offered and continue to provide their support, and are integrating with emergency support structures at this time.

The GM VCSE Accord, signed in September 2021, sets out a shared vision for a thriving VCSE sector in Greater Manchester that works collaboratively with the GM Integrated Care System and the GMCA. The Accord delivers on our commitment to different models and modes of investment to enable the VCSE as an equal partner in the design and delivery of GMS implementation.

The VCSE Accord agreement will enable GMCA and the GM Integrated Care System to work collaboratively with the sector, via the GM VCSE Leadership Group. The purpose of this Accord is to further develop how we work together to improve outcomes for Greater Manchester's communities and citizens.

**Our shared vision is for a thriving VCSE sector in Greater Manchester that works collaboratively and productively with the GM Integrated Care System, the GM Combined Authority, its constituent local authority members and statutory partners.** This vision is based in our shared values, will be supported by a sustainable infrastructure and have strong leadership. We will operate on the basis of mutual trust, respect and transparency.

We will acknowledge the value to communities of place, identity and experience, and understand the role of local people in leading, shaping and connecting organisations to create a functioning 'ecosystem' of activity. We want decisions taken and issue addressed as close to communities as

possible, coming together at a Greater Manchester level where there is a demonstrable benefit of doing so.

Through the VCSE Accord, we have set out shared commitments for 2021 – 2026, whose success will rely on their recognition, adoption and action at a locality and neighbourhood level. All commitments will be achieved in partnership and equitable involvement from all 10 districts of Greater Manchester. We will develop a strategic and joined up approach to funding and commissioning of VCSE activities. This includes an investment approach based on long-term, core funding to support strategic VCSE capacity and infrastructure.

## The GM Good Employment Charter

There are around 105,000 companies in Greater Manchester, and we continue to work with them to bring trade, investment and growth, and support people to access the opportunities created.

Through the [Greater Manchester Good Employment Charter](#) we have worked with Trade Unions to define the seven characteristics of Good Employment and create a framework to support all employers in the city-region regardless of size, sector, or location, to improve employment standards and provide better opportunities for GM's workers to grow, develop, and thrive in the workplace as well as improving our economy. The ambitions for Greater Manchester to become the first city-region to pay all employees a real living wage build on this movement, and will require even deeper collaboration between public, private and third sector employers as well as leadership in self-employment and freelance occupations.

The development of the GM Good Employment Charter and the creation of a 'movement' around the work through a tiered system of supporters and members as well as a strong brand and engagement mechanisms will be key to driving forward our ambition for fair and high standards of employment.

## Greater Manchester's Digital Blueprint

We want to ensure we can enhance the successes of Greater Manchester, already gaining an international digital reputation, with our Digital Blueprint [\(INSERT LINK\)](#) setting out the approach to meet our ambition to be a top 5 European digital city-region.

Prioritised actions are underpinned by a focus of inclusive growth of digital talent and extending our world-class smart and digital infrastructure and connectivity. We will continue to follow a "whole digital ecosystem" approach that shaped and underpins the Blueprint model, enabling Greater Manchester to achieve our ambitions.

We will ensure that digital is connected across the work of GMCA and partners, driving better delivery of public sector transformation by maximizing opportunities and resources, enabling joint working on opportunities and ensuring that gaps are rectified, and throughout maximizing the impact of our collective actions."

Recent Government (Department for Culture, Media & Sport) research indicates that UK's digital sector is growing nearly six times faster than the mainstream economy. Greater Manchester is gaining an international reputation for growing "unicorn" start-ups (valued at over \$1 billion); as a

base for global brands such as the BBC and GCHQ; for public sector innovation; and internationally significant digital research. We want to enhance this success and our [Digital Blueprint](#) sets out the approach to meet our ambitions to be top 5 European digital city region by focussing on the following priorities:

- empowering people
- enabling innovative public services
- digitally enabling all businesses
- creating and scaling digital businesses
- being a global digital influencer

These are underpinned by a focus on inclusive growth of digital talent and extending our world class smart and digital infrastructure and connectivity. Initiatives such as SMART ticketing to digitally-enable existing and future mobility around Greater Manchester; the next phase of the GM Full Fibre network; launching further cyber and AI initiatives; data acceleration to better support families and individuals; the annual and growing “Digitober” festival; and carbon emission monitoring as part of the building retrofit work will develop at pace as part of the delivery of this Strategy.

For Greater Manchester to achieve its ambitions we will continue to follow a “whole digital ecosystem” approach that shaped and underpins the Blueprint model. Collaboration is at the heart of this approach and we will further support and enable private, academic and not-for-profit sector work and identify where there are gaps and initiatives needed at a pan-GM level and taking creative approaches to resourcing them. Having re-organised our governance and engagement mechanisms, groups like the GM Cyber Advisors, Digital Inclusion Action Network and GM Digital Strategic Advisors are driving this. We will ensure that digital is connected across the work of GMCA and partners, driving better delivery of public sector transformation by maximizing opportunities and resources, enabling joint working on opportunities and ensuring that gaps are rectified, and throughout maximizing the impact of our collective actions.

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## WORK PROGRAMME 2021/22

### HOUSING, PLANNING & ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE

The table below sets out the Committee's work programme for this municipal year. Members are invited to further develop, review, and agree topics which they would like to consider. Items considered last year are appended at the back of this report. The work programme will be reviewed and if necessary updated following each meeting to ensure that the Committee's work programme remains current.

In addition, the Committee will receive the GMCA's register of key decisions and the GMCA's monthly decision notice.

Date of Meeting	Item	Responsible Officer
Thursday 9 December 2021	<ul style="list-style-type: none"> <li>Places for Everyone Update</li> </ul>	Anne Morgan
Thursday 13 January 2022	<ul style="list-style-type: none"> <li>Biodiversity – Local Nature Recovery Strategy</li> </ul>	Sam Evans
Thursday 3 February 2022	<ul style="list-style-type: none"> <li>Green Energy including solar eg Go Neutral</li> </ul>	Sean Owen
<b>Thursday 10 March 2022</b>	<ul style="list-style-type: none"> <li><b>Mayoral Update</b></li> <li>Implications of the National Resources and Waste Strategy</li> </ul>	<b>Andy Burnham</b>

\*Mayor scheduled to attend

## Items considered in 2020-2021 by the Committee

Date of Meeting	Item	Responsible Officer
Thursday 11 June 2020	<ul style="list-style-type: none"> <li>• Annual AGM</li> <li>• GM Bus Consultation</li> </ul>	Kate Brown
Thursday 9 July 2020	<ul style="list-style-type: none"> <li>• Everybody In / A Bed Every Night- Covid-19 Update</li> <li>• General GM Covid-19 verbal update</li> </ul>	Molly Bishop Simon Nokes
Wednesday 29 July 2020	<ul style="list-style-type: none"> <li>• Living with Covid-19 GM 1 year Recovery Plan</li> </ul>	Simon Nokes
Thursday 10 September 2020	<ul style="list-style-type: none"> <li>• Living with Covid-19 GM 1 year Recovery Plan</li> <li>• Tripartite Agreement: GM Housing Associations, GMCA and GMHSCP</li> </ul>	Simon Nokes Steve Fyfe
Thursday 8 October 2020	<ul style="list-style-type: none"> <li>• Brownfield Land Fund</li> <li>• Transport Strategy 2040 Delivery Plan</li> <li>• GM Green Summit – Inclusion and Equality update</li> <li>• </li> </ul>	Andrew McIntosh Gemma Birchall
Thursday 12 November 2020	<ul style="list-style-type: none"> <li>• Covid Recovery</li> <li>• Public Sector Decarbonisation Scheme</li> <li>• Green Homes Grant and Social Housing Decarbonisation Fund Project Update</li> </ul>	Mayor Andy Burnham Mark Atherton Mark Atherton
Thursday 10 December 2020 Cancelled		
Thursday 14 January 2021	<ul style="list-style-type: none"> <li>• Brexit</li> <li>• Living with COVID-19 Resilience Plan Progress Update</li> <li>• 2040 Transport Strategy &amp; Delivery Plan</li> <li>• Waste Strategy</li> </ul>	Simon Nokes Simon Nokes Simon Warburton David Taylor
Thursday 4 February 2021	<ul style="list-style-type: none"> <li>• Mayors portfolio</li> <li>• Domestic buildings retrofit (public/ private/ new green deal)</li> <li>• Biowaste Strategy</li> </ul>	Mayor Andy Burnham Mark Atherton David Taylor
Thursday 11 March 2021	<ul style="list-style-type: none"> <li>• GM Good Landlord Scheme</li> <li>• GM Brownfield Housing Fund Tranche 2</li> </ul>	Paul Dennett Paul Dennett