

GREATER MANCHESTER HOUSING PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY

DATE: Thursday, 9th December, 2021

TIME: 10.30am – 12:30pm

VENUE: Boardroom, Churchgate House

AGENDA

- 1. APOLOGIES**
- 2. CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**
- 3. DECLARATIONS OF INTEREST** 1 - 4

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer at the start of the meeting.
- 4. THE MINUTES OF THE MEETING HELD ON 07 OCTOBER 2021** 5 - 8

To consider the approval of the minutes of the meeting held on 07 October 2021.
- 5. GROWTH LOCATIONS** 9 - 22

A report of Salford City Mayor Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure and Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure. To be presented by Mayor Paul Dennett.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

**6. DELIVERING NET ZERO CARBON SOCIAL RENTED HOMES: 23 - 44
A WHOLE SYSTEM CHALLENGE**

A report of Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure and Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure. To be presented by Mayor Paul Dennett.

7. GREATER MANCHESTER STRATEGY REFRESH 45 - 92

A report of Andy Burnham, Mayor of Greater Manchester, GMCA. To be presented by Simon Nokes, Executive Director of Policy & Strategy, GMCA.

8. WORK PROGRAMME 2020/2021 93 - 94

To consider the work programme for 2020/21.

9. DATES AND TIMES OF FUTURE MEETINGS

13 January 2021; 10:30am

Name	Organisation	Political Party
Councillor Akilah Akinola	Trafford	Labour
Councillor John Walsh	Bolton	Conservative
Councillor Mike Glover	Tameside	Labour
Councillor Linda Robinson	Rochdale	Labour
Councillor Fred Walker	Wigan	Labour
Councillor Liam Billington	Tameside	Conservative
Councillor Mandie Shilton Godwin	Manchester	Labour
Councillor Martin Hayes	Bury	Labour
Councillor Barbara Brownridge	Oldham	Labour
Councillor Stuart Dickman	Salford	Labour
Councillor Colin MacAlister	Stockport	Liberal Democrats
Councillor Janet Mobbs	Stockport	Labour
Councillor Kevin Procter	Trafford	Labour
Councillor Ashley Dearnley	Rochdale	Conservative

For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk. Alternatively, contact the following

Governance & Scrutiny Officer: Ninoshka Martins
✉ Ninoshka.Martins@greatermanchester-ca.gov.uk

This agenda was issued on 1st December 2021 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.

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

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

Date: 9 December 2021

Subject: **GROWTH LOCATIONS**

Report of: Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure and
Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and
Infrastructure

Purpose of Report

To share for comment the Growth Locations report to GMCA set out the six Growth Locations identified within the updated Greater Manchester Strategy (GMS) and the work progressing to support development of these Growth Locations.

Recommendations:

Committee Members are requested to note and comment on the report.

Contact Officers

Andrew McIntosh, GMCA Director of Place andrew.mcintosh@greatermanchester-ca.gov.uk

Greater Manchester Combined Authority

Date: 26th November 2021

Subject: Growth Locations Update

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

Purpose of Report

To set out the six Growth Locations identified within the updated Greater Manchester Strategy (GMS) and the work progressing to support development of these Growth Locations.

Recommendations:

The GMCA is requested to:

1. Endorse the six GM Growth Locations as set out in section 2; and
2. Note the work plan and progress update and next steps set out in sections 4 and 5.

Contact Officers

Andrew McIntosh, Director of Place, andrew.mcintosh@greatermanchester-ca.gov.uk

Simon Nokes, Executive Director, simon.nokes@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	Growth locations work programme is aimed at levelling up across GM and connecting people to employment and skill opportunities.	
Health	G	The Growth Locations work includes proposals for growth in health innovation and increased public connectivity including to community / health facilities in some locations.	
Resilience and Adaptation	G	The proposals will be developed to support the GM carbon neutral objectives	
Housing	G	Significant new build housing anticipated across the Growth Locations in support of PfE objectives	
Economy	G	Growth Locations work will seek to support opportunities for economic growth	
Mobility and Connectivity	G	GMCA and TfGM will work together to coordinate opportunities for aligning growth with transport connectivity	
Carbon, Nature and Environment	G	The work programme will be underpinned by supporting GMs levelling up and low carbon ambitions	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target		Work through the Growth Locations is underpinned by levelling up and low carbon ambitions and will seek to identify specific opportunities to contribute to GM's Carbon Neutral target	
Further Assessment(s):	Carbon Assessment		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative , with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Risk Management

The proposed Growth Locations and any associated risks will be overseen and managed through the governance structure as set out within this report.

Legal Considerations

The work programme does not currently have requirements for legal input. Should future legal input be required it will be managed through the proposed governance structure.

Financial Consequences – Revenue

The proposed work plan is likely to result in requests for revenue funding through the Evergreen Surplus Funding. Approvals will be sought for allocation of revenue funding.

Financial Consequences – Capital

Delivery of the growth locations will require significant capital investment from a range of sources. Approval would be sought for any specific requests for investment from GMCA.

Number of attachments to the report: 1

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

- Updated draft Greater Manchester Strategy
- GM's Comprehensive Spending Review Submission

Tracking/ Process

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

No

Exemption from call in

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

No

GM Transport Committee - N/A

Overview and Scrutiny Committee - N/A

1 Background

1.1 Working with our district partners, we have identified six 'Growth Locations' which represent opportunities for the whole city-region to bring forward development at a scale that can drive the transformational change we want to see in GM. The six Growth Locations are:

- North East Growth Corridor
- Eastern Growth Cluster
- Airport & Southern Growth Corridor
- Central Growth Cluster
- Western Gateway
- Wigan & Bolton Growth Corridor

A summary profile for each Growth Locations is set out in Section 2 below.

1.2 As recognised in the updated GMS and also our Comprehensive Spending Review (CSR) submission to Government, the Growth Locations each include unique opportunities and assets to respond to the variety of needs and challenges present in different parts of the conurbation. The Growth Locations will provide the platform for a levelling up approach across GM, by creating value through new development and in turn ensuring that the resultant benefits and outcomes are experienced across wider GM communities.

1.3 The Growth Locations will make an important contribution to meeting the objectives of some of our key plans including the Greater Manchester Strategy (GMS), GM Five Year Environment Plan, Local Industrial Strategy, Transport Strategy 2040 and GM Places for Everyone (PfE) by supporting growth across the following key areas:

Employment & Supply Chain – The Growth Locations include proposals for significant new employment growth, supporting key sectors identified within the Local Industrial Strategy. The Growth Locations each present the opportunity to enhance existing sectoral strengths and supply chains (e.g. logistics and manufacturing in Wigan & Bolton) providing business support services to facilitate growth and also sets the platform for growth in new areas, such as advanced materials in the North Eastern area.

Education & Skills – A key strand to the Growth Locations activity will be to ensure that Higher Education (HE), Further Education (FE) and training providers are engaged and provide the necessary training and development to ensure that residents have the skills required to support growth in both current industries and the planned future growth in new industries. Work will consider the opportunity to create specialisms in each LA to support Growth Locations linked to the types of growth planned; whilst also ensuring provision responds to employer need.

Housing – The Growth Locations include proposals for thousands of new homes which will make an important contribution to our housing ambitions set out within PfE. Working with our key housing providers we will ensure that the housing offer in each location meets local need and offers a range of types and tenure to meet the aspirations of residents at different points in their lives. The scale of housing planned also offers significant opportunity to take a coordinated approach and leverage economies in delivering low carbon housing.

Transport – A critical component of each Growth Location is the delivery of sustainable, accessible transport infrastructure to ensure that people are connected to employment and skills opportunities and promoting social inclusion and well-being through connectivity to town centres and community services. Working with TfGM, we will ensure that development opportunities are sequenced with key transport proposals including plans through the CRSTs programme.

Innovation – Plans include proposals to work with our academic institutions to drive innovation and R&D activity across the Growth Locations, supporting projects through Innovation GM and potential innovation deals. The Growth Locations cover significant innovation assets including Salford Innovation Triangle, Trafford Clean Energy Park, Oxford Road Corridor and the Advanced Machinery and Productivity Institute in Rochdale.

Low Carbon – It is essential that the plans for each of the Growth Locations build in GM's zero carbon ambitions as an integral element of design and delivery. The scale of development planned offers real opportunities to coordinate low carbon infrastructure (e.g. district heating networks) and drive economies of scale in low carbon construction which will ultimately set a platform for more affordable low carbon delivery across the rest of GM.

- 1.4 As set out in Section 2 below, the Growth Locations will facilitate growth across a range of different industries. The Growth Locations are not in direct competition with one another and instead growth across the six areas will be complementary, each making an important contribution to the GM economy and working in tandem to drive forward delivery of our levelling up ambitions.
- 1.5 Work is underway between GMCA, district authorities and TfGM to develop plans for each of the Growth Locations with the objective of targeting intervention, investment and delivery opportunities in an effective place-based approach. As identified within the CSR submission to government, there is a clear opportunity for GM to develop a place-based investment and accountability framework with Government across the Growth Locations which could set a platform for future devolved spending for GM.

2 Growth Location Profiles

2.1 North East Growth Corridor

- 2.1.1 The North East Growth Corridor includes significant opportunities for new employment and housing growth in the north of Greater Manchester, supported by key sub-regional town centres in Bury, Oldham and Rochdale. The North East Growth Corridor is the single largest employment opportunity for the city-region, delivering c1,500,000sqm of new employment floorspace, thousands of quality jobs and thousands of new quality, low carbon homes linked to sustainable transport.
- 2.1.2 Of fundamental importance to this growth location is the Northern Gateway. As one of the largest opportunities for employment development in the country, this site alone has the potential to deliver transformational change with capacity for around 1,200,000 sq.m. of employment floorspace, including proposals to incorporate a significant element of advanced manufacturing and major investment in transport infrastructure.

- 2.1.3 Translating the work of our universities into reality, the employment growth will focus on creating an 'Advanced Materials City', and across the Growth Area establishing a national leading Advanced Manufacturing and Materials 'mega' cluster for Greater Manchester, building on the existing manufacturing supply chains and skills base.
- 2.1.4 Innovation and significant inward investment will be realised through the Advanced Machinery and Productivity Institute, creating the new machines and engineering skills needed to manufacture the technologies of tomorrow.
- 2.1.5 Local residents are being connected to the newly created opportunities in higher skilled manufacturing employment through the provision of training and development opportunities, and higher education offer through our universities and higher education providers.
- 2.1.6 The proposed creation of a Mayoral Enterprise Zone around Oldham Town Centre will ensure that the people of Oldham benefit from the value and growth created through this approach. The Town Centre focus and the Mills Strategy being adopted by Oldham will also imbed and deliver Greater Manchester's brownfield first policy as set out in Places for Everyone.
- 2.1.7 With sustainability and the ambition of zero carbon integral to the design of all the growth locations, it is proposed that the North East Growth Corridor will be connected to surrounding areas via sustainable public transport infrastructure, including proposals for tram-train developments connecting Bury, Rochdale, Oldham, Middleton and beyond, as well as a Bus Rapid Transit system.
- 2.1.8 The North East Growth Corridor is a key development for Greater Manchester, developing our connections with West Yorkshire and the collaboration work that is ongoing with Universities outside of the region on innovation and also with the West Yorkshire Combined Authority on skills.
- 2.1.9 The development of the site will also bring forward plans for investment in the key highway infrastructure which will support increased network capacity and ensure the scale of development can be delivered to raise the overall competitiveness of northern Greater Manchester.

2.2 Airport and Southern Growth Corridor

- 2.2.1 In support of realising Greater Manchester's international potential, the development of the Airport and Southern Growth Corridor will facilitate international business and tourism growth. The delivery of highspeed rail, through HS2, at the Airport and into the city centre will create further economic benefits and growth realised from the increase in ease and connectivity for international business and visitors.
- 2.2.2 The development of the Airport and Southern Growth Corridor supports the continued redevelopment of Stockport town centre. Supported by the Town Centre West Mayoral Development Corporation high quality housing will be delivered,

sustainable transport connectivity improved, and there will be a focus on town centre employment growth.

- 2.2.3 The overall plan will transform the retail and culture offer of Stockport town centre, building on its unique heritage and assets and providing accessible opportunities benefitting local communities. The development will be underpinned by the expansion of Metrolink into Stockport town centre and redevelopment of Stockport Train Station as a southern transport gateway to the wider Greater Manchester area.
- 2.2.4 The airport's operations (i.e. emissions generated by the airport itself, including the operation of ground support vehicles but excluding emissions from aircraft) are already certified carbon neutral. We want to make sure that our policy on aviation matches our ambition to be a world leader on climate action, in line with our carbon neutral 2038 target and our carbon budget. In driving this Greater Manchester partners will work with Government and other stakeholders to help to influence UK aviation policy, including development of an appropriate budget for UK aviation emissions, and ensure that this supports levelling-up.
- 2.2.5 Employment opportunities will be created through the development planned at Airport City, which will attract Head Offices to Greater Manchester, creating jobs across a range of sectors and at different levels. The development of these opportunities will be supported by the provision of a comprehensive skills offer, ensuring local people are able to access the opportunities created, through direct job creation, supply chain opportunities and wider distributed benefits.
- 2.2.6 Enhanced transport connections such as the new station at Cheadle will provide additional sustainable connections into the wider transport network from our local centres and reduce transport congestion.
- 2.2.7 Connecting opportunities across Greater Manchester's frontier sectors and foundational economy, the developments planned at Medipark, including the completion of the Metrolink loop from Medipark via Davenport Green to the Airport underpinning the opportunity to complimentary group and looking ahead to HS2, Roundthorn Industrial Estate and Wythenshawe Hospital will drive health-focused skills and employment creation in and around the Airport and Southern Growth Corridor. Linked to this are plans to redevelop Wythenshawe Town Centre, providing new jobs, homes and connections to employment, including at the Airport, in support of Levelling Up.

2.3 **Eastern Growth Cluster**

- 2.3.1 Providing the connection between need and opportunities in the east of the conurbation, the Eastern Growth Corridor will create a significant new employment engine in Tameside, by linking the key development opportunities of Ashton Moss and St. Petersfield in Ashton Town Centre.
- 2.3.2 The development will build upon Tameside's existing strengths in advanced materials and manufacturing of coatings, plastics and textiles. The Eastern growth corridor can take advantage of the borough's city region leading digital connectivity, which puts advanced broadband infrastructure within 200m of 50% of the borough's industrial premises and over 50% of its housing. The existing road, tram and rail

transport assets in the area, offer excellent transport links, which are being expanded through the beelines network and the proposed Rochdale-Oldham-Ashton Quality Bus Transit scheme.

- 2.3.3 To ensure local centres are adapting, developing and reflective of their communities, the investment planned for the town centres of Ashton-under-Lyne and Hyde will transform the retail and culture offers. Residents will enjoy the benefits of modern and well utilised town centres, which are physical and digitally connected to sustainable employment opportunities being created at Ashton Moss, and the better connectivity between local centres and communities.
- 2.3.4 The development of over 2,000 new high-quality, low carbon homes around Godley Green Garden Village, offers an opportunity to drive the development and adoption of advanced methods of construction, digital design, eHealth and health tech.
- 2.3.5 Through close collaboration and joint development with residents and the borough's FE institutions, and improved links to the city regions Universities, skills provision and investment will be developed and expanded to support residents of some of our more deprived communities, such as Aston-under-Lyne, Droylsden and East Manchester, to access the employment opportunities being created.
- 2.3.6 The development of Tameside College's new Construction Skills Centre, on the same campus as their manufacturing focused, Advanced Skills Centre, and ongoing work to establish additional Further and Higher Education provision into St. Petersfield, demonstrate the first clear steps of this strategy being put into action.

2.4 **Central Growth Cluster**

- 2.4.1 The Central Growth Cluster will create over 90,000 new jobs. Employment creation will be generated through the regional centre with direct opportunities through the Oxford Road Corridor, Manchester Piccadilly and Salford's Innovation Triangle comprising Media City and The Quays (including future growth at Wharfside), Salford Crescent and Salford Royal Foundation Trust.
- 2.4.2 The alignment of skills provision, across a range of levels and institutions will ensure a pipeline supply of skilled Greater Manchester residents to meet the expanding jobs markets, notably in digital, creative, media and broadcasting, and professional services.
- 2.4.3 The development of this growth cluster will be underpinned by the expansion and development of the public transport infrastructure, (delivery of HS2, NPR, Quality Bus Corridor and Metrolink extensions), which will connect people in all parts of the conurbation to the regional centre, enabling more parts of Greater Manchester to benefit from economic prosperity generated at the core.
- 2.4.4 The introduction of HS2 and NPR services, could make Manchester Piccadilly one of the best connected and productive locations in the North of England. The area has the potential to deliver 40,000 new and sustainable jobs, 13,000 new homes and close to a million square metres of commercial development.
- 2.4.5 The new skills being created in health innovation and R&D are being supported by our world class universities and plans for the redevelopment at North Manchester Hospital. Planning is underway to replace the current hospital buildings with a new hospital, which is proving to be an important catalyst for change, but the approach

being taken by partners goes far beyond this narrow ambition. The new health and wellbeing campus is based on a fundamental rethink of the role of the hospital within the context of all the health and care services provided for residents.

- 2.4.6 New homes being created under the Central Growth Cluster will provide 58,000 new units on brownfield land. The housing created in the central area (around Victoria North, North Campus, the Eastern Gateway and Salford Crescent), maximise the proximity of the planned developments to the public transport networks. The Central Growth Cluster also spreads into the northern tip of Trafford offering further significant housing growth potential.
- 2.4.7 The Victoria North programme is the single largest residential development and regeneration programme in GM. Some 15,000 low carbon new homes will be delivered over the next 15 years through the repurposing and densification of under-utilised and brownfield land in a well-connected and sustainable location, at the core of the conurbation. Building on the growth of the city centre, and taken together with the plans for Manchester's Eastern Gateway, and major planned investment into the North Manchester General Hospital campus, Victoria North presents a major opportunity to rebalance and level up the northern neighbourhoods of the Regional Centre, facilitating sustained residential and population growth whilst knitting together a series of strategic national and local objectives concerning affordable housing, net zero, place creation, inclusive growth, health and education.
- 2.4.8 Our unique leisure and culture offer in Greater Manchester will be expanded upon and made more accessible through the Central Growth Cluster. Opportunities in the cultural and creative industries will be further grown, building on the existing major cluster in the regional centre, and new facilities such as The Factory. Major sporting, leisure and recreational infrastructure around the Eastern Gateway area will help drive Greater Manchester's tourism offer, supported by enhanced connectivity through HS2 at Piccadilly.

2.5 **Western Gateway**

- 2.5.1 The Western Gateway is a key development for Greater Manchester, developing our connections with the Port of Liverpool, and the rest of the world. The Port of Liverpool now has Freeport Status, and can accommodate the largest container vessels. Greater Manchester's further development of our trade connections with the Port of Liverpool are therefore paramount. The Western Gateway also provides for the economic growth of the Central Growth Cluster core economic area through the development of a tri-modal freight hub at Port Salford.
- 2.5.2 Port Salford's further development will provide sustainable freight transport operations which will include rail and road links, on-site canal berths, rail spur and container terminal.
- 2.5.3 The Western Gateway has the potential to create 25,000 new jobs, capitalising on the unrivalled port connectivity and planned employment space at Carrington, Port Salford, Partington and Trafford Park, alongside the regional leisure, retail and hospitality destination at Trafford City. Logistics and distribution sector employment will be created, with opportunities accessible to local communities with existing skills in this sector and further opportunities for development. Employment growth

will also be created in the low carbon energy sector, linked to the development of a low carbon energy innovation park at Trafford Park.

- 2.5.4 Significant brownfield sites will also be utilised for the creation of c.21,000 new high quality homes, bringing forward new sustainable integrated urban neighbourhoods. These new settlements will provide enhanced connectivity to ensure residents have access to key employment opportunities including major improvements in highway access, such as the Carrington Relief Road, and upgrades to the Carrington Spur and Junction 8 of the M60 alongside sustainable transport links.

2.6 Wigan & Bolton Growth Corridor

- 2.6.1 The development of the Wigan & Bolton Growth Corridor will provide radial transport infrastructure across Wigan and Bolton. The development of a quality bus corridor, motorway link road and enhanced rail, will connect residents to employment and skills opportunities within the Boroughs and across Greater Manchester.
- 2.6.2 In line with residents needs and aspirations, c.12,000 new quality homes will be created. These will include family homes, and will be delivered across the distinctive communities with access to green space.
- 2.6.3 Building on the corridor’s existing strengths and strategic transport links, employment growth will be driven by logistics, manufacturing (notably food) and distribution.
- 2.6.4 Health Innovation opportunities will be realised through the delivery of the GM Health Innovation Campus linked to the Royal Bolton Hospital.
- 2.6.5 The Wigan & Bolton Growth Corridor will provide for the development and resetting of the images of both Boroughs as places to live, work and invest. The development will be delivered drawing on distinctive cultural assets and improved sustainable transport choices. As with all the growth locations the Corridor will be delivered to provide opportunities to drive the benefits of economic growth into more of our communities.

3 Governance

- 3.1 A governance structure has been put in place to coordinate activity, opportunities and engagement with key stakeholders across the six growth locations. The governance structure is shown in appendix 1 attached. The key roles and responsibilities of each group are summarised in the table below:

Group	Chair	Key Members	Key Responsibilities
Chief Execs	Eamonn Boylan,	CEXs of each of the	<ul style="list-style-type: none"> • Overall oversight and accountability for the programme of work. • Approval of key investment decisions.

Investment Group	GMCA CEO	10 Local Authorities	
GM Growth Locations Steering Group	Simon Nokes, GMCA Exec Director	DoP members GMCA director(s) TfGM director(s)	<ul style="list-style-type: none"> To support coordinated activity across the 6 Growth Location areas. Working with Directors of Place and to recommend prioritisation of resource and investment support. Coordination of GM-wide workstreams and GM activity across different functions e.g. research, skills, economy, digital. Facilitate engagement and support from key Government agencies. Makes recommendations to the Chief Executives Investment Group for key decisions.
Steering Group for each Growth Location (x6)	Andrew McIntosh, GMCA Place Director	DoP from each relevant district TfGM GMCA officers	<ul style="list-style-type: none"> Coordinate and prioritise business case preparation and resource support to facilitate investment and delivery of the various opportunities in each of the Growth Locations. Oversee funding applications / investment prioritisation within the Growth Location area.

3.2 In order to ensure a holistic place based approach is adopted in delivery of the Growth Locations, the governance structure includes input and engagement from across key GMCA directorates including Place, Economy, Education & Skills, Environment, Digital and Public Sector Reform. TfGM are also included in all levels of governance to ensure that the plans for key transport infrastructure are considered alongside wider place-based delivery plans. This will enable GM to demonstrate how levelling up can be achieved across the conurbation.

3.3 The governance arrangements are intended to coordinate activity at a GM level and will not supersede or duplicate any local project governance that is already in place. The arrangements allows for a coordinated GM approach to engagement and lobbying with our key external stakeholders including Government departments, National Highways, Homes England, Environment Agency and utility providers.

4 Work Plan & Progress Update

4.1 Work is already underway with our district partners, coordinated through Directors of Place, to set out the vision and plans to support the opportunities identified in each of the Growth Locations. Each of the Growth Location steering groups have already met and agreed plans for the preparation of the following key documents:

4.2 **Growth Plan** – The Growth Plan sets out the strategic narrative for each growth location and describes the type and scale of growth the area can support. The Growth Plan considers the key employment sectors, development opportunities, significant infrastructure and anticipated benefits of each location. A growth plan

has been drafted for each of the Growth Locations in collaboration between GMCA and districts.

- 4.3 **Local Investment Frameworks (LIFs)** – A number of LIFs will be developed for each of the growth locations to set out a more detailed proposal for specific opportunity areas / projects that require significant public sector intervention and the appropriate sequencing of such intervention. The purpose of the LIF is to develop the early framework for an investment proposition, which could be progressed into a full business case or funding application in response to specific investment opportunities. It is intended that the LIFs will facilitate engagement and potential coordination of investment activities with our key partners and place GM in a stronger position for lobbying for future funding opportunities. The LIF document provides key project information including outputs, infrastructure requirements, delivery timescales and phasing, key partners, funding requirements.
- 4.3.1 The intention is for the Growth Location Steering Groups to identify key gaps in information through preparation of the LIFs and, where appropriate, target Evergreen Surplus funding to commission the required work. A similar approach would be adopted for utilising partner resource support including revenue funding for 2021/22 which has been made available through Homes England.
- 4.3.2 Three LIF pilots have been prepared to date and further LIF areas are currently being agreed by each of the Growth Location Steering Groups.
- 4.4 **Business Case / Funding Applications** – The intention is to use the information and project planning developed through the LIFs to prepare full business cases and make targeted funding applications to secure the required investment in priority projects to enable projects to move into delivery and deliver the anticipated benefits for GM residents.

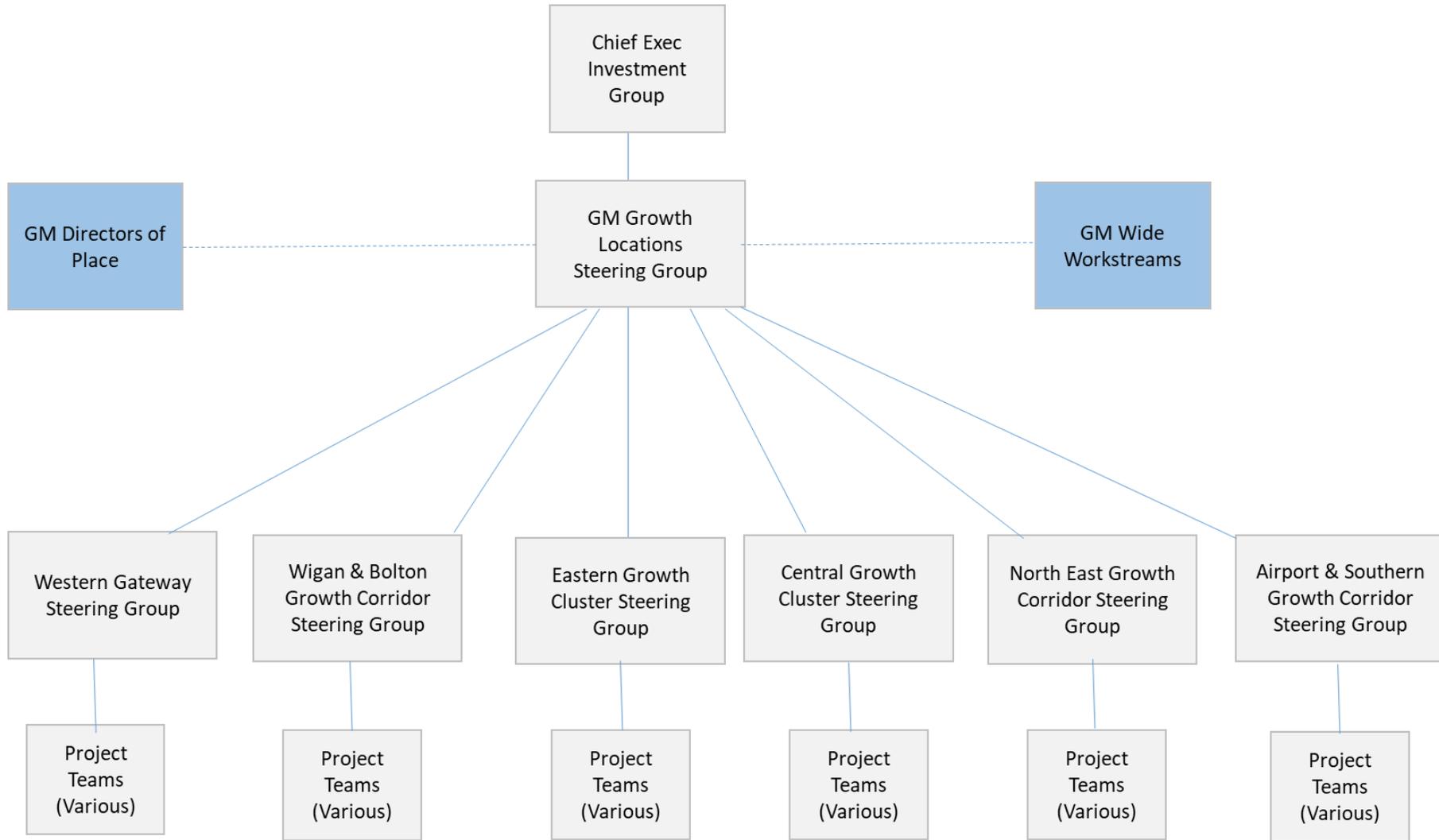
5 Next Steps

- 5.1 The next steps for the Growth Locations work include:
- Continue the preparation of key documentation and project planning described in section 4 above. Seeking approval to use Evergreen surplus funding (or partners' resource support) to commission key feasibility studies or required evidence to support delivery and investment proposals;
 - Coordinate engagement with key external stakeholders on the Growth Location opportunities and seek their input and support to target resource as plans progress; and
 - Consider opportunities from the imminent CSR announcement and ensure the Growth Location activity responds accordingly.

6 Recommendations

- 6.1 Recommendations are set out at the beginning of this report:

Appendix 1 – Growth Locations Governance Chart



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GM Housing Planning and Environment Overview and Scrutiny Committee

Date: 9 December 2021

Subject: **DELIVERING NET ZERO CARBON SOCIAL RENTED HOMES: A
WHOLE SYSTEM CHALLENGE FOR GREATER MANCHESTER**

Report of: Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure
and Steve Rumbelow, Portfolio Lead Chief Executive for Housing,
Homelessness and Infrastructure

Purpose of Report

To share for comment a draft report to GMCA on a proposed approach to the delivery of net zero carbon social rented homes, and to provide an initial interim report on the development of a robust delivery plan.

Recommendations:

Committee Members are requested to note and comment on:

1. the ambitions proposed in the draft GMCA paper;
2. the suggested adoption of a whole system challenge approach; and
3. the need for significant support from Government as part of that approach.

Contact Officers

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Steve Fyfe, GMCA Head of Housing Strategy steve.fyfe@greatermanchester-ca.gov.uk

DRAFT

GREATER MANCHESTER COMBINED AUTHORITY

Date: 17 December 2021

Subject: **DELIVERING NET ZERO CARBON SOCIAL RENTED HOMES: A WHOLE SYSTEM CHALLENGE FOR GREATER MANCHESTER**

Report of: Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure and Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure

Purpose of Report

To seek approval for a proposed approach to the delivery of net zero carbon social rented homes, and to provide an initial interim report on the development of a robust delivery plan.

Recommendations:

The GMCA is requested to:

1. endorse the ambitions set out in the GM Mayor's manifesto to achieve delivery of 30,000 net zero carbon social rented homes by 2038;
2. agree the adoption of the whole system challenge approach to delivery of these ambitions set out in the paper, and the commencement of the work outlined; and
3. note that significant support will be required from Government to achieve substantial and sustained progress toward our ambitions

Contact Officers

Andrew McIntosh, GMCA Director of Place Andrew.mcintosh@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	New social housing will be accessible by and at least in part targeted specifically at people with protected characteristics New social housing will be accessible by and targeted specifically to support socially and economically disadvantaged people New social housing developments should be planned to ensure good access to public services New social housing provides a long term, sustainable solution to housing needs and gives a stable base for communities to grow stronger	
Health	G	Safe, permanent, warm and healthy homes will be provided for households in housing need Safe, permanent, warm and healthy homes will be provided for households in housing need New social housing developments will be designed with the need for access to open space and provision for active travel in mind New social housing provides a long term, sustainable solution to housing needs and gives a stable base for communities to connect with each other	
Resilience and Adaptation	G	Delivery of net zero carbon homes at scale will contribute to the transformation of GM's housing stock in line with carbon reduction targets Homes provided will be affordable, net zero carbon and permanent, providing a safe and stable base for people otherwise likely to be made vulnerable by their existing housing circumstances Homes provided will be affordable, net zero carbon and permanent, targeted at people made vulnerable by their existing housing circumstances Homes will be developed in line with Places for Everyone and other relevant policies on blue and green infrastructure	
Housing	G	Safe, permanent, warm and healthy homes will be provided for households in housing need, including those experiencing homelessness Rents will be set at social rent levels, and accessed via local authority housing registers Delivery is likely to be substantially on brownfield sites, and there may be some reuse of existing buildings All homes under this proposal will be at net zero carbon standards, as set out in Places for Everyone	
Economy	G	Economic activity generated by design, financing, construction and supply chain associated with housing delivery Employment will be generated by design, financing, construction and supply chain associated with housing delivery, and by subsequent management and maintenance Yes, through anticipated transition to off-site manufacture construction techniques, one objective will be to transform the working environment of the construction sector Yes, through contribution to long term programme of delivery of net zero carbon new homes, likely to be substantially owned and managed by social housing providers based and run in GM Yes, innovation in design, manufacture, construction and maintenance of new homes will be essential to success of this strategy Yes, inward investment in the supply chain is expected as part of the drive to innovation Yes, new skills and education will be needed to deliver via the new methods outlined	
Mobility and Connectivity			
Carbon, Nature and Environment	A	During construction phases, negative impacts are likely By adopting Places for Everyone policies, positive impacts should be achieved	
Consumption and Production	G	Process and technical innovation required to deliver this strategy will significantly reduce waste generated by housebuilding This is one of the key anticipated changes to be driven by this strategy Both are potential benefits from the transition to modern methods of construction	
Contribution to achieving the GM Carbon Neutral 2038 target		Homes built under this strategy will be energy efficient, affordable, are likely to incorporate low and zero carbon energy generation & storage, clean technology innovation, be better adapted to climate change impacts, contribute to increased biodiversity and the improvement of	
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Carbon Assessment				
Overall Score				
Buildings	Result	Justification/Mitigation		
New Build residential				
Residential building(s) renovation/maintenanc		A Net zero carbon - other options beyond Passivhaus may prove suitable		
New Build Commercial/Industrial	N/A	Unknown Not known		
Transport				
Active travel and public transport	N/A			
Roads, Parking and Vehicle Access	N/A			
Access to amenities	N/A			
Vehicle procurement	N/A			
Land Use				
Land use	#####			
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

Equalities impact

The provision of 30,000 additional net zero carbon social rented homes will add significantly to the availability of secure, safe, warm and affordable homes to households in housing need across the city region, and has the potential to significantly address housing inequalities. The new homes will be allocated through local Housing Registers. We know that people can be disadvantaged in meeting their housing need on the basis of protected characteristics, can face discrimination in the housing market or difficulties in accessing suitable homes to meet their needs and aspirations. As the programme sketched out in this report are further developed, we will use evidence of past and current issues to help design the implementation and priorities for delivery of the 30,000 homes, and directly involve communities to ensure any adverse impacts are minimised and the potential to reduce discrimination is maximised.

Risk Management

Delivery of the ambitions set out in the paper will rely on the contributions of combination of GM and national stakeholders, including Government. A fuller implementation plan will be brought to the GMCA for approval, and governance structures put in place to manage progress (paras 7.2 and 7.3).

Legal Considerations

NA

Financial Consequences – Revenue

To be considered in implementation plan if this report is approved (para 7.2)

Financial Consequences – Capital

To be considered in implementation plan if this report is approved (para 7.2)

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

[TO BE ADDED]

Background Papers

Greater Manchester Housing Strategy (GMCA June 2019)

Tracking/ Process

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

Yes

Exemption from call in

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

No

GM Transport Committee

NA

Overview and Scrutiny Committee

9 December 2021

DELIVERING NET ZERO CARBON SOCIAL RENTED HOMES: A WHOLE SYSTEM CHALLENGE FOR GREATER MANCHESTER

1 INTRODUCTION

1.1 The Climate Emergency has been recognised globally and there is a systemic need to act in order to mitigate the future damage that will be caused. Every new home that is built that is not Net Zero adds to the retrofit challenge that we face as we try to decarbonise our already poor carbon performing existing housing stock. These challenges exist alongside the long running challenges of social inequality that have been highlighted through the work undertaken by the GM Independent Inequalities Commission. Taking action to address these issues will also create opportunities for the residents of GM to enter into long term jobs in the rapidly growing low carbon sector.

1.2 The GM Mayor's manifesto commitments for the 2021 election include a stepping up of earlier pledges around affordable housing delivery. It does so in two ways:

- Taking an existing (GM Housing Strategy, draft GM Spatial Framework and now Places for Everyone) commitment to deliver 30,000 social and affordable rent¹ homes by 2037, and focusing specifically on 30,000 social rented homes; and
- Further requiring that these 30,000 homes should be net zero carbon, as a step toward the existing 2028 target date for all new development in GM to be net zero carbon.

In simple terms, this requires us to find ways to build more and higher quality homes, and to charge lower rents for them when they are complete, while also driving down the price of construction.

1.3 There is a further Mayoral manifesto commitment to the publication of a detailed plan for the delivery of those 30,000 homes, and this report is a first interim step in the production of that plan. This is a big financial challenge, and **we will undoubtedly need additional support from Government to be successful**. In making that case, we should note that Government has set national net zero carbon targets, and that we can offer Ministers a route to make significant progress toward those targets for mutual benefit. By working with us in GM, we can together drive delivery of a national objective while also tying in lasting and substantial levelling up outcomes for Government.

2 FRAMING THE CHALLENGE

2.1 The commitment to delivering these targets will come at a significant cost to both the public sector and industry but cannot be avoided if we are to make the step change required to meet our climate change targets.

¹ Affordable rents are set at 80% of market rents in an area; social rents are set by a formula drawing on local income levels, property size and value, and are usually significantly lower than affordable rents]

- 2.2 The steady annual rate of delivery required to meet the 30,000 ambition by 2038 is around 1,875 per annum. We have delivered very few, if any, net zero carbon social rented homes to date in GM, so realistically we will require a number of years to ramp up production and delivery from the very low current base, even if financial and other upfront constraints are quickly resolved. The 2028 target date embedded in Places for Everyone for all new development to be net zero carbon represents a hugely significant point in the achievement of our ambitions. At current day pricing and depending on size and location, the additional cost of delivering a net zero home is in the region of £15k added to which the cost of £30k - £40k per dwelling to change it from an Affordable Rented to a social rented property. Without any innovation in the supply chain or mechanism to capture value increases from regeneration and development this results in an additional capital cost into hundreds of millions to deliver the initial phases of homes, even accepting a phased delivery trajectory ahead of 2028.
- 2.3 These capital costs do not take into account the revenue costs associated with the upfront project development and site investigations required which could potentially add a further revenue burden in the tens of millions over the same time period.
- 2.4 In order to drive down these costs over the medium term to achieve the 2038 targets there is similarly a need for capital and revenue investment in innovation and R&D projects that need to be funded. While the cost of this is unclear at this stage it is not inconceivable that these costs could be in the tens of millions or higher where we are developing world leading facilities.
- 2.5 There will of course be significant economic and social benefits derived from the interventions envisaged that will, in the long run, far outweigh the investment requirements. Despite these benefits, **there is still a significant financial challenge that needs to be addressed through central government funding allocations.** There are however also areas where only local intervention and funding can unlock the ability to meet these targets.

3 NET ZERO CARBON SOCIAL RENTED HOMES: THE CASE FOR A WHOLE SYSTEM APPROACH

a. Context and constraints

- 3.1 Housing development is a complex process, requiring significant capital with extended delivery timelines, potentially delayed financial returns, and multiple stakeholders around land acquisition and remediation/preparation, infrastructure providers, planning and building control, sub-contractors and workforce, supply chain partners and funding providers. Affordable housing delivery adds further variables – work needed to secure grant or other subsidy contributions, typically from Homes England, to fund a sub-market rental or sale price, and consequent regulatory requirements for social housing providers to meet. Viability can be a significant challenge in the GM market, which impacts on our ability to secure affordable housing through planning policy requirements alongside market sale or rent developments. Supported and specialist housing typically also requires working with commissioners to

attract revenue funding for support services (and then ongoing dialogue to retain that funding through the life of the properties) and may also need additional upfront investment for additional facilities to meet the specific needs of residents.

- 3.2 There are also upward pressures on build costs from a number of factors. The increasing scarcity of a skilled construction workforce is an ongoing challenge. Off-site and modular build is still not reliably cheaper than traditional construction methods. Innovative technologies are part of the solution to that challenge, but are not yet commercialised and there is a need to drive down unit costs. Supply chains manufacturing off-site products and components are growing but need more demand to generate efficiencies, and are not yet at the scale where competition starts to drive cost reductions.

b. Achieving new build for social rent

- 3.3 Recent delivery of affordable housing in GM has been approaching 2,000 per year, if all types of sub-market housing for sale and rent are included. This headline rate would generate somewhere in excess of 30,000 new homes by 2037. But continuing business as usual would see very few of these as social rented homes – in 2020/21, only 277 social rented homes were included in the 1,659 affordable homes built in GM.
- 3.4 Relevant Homes England funding comes mainly through the Affordable Homes Programme (AHP) which offers registered providers of social housing (RPs) grant intended to reflect the additional long term costs of lower rents or sale prices charged to the eventual resident. The AHP for 2021-26 is expected to be split roughly 50% for affordable home ownership products and 50% for affordable rent, though some higher cost per unit grant funding will be made available for social rent development where this can be justified. However social rent funding is not currently available in five GM districts (Bolton, Oldham, Rochdale, Tameside and Wigan) because of restrictions linked to measures of housing affordability imposed by the then MHCLG. So, the availability of grant funding for social rented homes is severely limited in GM.

c. Achieving net zero carbon

- 3.5 Existing Building Regulations do not achieve net zero carbon standards. As such we continue to build homes that do not meet the 2028 target. Improvements to current Building Regulation Standards are therefore required, so that where possible increased costs are included within the land appraisal and land value calculation. This is the driver for us to set net zero requirements in Places for Everyone. Early improvements will also overcome the ‘time lag’ of policy and delivery before the 2028 date.
- 3.6 Net zero carbon homes require a different approach from our construction sector, including the application of some new technologies and a commitment to consistently achieve higher standards. This is achievable at relatively small scale, and there are successful new-build schemes in GM which have demonstrated that. However, development and delivery costs for net zero

carbon homes are currently substantially higher than for mainstream, traditionally constructed homes. These additional costs are associated with elements including higher performance insulation, alternative water and space heating technologies and on-site renewable energy generation and storage, typically solar PV panels and batteries.

- 3.7 At present, while they do give some financial leeway to encourage modern methods of construction, Homes England funding does not directly offer support toward meeting the additional cost of achieving net zero carbon standards in new affordable homes. The ongoing energy costs of net zero carbon homes are likely to be substantially less than traditional housing stock. Where the housing is for social rent, the owner of the property incurs the costs of installation and does not benefit from reduced energy bills that could otherwise pay back the investment over the longer term. This therefore requires capital subsidy to install the measures. Without that additional funding, the best remaining option will be to build new homes in such a way to make future retrofit to net zero carbon more easily achievable.
- 3.8 To illustrate the scale of the challenge of delivering 30,000 net zero carbon homes in GM, one route to delivering net zero carbon homes is to achieve Passivhaus certification. While we are not proposing that we adopt this, it is instructive to note the Passivhaus Trust's report that there are currently only around 65,000 Passivhaus certified buildings worldwide.

d. The case for net zero carbon social rented homes

- 3.9 The connection between housing quality and health is well understood and evidenced, and recently reinforced by the Good Home Inquiry² and by the 2020 Marmot Review³. Marmot summarises the combination of physical and mental impacts of both poor quality and unaffordable housing:

Poor quality housing, particularly damp and cold homes, directly harm physical and mental health and poor housing conditions continue to harm health in England and widen health inequalities. Unaffordable housing also damages health, 21 percent of adults in England said a housing issue had negatively impacted their mental health, even when they had no previous mental health issues, and housing affordability was most frequently stated as the reason. The stress levels resulting from falling into arrears with housing payments are comparable to unemployment. (p.29)

- 3.10 While new build will make a relatively small contribution to the transformation required in Greater Manchester when placed against the 1.2 million existing homes to be retrofitted, it is nonetheless clear that the broader benefits of new homes will be maximised if they are both affordable and of high quality. High

² <https://www.ageing-better.org.uk/good-home-inquiry>

³ <https://www.instituteofhealthequity.org/resources-reports/marmot-review-10-years-on/the-marmot-review-10-years-on-executive-summary.pdf>

quality in the fullest sense is not necessarily a direct function of net zero carbon homes, but in practice the level of additional care and attention needed through the planning, design and build process to achieve net zero can and should bring with it a similar degree of care in terms of the broader elements of housing quality and design. This should include ensuring that residents will be free of fuel poverty, an increasingly vital part of housing costs as recent developments in the gas supply market have emphasised.

- 3.11 These issues were also addressed in the GM Independent Inequalities Commission's report⁴, which made a specific recommendation that GM should

scale up public and social sector housebuilding to deliver affordable, decent homes, backed by a plan to acquire land, rental properties, new builds and commercial properties for social housing.

The reference to acquisition of existing properties and potentially conversion of properties from non-residential uses does pose challenges – in principle, achieving net zero carbon standards is likely to be more challenging in an existing building than in new construction.

- 3.12 But with our 2038 target to become a net zero carbon city region in mind, we do need to drive retrofit of our current housing stock. There is overlap between the innovation in technology, design, installation and maintenance of zero carbon measures needed for retrofit and new construction respectively. There is huge economic gain to be secured if GM can lead the transition from traditional construction to net zero carbon techniques. For new build, this is likely to be through Modern Methods of Construction (MMC) – including modular build. For existing properties, a variety of techniques and technologies will be involved, given the range of building types which will need to be tackled. But the supply chain and skills required for both are connected – and a substantial programme of net zero new build, underpinned by a broad commitment from GM partners and Government, would incentivise the growth of the net zero carbon buildings ecosystem in and around GM. This would support both local delivery and opportunities outside GM, with value, knowhow and jobs created remaining in GM.

e. Why is this a whole system challenge?

- 3.13 As should be clear from the above, delivery of 30,000 net zero carbon social rented homes is a huge step up from business as usual. It will not be delivered by incremental improvements or adjustments to existing programmes and policies, or simply by stretching existing targets. Briefly, **it requires reengineering our existing ways of working** in these areas:

- **Skills:** to provide the people needed to deliver homes in a different way – from the construction skills needed to install different technologies within homes and on site, to the professionals in development teams and beyond

⁴ [The Next Level: Good Lives for All in Greater Manchester \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/next-level)

who are able to rethink the funding, commissioning, design and off-site manufacture of homes, and their installation on sites designed with MMC in mind. Future maintenance of low carbon homes and technologies will also require new skills.

- **Infrastructure:** energy, water, transport and green infrastructure for MMC homes needs to be delivered to the different timelines and specification needed, and to meet net zero and broader sustainability objectives, potentially including off-site renewable generation where on-site potential is limited
- **Supply chain:** manufacture, assembly and installation of MMC homes requires rethinking of the design and delivery of individual elements of new homes, more akin to car or aerospace assembly
- **Land supply:** as with traditional development, land supply is a vital requirement – but for MMC to be effective, a clear secure pipeline of suitable sites, viable in terms of costs of acquisition and remediation will be needed, whether from existing public sector landholdings, or through acquisition
- **Finance:** the funding of net zero carbon homes and MMC facilities to deliver them requires new financial models, made all the more challenging when combined with a requirement to secure long term viability on the basis of social rent being paid by residents. Lenders also need to be assured of the long term benefits of MMC and net zero carbon homes, with the potential for local and central government to play a useful leadership role.
- **People and communities:** we should learn from experience with retrofitting existing homes, where the best outcomes in terms of energy and carbon savings, impact on fuel poverty and improved quality of life have come where residents have been engaged in the design and implementation of the improvements to their homes.

4 DELIVERY TRAJECTORY

- 4.1 Places for Everyone includes a commitment that all new development should be net zero carbon by 2028. The current version of Places for Everyone considers the available housing land supply and identifies the collective Local Housing Need for the nine Places for Everyone districts at almost 165,000 over the period 2021-2037. Stockport's Local Housing Need is around 18,000 homes over the same period.
- 4.2 Given the extremely limited past and current delivery of net zero carbon social rented homes, we need to make some realistic assumptions about the pace at which delivery can be ramped up. While further modelling will be carried out as implementation plans are produced, Table 1 sets out a suggested baseline profile:

Table 1: Suggested delivery trajectory

	2022	2023	2024	2025	2026	2027	2028	2029-2038
Delivery	0	100	200	500	900	1,400	2,000	2,490 p.a

5 APPROACH TO DEVELOPING A PLAN FOR DELIVERY

- 5.1 The detailed plan for delivery of the 30,000 net zero homes needs to recognise the current landscape in which we are operating and set some ambitions, steps and milestones that the whole system needs to strive to meet in order to achieve the total delivery target by 2038. With the anticipated adoption of Places for Everyone and the net zero new homes target included for 2028, this plan focusses on the steps needed to ramp up systems during the period from 2022 to December 2028 such that the adoption of the new standards within Places for Everyone are commercially deliverable from 2028 onwards.
- 5.2 This approach recognises that during the period to 2028, there will be an incremental improvement to the carbon emissions of new social homes delivered with Greater Manchester, with the objective of being able to commercially deliver net zero homes beyond 2028 and having the appropriate supply chain in place to deliver at the required annual delivery rate to meet Places for Everyone planned housing targets.
- 5.3 The definition of Net Zero homes is established within Places for Everyone. However, there is a need to set out a more detailed strategy to move the wider housing market to deliver to this definition within the timeframes outlined.
- 5.4 Fundamentally, a whole system challenge requires the involvement of all parts of the system in co-producing an ambitious and achievable action plan. We set out below the action areas to be considered through the different parts of the GM system below, under headings linked to the high level stages of the development process.
- 5.5 The key initial activity under each of those is to bring relevant partners together to talk through current baseline, plans already in progress which could contribute to achieving our ambitions, and the additional actions we will need to pursue to mobilise the system. The conclusions from those discussions will be used to populate the next iteration of an implementation plan setting out tasks, timelines, partners and leadership of the different workstreams within the whole system approach. The next section of this report sets out our view of the first steps needed on this journey.
- 5.6 However, as a crucial part of that process, we will need to be clear where and why additional support from Government will be required to build the momentum that is required to make the transformational change our ambitions represent. This will include:

- Support from BEIS to deliver our ambitions in terms of innovation, research and development, necessary to develop the MMC and net-zero carbon supply chain;
- Support from DLUHC and Homes England to fund social rent homes in all ten GM districts at scale, and to invest in the building of net zero carbon affordable homes;
- Driving the national policy framework to support the transition to net zero carbon, including through changes to building regulations to provide a clear pathway for the industry toward net zero.

6 THE PLAN FOR DELIVERY

6.1 LAND SUPPLY AND SITE EVALUATION

Context and challenges

The land supply for the proposed 30,000 net zero carbon social rented homes (and for the further 20,000 other affordable homes by 2038) are part of the overall housing land supply from Places for Everyone (164,881 homes) and the Stockport Local Plan. In a GM context, there are familiar challenges in bringing forward much of this supply on brownfield land, much of which is in need of remediation. With competition for land from developers bringing forward (much needed) market housing delivery and development for other uses, and landowner expectations of value to be considered, the difficulty of devising viable development schemes can be substantial.

Opportunities

Public sector landholdings, the potential to unlock significant housing delivery in and around our town centres, and our close partnerships with Homes England and GM Housing Providers partnership, and the long term funding available through the Affordable Homes Programme (particularly the Strategic Partnerships element) all represent opportunities to contribute to the development of a strong pipeline of development sites.

By taking a strategic approach to development of sites across Greater Manchester, including potential opportunities to acquire land in addition to developing land in existing ownership, there will be the opportunity to drive growth and value across the city region and to capture this value to cover some of the increased costs associated with delivering these housing targets.

Where Do We Need To Be?

GM needs to be in a position to set out where net zero social rented homes can be delivered in the next 5 – 8 years in advance of the adoption of new planning policy included within Places for Everyone. We also need to increase the pace of the delivery of the social rented housing and agree how we

maintain the appropriate pace of delivery in order to meet the 30,000 target by 2038.

It is not, however, simply identifying where the development should occur that will enable GM to deliver the necessary housing. The identified land needs to be brought forward and be capable of being delivered which requires a significant amount of up front resource in terms of development and planning capacity. There will be a need to develop a range of Growth Plans, regeneration frameworks and master plans across multiple sites in Greater Manchester if we are to stimulate the necessary level of development that will see the delivery of the 30,000 net zero homes.

How Will We Achieve This?

- **Land Commission**

Reinvigorating the Land Commission will bring all public sector partners into the discussion about how we best utilise all the land that is available to meet these challenges.

- **One Public Estate**

Working with our public sector partners through the One Public Estate programme, we will bring forward available land for housing delivery with a preference for net zero homes as part of the necessary land supply over the next 5 – 8 years. This will require the review and rationalisation of the One Public Estate Strategic Asset Registers and workshops with the various Strategic Estate Groups to determine the most appropriate way to identify disposal / development opportunities.

- **LA Delivery and Planning Capacity**

Where Local Authorities own land or need to acquire land to bring forward strategically important developments, there is currently a lack of capacity within the Local Authorities to achieve the scale of delivery anticipated following years of Local Authority budget cuts. This will ultimately slow down the pace of delivery.

There are increasing demands on the Local Authority planning teams with the adoption of Places for Everyone and the scale of development coming forward. There is a need to assess whether the capacity is sufficient and GM wide solutions to relieving some of these system pressures considered.

Both these capacity constraints are exacerbated by a lack of young people receiving the appropriate training to progress into long term careers in these areas within Local Authorities. The current impact of this is an inability to recruit the appropriately trained staff to Local Authority posts where budgets exist to appoint. Given this shortage of professionals is a national issue, with

development booming across the country, there is a need for a GM focused approach to resolving this issue.

There is a need to develop a longer term Growth Development Capacity Strategy to raise the necessary funding and identify the additional capacity across the system to address these challenges over the short, medium and long term. As part of this strategy there needs to be an assessment of areas where we can work smarter within Greater Manchester collectively to make best use of the resources that we have at our disposal.

- **Land Supply**

While the GM land supply will be set out within Places for Everyone and Stockport Local Plan, there is still the need to define where net zero social homes will be brought forward and a need, therefore, to define the 5 year land supply that will be brought forward to deliver these specific homes. This will be achieved through the creation of a pipeline of sites with target delivery figures attached. The creation of such a pipeline will require a programme of workshops with the Local Authorities and a programme of desktop analysis and site investigation work to determine the constraints on specific sites and opportunities where land value can be captured and utilised to support the increased cost of net zero and social housing delivery. This work will need to culminate in a pipeline of deliverable sites and a clear Delivery Strategy.

6.2 DESIGN AND PROCUREMENT

Context and challenges

While there are many examples in GM and beyond of new net zero carbon homes, mostly developed using modern methods of construction (MMC), the UK still lags in terms of volume delivery of high quality, zero carbon homes. We need to build on the limited current capacity to modernise the construction sector and adopt MMC, both to deliver high quality homes at volume, but also to respond to the challenges in terms of skills shortages in the sector's workforce.

To move the design and supply of net zero carbon homes from limited trailblazers to mainstream volume delivery, we have to tackle the shortages in our experienced workforce at all levels in the design and manufacture of zero carbon homes, and in delivering via modern methods.

Opportunities

The emerging Off-Site Housing Alliance (OSHA)⁵, GM universities' expertise in manufacturing, construction and advanced materials, GM's devolved skills budget, and considerable local experience in modern high-rise construction all point to the real chance to develop GM as a centre of supply chain excellence

⁵ <https://www.offsiteha.org/>

and innovation in off-site construction, components and processes. Bringing this together with a plan to deliver 30,000 new net zero homes provides an opportunity to achieve scale of operations which should unlock the potential of off-site modern methods of construction, with the potential to help establish GM as a centre of excellence in what should be a growing future market. We will need to work with willing partners to deliver net zero carbon social homes, including the GM Housing Providers and also developers who share our ambitions.

Where Do We Need To Be?

In the short to medium term, we need to have enabled the production of modular homes within Greater Manchester and formed appropriate partnerships between GMCA / LAs, OSHA, our world leading universities and the supply chain such that there is a co-location of research, innovation and component manufacturing parks linked to modular production. This needs to be aligned with the pipeline and Delivery Strategy such that they are driving the demand for increased production, enhanced innovation expenditure and increased efficiencies in component manufacturing.

How Will We Achieve This?

- **Modular production and on-site delivery**

With modular manufacture being one of the most likely routes to delivering more social and net zero homes, there is a need to support GM Housing Provider partners to enable modular production within Greater Manchester. We will therefore support the development of the OSHA Business Case to identify how best to deliver that potential within GM.

The construction of modular homes is not a new concept but the pace and scale of delivery has meant that there isn't the wealth of construction experience in the market to bring forward an increasing number of modular houses. There is a need to work with GM Housing Providers to determine the need to set up a specific procurement framework that will ensure there is an appropriate construction supply chain to deliver the planned modular units.

- **Component supply chain**

The manufacturing supply chain is capable of driving down costs associated with component manufacture where there is the appropriate framework to do so, ordinarily pertaining to sufficient demand and clarity of the specification that will be procured. There is currently not the scale or pace of delivery to warrant large private sector investment in the local supply chain that will drive cost efficiencies sufficiently. The curation of the appropriate partnerships and collaborative working arrangements will take time to evolve and will need suitable sites for growth of these activities across Greater Manchester. GM will develop a Low Carbon Supply Chain Strategy that identifies the most appropriate route to achieve our objectives, making the appropriate linkages across to the parallel work around Retrofit.

- **Modular net zero innovation**

There is a need to drive down the cost of delivering net zero homes and particularly the components that are utilised to minimise carbon emissions. GM will develop a net zero homes innovation Action Plan that sets out a medium term strategy for working with our university partners and the supply chain to undertake R&D to improve efficiency and drive down the cost of supply of components. This will include consideration of developing focussed manufacturing parks that will enable the supply chain to set up new manufacturing facilities within GM to service the demand in the future.

6.3 CONSTRUCTION SKILLS AND CAPACITY

Context and challenges

As with the design and manufacture of MMC homes, and in common with the rest of the UK market, GM has limited capacity and experience in the delivery and installation on site of high quality, zero carbon homes, and the supporting work needed to enable MMC development in terms of site preparation, infrastructure connections and installation of renewable and other innovative technologies. This is a key challenge in moving to delivery at scale (and subsequent maintenance of homes post-construction). Professional and trade skills in areas such as the alternative approaches needed to infrastructure and groundworks to deliver MMC and net zero carbon homes need to be scaled up. However, as seen in the retrofit market, employers will not invest in reskilling unless there is a clear and visible demand for those new delivery methods. This challenge is mirrored for training providers. We can help resolve that by adding certainty about future demand for these new skills.

Opportunities

The devolved GM skills budget, strengths in modern high-rise construction, and our plans to deliver at scale, offer a chance to develop GM as a centre of innovation and knowledge in the manufacture and delivery of net zero carbon homes using off-site construction, components and processes.

Where Do We Need To Be?

GM needs to have a range of appropriate training providers able to provide the necessary training to the appropriate number of GM residents. The construction sector needs to recognise the need to employ locally skilled people from Greater Manchester to service the construction opportunities that exist as a result of this market stimulation.

GM needs an approach that resolves issues with limited construction capacity and experience of Modern Methods of Construction, as well as developing a

suitably skilled pool of GM residents able to install and maintain Low Carbon technologies.

How Will We Achieve This?

GM will develop a Low Carbon and Construction Skills Strategy that sets out an approach to delivering a GM Skills programme for modular construction and includes reskilling and upskilling of existing workforce, and new curriculums for trade and specialist roles. This action is to align with those actions arising from “RetrofitGM – Accelerating Retrofit for GM” such that there is a joined up coherent skills approach across these two GM initiatives.

The skills approach will need to see that appropriate training and skills provision is provided across the various skills levels needed to design, manufacture and construct net zero homes. 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 sector – perhaps by promoting the green credentials of both new build and retrofit 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.

6.4 FUNDING OUR AMBITIONS

Context and challenges

There is huge demand for truly affordable homes across GM, which is not being met by recent levels of delivery and exacerbated by losses via Right to Buy and historically low turnover rates in our existing social housing stock, meaning fewer relet opportunities to offer to households on Housing Registers. In five GM districts, additional Homes England grant is not currently available to fund social rented new homes, and in the others the Affordable Homes Programme is intended to deliver mainly a combination of affordable rent and affordable home ownership products. This additional grant is crucial, given that rental income from social rent is insufficient to fund development of net zero carbon homes. We therefore need mechanisms/funds to bridge the funding gap if we are to meet our stated ambition.

Opportunities

Partnerships with GM Housing Providers, Homes England and GM Health & Social Care Partnership provide conditions to maximise innovation and efficiency in development processes, and to evidence both invest to save and market-making cases for funding to deliver both net zero carbon and social rent. The Government’s ‘levelling up’ agenda and commitment to achieving net zero carbon targets nationally would seem to provide a basis for dialogue with Departments and Ministers to seek to unlock further support, if we can present a properly evidenced business case.

Where Do We Need To Be?

We need to have access to greater levels of Government departmental budgets in order to deliver at the pace and scale that is envisaged. We need to clearly articulate a coherent case for working with Greater Manchester to support government decisions to make this necessary funding available. The funding needs to be broad ranging to support the whole system change approach that is needed to deliver GM's and Government's ambitions.

We also need to have appropriately allocated funding that is available to GM to support the delivery of these objectives.

How Will We Achieve This?

- **Brownfield Housing Fund grant**

Where further funding is allocated under Brownfield Housing Fund, there may be the opportunity to re-focus grant awards to absorb some of the cost of delivering net zero homes on brownfield allocations. We will ensure that a greater weighting is provided towards net zero homes within brownfield housing funding allocations recently announced in the CSR 2021 and set out a programme and approach for delivery of brownfield targets utilising this funding, demonstrating GM's ability to spend funding in an appropriate way where this funding is allocated. This will demonstrate both our capability to deliver and enhance the case for providing more Government funding to GM.

- **Identifying further funding to meet our ambitions**

We need to identify scale, timing and nature of funding required, resources available from partners, and potential sources and models of investment from public and private sector to set out a coherent 30,000 Net Zero Social Homes Funding Strategy that can be used to support the case making to Government for the necessary funding that will be identified within the Strategy.

7 CONCLUSIONS AND RECOMMENDATIONS

- 7.1 There is a need to meet the targets set out in this paper as one of the key mechanisms by which GM will address the Climate Change targets that have already been committed to, and address inequalities impacting communities across GM. Of the actions set out there are some which cannot be progressed without central government support. There are, however, actions that can only be progressed within the GM system and need to be progressed locally if progress is to be made to meet these targets.
- 7.2 A full plan will be brought back to the Combined Authority by end May, setting out more specific actions and milestones, with an implementation plan to follow later in the year. The plan will clearly distinguish between those actions which can be delivered by GMCA and partners with available powers, capacity and funding, and those where we will need to seek additional Government intervention, support or funding to deliver. This will be detailed in the full plan, and we will engage with Government in the interim period to

understand their focus and areas where they will be able to help such that this can be reflected in the implementation plan.

- 7.3 Given the scale and complexity of the challenge there is a need to establish a governance structure that holds decision makers to account for the progress against the actions defined. There are elements of this work to be led under a variety of GM portfolios, including Green City Region, Education, Skills, Work & Apprenticeships and Economy, as well as Housing, Homelessness and Infrastructure. It is therefore proposed that six monthly reports be brought to GMCA, with respective lead Chief Executives having responsibility for progressing the various workstreams required, coordinated by GMCA's Place Directorate.
- 7.4 Recommendations are at the front of this report.

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GM HOUSING PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE

Subject: Greater Manchester Strategy Refresh

Date: 9 December 2021

Report of: Andy Burnham, Mayor of Greater Manchester

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.

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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 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 17th 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.

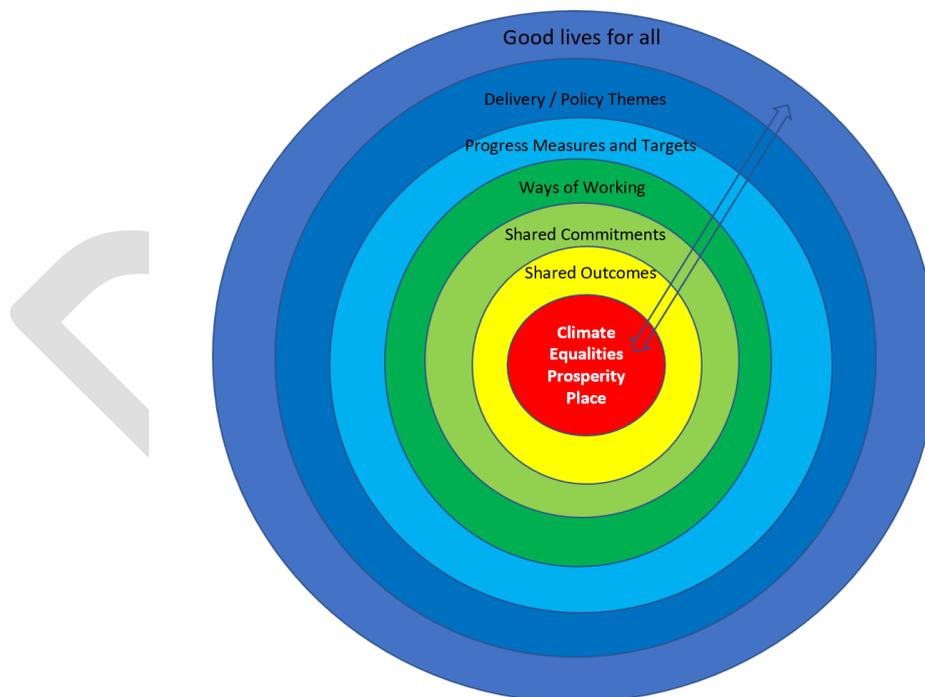
We will start our work with the consideration of how Greater Manchester may be different several generations from now, recognising the changing demographic, supporting and improving the health and wellbeing of our citizens, balancing short-term needs with ways to safeguard our ability to also meet long-term 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
Shared outcomes	
<p>The Wellbeing of our People</p> <ul style="list-style-type: none"> • 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 <p>Vibrant and Successful Enterprise</p> <ul style="list-style-type: none"> • A Greater Manchester where diverse businesses can thrive, and people from all our communities are supported to realise their potential • Greater Manchester where business growth and development are driven by an understanding that looking after people and planet is good for productivity and profitability <p>Greater Manchester as a leading city-region in the UK and globally</p> <ul style="list-style-type: none"> • Greater Manchester as a world-leading low carbon city-region • Greater Manchester as a world-leading digital city-region 	<ul style="list-style-type: none"> • Healthy life expectancy at birth • Median resident earnings • % 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 • Number of engagements by GM residents with cultural organisations supported by the GM Cultural Fund • % 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)?' • % of children living in low income households • % people with a strong sense of belonging to their local area • Business births • % of working-age population in employment • % of working-age population with Level 4+ qualifications • % of working-age population with sub-Level 2 qualifications • Manchester's position on the Resonance World's Best Cities index • Carbon emissions estimates p.a., ktCO2 • Number of properties at risk of flooding • No. people employed in digital industries
Shared commitments – place priorities	

Shared outcome / shared commitment	Indicator
<ul style="list-style-type: none"> We will drive investment into our growth locations, and use that to create opportunities in adjacent town and local centres 	<ul style="list-style-type: none"> Employment space and housing growth % increase in residential development in main town centres
<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> % of residents who feel 'very' or 'fairly safe' in their local area No. of neighbourhood crimes per 1,000 population % of victims who are satisfied with the overall service received from Greater Manchester Police (GMP) % 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)?'
<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> Net additional dwellings built p.a. Number of new build homes with an energy performance certificate (EPC) rating in the reporting year of A
Shared commitments – system priorities	
<ul style="list-style-type: none"> We will create a carbon neutral Greater Manchester by 2038, with better air quality and natural environment 	<ul style="list-style-type: none"> Level of NO₂ emissions and exceedances Amount of renewable electricity installed capacity Number of trees planted per annum Household waste recycling rate
<ul style="list-style-type: none"> We will deliver a low carbon London-style fully integrated public transport system across bus, tram, train and bike 	<ul style="list-style-type: none"> % who find it easy to use different forms of transport in one journey % of people who say they can afford to travel by public transport as much as they like % and total annual trips made via public transport / active travel % of the GM bus fleet that is zero emission (at tailpipe)

Shared outcome / shared commitment	Indicator
<ul style="list-style-type: none"> We will enable the delivery of world-class smart digital infrastructure 	<ul style="list-style-type: none"> % of premises unable to access download speeds of at least 30Mbps
<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> Number of employees / companies in GM's frontier sectors Number of innovation-active businesses
<ul style="list-style-type: none"> We will support our businesses to grow sustainably and be as prosperous as they can be 	<ul style="list-style-type: none"> Number of GM businesses supported by the Business Growth Hub Number of GM businesses signed up to the <i>Race to Zero</i> campaign
<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> % of employees paid above the Real Living Wage (RLW) % of GM residents in 'good work' (tbc.)
<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> Trends in Adult Education Budget (AEB) starts and achievements Trends in apprenticeship starts and achievements (focus on cohorts, sector subject area, level)
<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> % take up of funded childcare and early education places for two-year-olds % of children at or above the expected level of development at 2-2.5 years Attendance at school: rate of pupil unauthorised absence (all age, all settings) % of young people reporting good or higher wellbeing (Year 10s) Trends in transitions for GM young people, including priority cohorts, across childhood
<ul style="list-style-type: none"> We will ensure digital inclusion for all, including under 25s, over 75s and disabled people online 	<ul style="list-style-type: none"> % of residents not accessing the internet in the last 3 months Level of digital exclusion within priority groups (tbc.) Total number of learners taking digital skills courses funded under the GM Adult Education Budget (AEB)
<ul style="list-style-type: none"> We will ensure the delivery of safe, decent and affordable housing, with no one sleeping rough in Greater Manchester 	<ul style="list-style-type: none"> % 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 Number of new affordable homes built per annum Number of people sleeping rough
<ul style="list-style-type: none"> We will tackle food and fuel poverty experienced by Greater Manchester residents 	<ul style="list-style-type: none"> % of households that are food insecure Volume of unsecured personal loans

Shared outcome / shared commitment	Indicator
<ul style="list-style-type: none"> We will reduce health inequalities experienced by Greater Manchester residents, and drive improvements in physical and mental health <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"> % of adults reporting 'high' or 'very high' satisfaction with their life % of adults reporting high levels of anxiety % of people who are active or fairly active % of GM residents who are overweight or obese % of adults who are current smokers No. of emergency hospital admissions due to falls per 10,000 adults aged 65 and over

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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 13 January 2022	<ul style="list-style-type: none"> • Biodiversity – Local Nature Recovery Strategy • GM Retrofit Action Plan • Places for Everyone 	Sam Evans Mark Atherton Anne Morgan
Thursday 3 February 2022	<ul style="list-style-type: none"> • Green Energy including solar e.g. Go Neutral 	Sean Owen
Thursday 10 March 2022	<ul style="list-style-type: none"> • Mayoral Update • Implications of the National Resources and Waste Strategy 	Andy Burnham David Taylor

***Mayor scheduled to attend**

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