

GMCA OVERVIEW & SCRUTINY COMMITTEE

DATE: Wednesday, 24th July, 2024

TIME: 1.00 pm

VENUE: GMCA, Broadhurst House, 1st Floor, 56 Oxford Street,
Manchester, M1 6EU

AGENDA

Annual Meeting Business

1. Apologies for Absence

2. Appointment of the Chair

To appoint a Chair to the GMCA Overview and Scrutiny Committee for the 2024/25 municipal year.

**3. Membership of the GMCA Overview and Scrutiny Committee
2024/25**

To note that at its meeting on 14 June 2024 the GM Combined Authority appointed the following Members to the GMCA Overview & Scrutiny Committee for the 2024/25 municipal year:

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

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

Members:

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

Substitutes:

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

4. Members Code of Conduct and Annual Declaration of Interest Form 1 - 16

To note the requirements under the Members Code of Conduct and request that all members complete their Annual Declaration of Interest Form and return it to the Governance & Scrutiny Officer.

5. Terms of Reference 17 - 22

To note the Terms of Reference of the GMCA Overview & Scrutiny Committee.

Ordinary Business

6. Chair's Announcements and Urgent Business

7. Declarations of Interest 23 - 26

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 least 48 hours in advance of the meeting.

8. Minutes of the meeting held 20 March 2024 27 - 46

To consider the approval of the minutes of the meeting held on 20 March 2024 as a correct and accurate record.

9. GMCA Overview & Scrutiny Committee Annual Report 2023/24 47 - 60

Report of Councillor Nadim Muslim, Chair of the GMCA Overview & Scrutiny Committee for 2023/24.

10. A New Greater Manchester Strategy 61 - 66

Report of Andy Burnham, GM Mayor and Amy Foots, Head of Strategy & Transformation, GMCA

11. GM Devolution Trailblazer Update 67 - 76

Report of Andy Burnham, GM Mayor and John Wrathmell, Director, Strategy Economy and Research, GMCA

12. Work Programme and Forward Plan of Key Decisions 77 - 82

Report of Nicola Ward, Statutory Scrutiny Officer, GMCA

13. Future Meeting Dates

Future meetings will be held at 1pm to 3.30pm on the following dates:

- 14 August 2024
- 25 September 2024
- 23 October 2024
- 27 November 2024
- 11 December 2024
- 29 January 2025
- 12 February 2025
- 26 February 2025
- 26 March 2025

14. Exclusion of the Press and Public

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the

following items on business on the grounds that this involved the likely disclosure of exempt information, as set out in the relevant paragraphs of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

15. GM Devolution Trailblazer Update (Part B)

83 - 90

Report of Andy Burnham, GM Mayor and John Wrathmell, Director, Strategy Economy and Research, GMCA

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: Karen Chambers, Senior Governance & Scrutiny Officer
✉ karen.chambers@greatermanchester-ca.gov.uk

This agenda was issued on Tuesday, 16 July 2024 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

This page is intentionally left blank

SHORT GUIDE

GMCA CODE OF CONDUCT FOR MEMBERS

1. WHO

Mandatory for

The Mayor

Members of GMCA

Substitute Members of GMCA

Voting Co-opted Members of GMCA's committees

Appointed Members of Joint Committees

Voluntary for

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

Elected members from GM districts when they represent GMCA

2. WHEN

Acting in your official capacity, and

In meetings of:

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

3. CONDUCT

General Principles

Selflessness: the public interest not personal gain

Integrity: avoid undue influences

Objectivity: decisions made on merit

Accountability: scrutiny is the norm

Openness: transparent decisions with reasons

Honesty: declare interests and avoid conflicts

Leadership: lead by example.

DO NOT

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

DO

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

INTERESTS

A. Disclosable pecuniary interests (you, your spouse or your partner)

Register within 28 days

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

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

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

Disclose the interest at the meeting

Withdraw from the meeting

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

B. Other Registerable Interests

Personal Interests

You have a personal interest -

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

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

Disclose the interest at the meeting

You may speak and vote

C Prejudicial Interests

You have a prejudicial interest -

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

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

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

Disclose the interest at the meeting

Withdraw from the meeting

LOCALISM ACT 2011

GREATER MANCHESTER COMBINED AUTHORITY (GMCA) CODE OF CONDUCT FOR MEMBERS

Register of Members' and Substitute Members' Disclosable Pecuniary Interests (in accordance with Sections 30 and 31 of the Localism Act 2011 and the relevant authorities (disclosable pecuniary interests) Regulations 2012 (S.I 2012 No.1464) and Members and Substitute Members personal interests in accordance with paragraph 9.1 and Appendix B of the GMCA's Code of Conduct for Members.

I, -----

Member of the GMCA (or one of its Committees) give notice that I have set out at Part 1 below under the appropriate heading the disclosable personal interests that I am required to notify to the GMCA's Monitoring Officer in accordance with Sections 30 and 31 of the Localism Act 2011 and The Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 and/or by virtue of Rule 21 of the GMCA's Procedure Rules and that I have set out at PART 2 below my Other Registrable interests which I am required to notify to the GMCA's Monitoring Officer under Appendix B of the Code of Conduct for Members adopted by the GMCA at its meeting on the 30 June 2023 and have put 'NONE' where I am not required to notify any disclosable personal interests or personal interests under any heading.

I am aware that in accordance with Section 30(3) of the Localism Act 2011, I am required to notify at Part 1 both my own disclosable personal interests and also any disclosable personal interests of:

- 1. my spouse or civil partner,**
- 2. a person with whom I am living as husband and wife, or**
- 3. a person with whom I am living as if we were civil partners**

("my partner"), where I am aware that my partner has the disclosable personal interest.

PART 1**DISCLOSABLE PECUNIARY INTERESTS****1. Any employment, office, trade, profession, or vocation carried out for profit or gain**

Member	
Partner	

NB: You need to include details of any employment or business in which you or your Partner are engaged. Employees should give the name of their employer. You should give the name of any company of which you or your Partner are a partner or remunerated director. Where you or your Partner hold an office, give the name of the person of the body which appointed you or your Partner (in the case of a teacher in a maintained school – the local education authority; in the case of an aided school – the school’s governing body)

2. Sponsorship

--

--

NB: You must declare any payment or provision of any other financial benefit (other than from the GMCA) made or provided to you in respect of any expenses incurred by you in carrying out your duties as a Member / Substitute Member of the GMCA, or towards your election expenses, within the 12 month period prior to your notification of the interest to the GMCA’s Monitoring Officer. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

3. Contracts with the GMCA

Member	
Partner	

NB: You should describe all contracts of which you are aware, which are made between the GMCA and either yourself or your Partner or a body in which you or your Partner have a beneficial interest (being a firm in which you or your Partner is a partner, or a body corporate of which you or your Partner is a director, or in the securities of which you or your partner have a beneficial interest), which are not fully discharged and which are contracts under which goods or services are to be provided or works are to be executed.

Please note that the reference to “securities” means “shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

4. Land in the area of the GMCA

Member	
Partner	

NB: You should include any land (including houses, buildings or parts of buildings and any interests as mortgagee) within the GMCA’s boundaries in which you or your Partner, either alone or jointly, have a beneficial interest for your or your Partner’s benefit. You should give the address or brief description to identify it. **If you live within the GMCA’s boundaries you should include your home under this heading** either as owner, lessee, or tenant. You should also include any property from which you or your partner receive rent, or of which you or your partner are the mortgagees.

If you wish to redact your home address you must apply for a sensitive interest redaction via your Local Authority giving the reasons for this request, once approved this can also be applied to your GMCA declaration, subject to the approval of the GMCA Monitoring Officer.

5. Licences to occupy land

Member	
Partner	

NB: You should include any land (including buildings or parts of buildings) within the GMCA's boundaries which you or your Partner have a right to occupy for 28 days or longer (either alone or jointly with others). You should give the address or a brief description to identify it.

6. Corporate tenancies

Member	
Partner	

NB: You should list here any tenancies of properties of which you are aware, where the landlord is the GMCA and the tenant is a body in which you or your Partner have a

beneficial interest (being a firm in which you or your Partner is a partner, or a body corporate of which you or your Partner is a director, or in the securities of which you or your partner have a beneficial interest).

Please note that the reference to “securities” means “shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

7. Securities

Member	
Partner	

NB: You should list here any beneficial interest of you or your Partner in securities of a body where –

- a) that body (to your knowledge) has a place of business or land within the GMCA’s boundaries; and
- b) either –
 - i. the total nominal value of the securities held by you or your Partner exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - ii. if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you or your Partner has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

Please note that the reference to “securities” means “shares, debentures, debenture stock.

Loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

PART 2

OTHER REGISTRABLE INTERESTS

1. Unpaid directorships

--

2. Bodies to which you are appointed or nominated by the GMCA

--

NB: You should record here details of your **membership and/or position of general control or management**, in any –

- Body to which you have been appointed or nominated by the GMCA as its representative.

8. Interests in charities, societies and other bodies

--

NB: You should record here details of your **membership or position of general control or management**, in any body –

- exercising functions of a public nature;
- directed to charitable purposes. (Freemasons should include here membership of the Masonic Grand Charity)
- one whose principal purposes includes the influence of public opinion or policy, including any political party, trade union or professional association.

9. Gifts and hospitality

--

You should list here any person from whom you have received a gift(s) or hospitality with an estimated value of at least £100 (including multiple gifts and/or hospitality with an aggregate value of at least £100 from the same person). You should provide a description of the gift(s) or hospitality and the person you believe to be the source of the gift(s) and hospitality (including accumulative gifts and/or hospitality).

You should list here any significant gift or hospitality that you have been offered but have refused to accept.

You should list any such gifts or hospitality which you have received/been offered within whichever is the shortest of the period of 3 years or the period since you were first elected as a Member / Substitute Member of the GMCA.

I recognise that it can be a CRIMINAL OFFENCE under Section 34 of the Localism Act 2011 to: -

1. fail to comply with the obligation to notify the GMCA's Monitoring Officer of any disclosable pecuniary interests as required by Section 30(1) of the Localism Act 2011;
2. provide information in relation to disclosable pecuniary interests that is materially false or misleading, and
3. fail to comply with the obligation to notify the GMCA's Monitoring Officer of any further disclosable pecuniary interests that require notification in accordance with Sections 30(2) and 30(3) of the Localism Act 2011.

I authorise this information to be made available in the GMCA's Public Register of Member's / Substitute Member's Interests which will be published on the GMCA's website as required by Section 29(6)(b) of the Localism Act 2011.

2024/25

Signed:

Date:

OFFICE USE ONLY

Received Date:

Signed: GMCA

This page is intentionally left blank

Terms of Reference -	GMCA Overview & Scrutiny Committee
Function/Purpose	<p>The remit of the overview and scrutiny committee includes:-</p> <ul style="list-style-type: none"> • To review and evaluate the performance of the Mayor and GMCA, and the way it works with its partners to deliver for local people; • To contribute to policy development in respect of high profile, complex issues affecting the whole of Greater Manchester; • To investigate complex cross-cutting issues with a particular focus on the delivery of the Greater Manchester Strategy.
Delegations	None
Accountability	<p>The overview and scrutiny committee shall, within the scope of its remit, exercise the overview and scrutiny functions set out in Schedule 5A of the Local Democracy, Economic Development and Construction Act 2009 and the Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017 (“the Scrutiny Order”) and in particular shall have the following powers and responsibilities (to be exercised in accordance with the Overview and Scrutiny Procedure Rules set out in Section C of Part 5 of the Constitution):</p> <p>(a) to review or scrutinise decisions made, or other action taken, in connection with the discharge of any functions which are the responsibility of the GMCA;</p> <p>(b) to make reports or recommendations to the GMCA with respect to the discharge of any functions that are the responsibility of the GMCA;</p>

- (c) to make reports or recommendations to the GMCA on matters that affect the GMCA's area or the inhabitants of the area;
- (d) to review or scrutinise decisions made, or other action taken, in connection with the discharge by the Mayor of any general (but not Police and Crime Commissioner nor fire and rescue) functions;
- (e) to make reports or recommendations to the Mayor with respect to the discharge of any general (but not Police and Crime Commissioner nor fire and rescue) functions;
- (f) to make reports or recommendations to the Mayor on matters that affect the GMCA's area or the inhabitants of the area;
- (g) when exercising the power under (a) or (d) above, to have the power to:
- direct that a decision is not to be implemented while it is under review or scrutiny by the overview and scrutiny committee; and
 - recommend that the decision be reconsidered;
- (h) to publish details of how it proposes to exercise its powers under (g) above and its arrangements in connection with the exercise of those powers, having obtained the consent of the GMCA to the proposals and arrangements;
- (i) to consider matters referred to the committee by one of its members, by a Member of the GMCA, or a member of a Constituent Council, in accordance with Article 6 of the Scrutiny Order;
- (j) to consider matters referred to the committee by the GMCA or the Mayor;
- (k) to require the Members (including the Mayor and the Deputy Mayor) or officers of the GMCA to attend before the overview and scrutiny committee to answer questions;

	(l) to invite other persons to attend meetings of the overview and scrutiny committee; and (m) to appoint one or more overview and scrutiny sub-committees, and arrange for the discharge of any of the overview and scrutiny committee's functions by any such sub-committee.
Statutory/Decision Making/Informal	Statutory
Membership	<ul style="list-style-type: none"> • Twenty members for the overview and scrutiny committee and a substitute pool of an additional twenty members, appointed annually by the GMCA. • At least one member from each of GM's ten Constituent Councils. • Membership must reflect (as far as reasonably practicable) the political balance of the whole GMCA area. • The GMCA will have regard to any nominations made by Constituent Councils. • Members of the GMCA (including a Substitute Member) may not be a member of the overview and scrutiny committee.
Appointment of Chair	<p>The overview and scrutiny committee will appoint its own chair, who must be a member of one of the Constituent Councils who is an 'appropriate person'. An appropriate person is:</p> <p>(i) A person who is not a member of a registered political party of which the Mayor is a member; or,</p> <p>(ii) If the Mayor is not a member of a registered political party, a person who is not a member of the registered political party who has the most representatives on the GMCA; or,</p>

	<p>(iii) If the Mayor is not a member of a registered political party and two or more parties have the same number of representatives, a person who is not a member of any of those parties.</p> <p>The Committee may choose to appoint a Vice Chair, and they should also be an appropriate person.</p>
Quoracy	<ul style="list-style-type: none"> • Two-thirds, that is fourteen committee members must be present for a meeting to be quorate.
Voting	<ul style="list-style-type: none"> • Each member of the overview and scrutiny committee to have one vote and no member is to have a casting vote. • Whenever a vote is taken at a meeting it shall be by a show of hands, and voting can be recorded at the request of members present at the meeting.
Meeting arrangements	<ul style="list-style-type: none"> • Meeting Frequency: Monthly, supported by Task and Finish Groups as required. • Meeting Duration: Usually 2 hours • These meetings are held in public and will be livestreamed (except where confidential or exempt information is being considered).
Lead contact	<p>Nicola Ward GMCA Statutory Scrutiny Officer nicola.ward@greatermanchester-ca.gov.uk 07973875454</p>

	<p>Karen Chambers Senior Governance & Scrutiny Officer Karen.chambers@greatmanchester-ca.gov.uk 07976 577477</p>
Date TOR were approved	<p>27 July 2022 Full Terms of Reference and procedure rules are set out in Section 4E and 5C of the GMCA Constitution - GMCAConstitution2023Final.docx.pdf (greatermanchester-ca.gov.uk)</p>

This page is intentionally left blank

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

Page 23

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:

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.

This page is intentionally left blank

**Minutes of the meeting of the GMCA Overview & Scrutiny Committee
held on Wednesday 20 March 2024
at the Tootal Buildings, Broadhurst House, 1st floor,
56 Oxford Street, Manchester, M1 6EU**

Present:

Councillor Nadim Muslim	Bolton Council (Chair)
Councillor Jill Axford	Trafford Council
Councillor Russell Bernstein	Bury Council
Councillor Tom Besford	Rochdale Council
Councillor Joshua Brooks	Salford Council
Councillor Basil Curley	Manchester City Council
Councillor Patricia Dale	Rochdale Council
Councillor Shaun Ennis	Trafford Council
Councillor Nathan Evans	Trafford Council
Councillor Jenny Harrison	Oldham Council
Councillor Helen Hibbert	Stockport Council
Councillor John Leech	Manchester City Council
Councillor Joanne Marshall	Wigan Council
Councillor Colin McLaren	Oldham Council
Councillor Imran Rizvi	Bury Council
Councillor Naila Shariff	Tameside Council
Councillor Mandie Shilton Godwin	Manchester City Council
Councillor Debra Wailes	Wigan Council
Councillor Fred Walker	Wigan Council
Councillor Peter Wright	Bolton Council

Officers in attendance:

Eamonn Boylan	GMCA
Nicola Ward	GMCA
Helen Davies	GMCA
Gill Duckworth	GMCA
Steve Wilson	GMCA

Steve Fyfe	GMCA
Anne Lythgoe	GMCA
Liz Windsor Welsh	Action Together- Oldham Rochdale and Tameside
Warren Escadale	Voluntary Sector North-West (VSNW)
John Hannen	Greater Manchester Centre for Voluntary Organisation (GMCVO)

O&SC 90/23 Welcome and Apologies

Apologies for absence were received from Councillor Russell Bernstein (Bury Council) and Councillor Peter Wright (Bolton Council).

O&SC 91/23 Chair’s Announcements and Urgent Business

The Chair welcomed the three external officers from the Voluntary, Community and Social Enterprise (VCSE) sector: Liz Windsor-Welsh, Warren Escadale and John Hannen and noted that there were two Elected Members joining the meeting via Microsoft Teams: Councillor Nazia Rehman to present the retained business rates update on behalf of Councillor David Molyneux, GM Portfolio Lead for Resources and Investment, and Councillor Lewis Nelson to present the findings and recommendations of the Affordable Housing Task and Finish Group.

O&SC 92/23 Declarations of Interest

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

O&SC 93/23 Minutes of the GMCA Overview and Scrutiny Committee held on 21 February 2024

The Committee noted that within the minutes on page 8, point 6 it read:

- *The Committee raised the point that a Section 21 notice (of the Housing Act 1988) meant landlords could begin the process of taking possession of a property let on an assured shorthold tenancy without providing any reason. This meant families could be homeless within 2-months. The Committee asked for consideration to the Charter to ask landlords not to use a Section 21 notice,*

instead using a Section 8 notice instead (where a landlord must first serve notice of intention to bring proceedings on the tenant). Officers advised that whilst that could be added it was non-enforceable and would need a change of law to remove the notice altogether.

The Committee requested the officer advice be amended to read:

- *The Committee raised the point that a Section 21 notice (of the Housing Act 1988) meant landlords could begin the process of taking possession of a property let on an assured shorthold tenancy without providing any reason. This meant families could be homeless within 2-months. The Committee asked for consideration to the Charter to ask landlords not to use a Section 21 notice, instead using a Section 8 notice instead (where a landlord must first serve notice of intention to bring proceedings on the tenant). **Officers advised that whilst that could be added it would be a non-enforceable clause but that it was possible for a Landlord to avoid the use of a Section 21 notice.***

Resolved/-

That subject to the inclusion above, the minutes of the GMCA Overview and Scrutiny Committee held on 21 February 2024 be approved as a correct and accurate record.

**O&SC 94/23 GMCA Overview & Scrutiny Task and Finish Review
Affordable Living: An investigation into how the affordable
homes offer could better meet the needs of people in Greater
Manchester.**

The Chair invited the Chair of the GMCA Overview and Scrutiny Task and Finish Review into Affordable Living, Councillor Lewis Nelson, to introduce the report to the Committee. Councillor Nelson began by thanking the Elected Members for their time and commitment to driving the review, the Local Authority officers delivering on this agenda, and the GMCA research officers, the wealth of information, insight and knowledge was invaluable in guiding the key recommendations in the final report.

The Committee was advised about some of the key lines of enquiry the Task and Finish Members had considered and the current housing situation both nationally and across Greater Manchester, this included:

- The lack of affordable housing was a national crisis because of national policy e.g. Right to Buy but the delivery of affordable housing was the responsibility of all.
- Over 68k households were on the waiting list for social housing.
- There was an over reliance on the private rented sector where there were no agreed standards.
- The housing needs across GM were different and flexible provision was needed to address changing times and an ageing population. A standardised approach was needed to housing allocation policies.
- Other contributing factors to the lack of affordable housing being built included the cost of construction, the lack of investment, land supply and the skills to build homes for the future that are zero carbon.
- The review had been renamed 'affordable living' in recognition that housing costs were one element of the cost of living that GM residents were experiencing, worse than other areas in the UK (accordingly to O&S data).
- The basic care and support needs of tenants were increasing significantly with 50-70% of Housing Association tenants requiring additional support, mental health, drug and alcohol etc. Without these wider issues being considered, the risk of homelessness increased even further, the need to prepare for the cohort widening was evidenced if the causes could not be addressed quickly enough. Additionally, it encouraged organisations to look at supporting people out of debt at every point of contact, recognising that beginning a tenancy in deficit is the worst place to start.
- This review encouraged the sector to grasp the opportunities brought about through the latest GM devolution trailblazer to be brave, creative and innovative. Unlocking sites through visionary strategic plans and the use of the GM Brownfield Land fund, like Castlefield in Rochdale who have brought housing to a site that was never even considered previously.

- The review recommended a Housing Strategy that is ambitious, setting the standard for new build properties at zero carbon and utilising well established partnerships to deliver collaboratively.

The Chair thanked Councillor Nelson for chairing the Task and Finish work and acknowledged the amount of work undertaken.

The Committee was given the opportunity to ask questions and seek clarification where needed. There was discussion that included:

- Agreement that the Right to Buy scheme has impacted on the number of Affordable Homes available especially when there was a failure over a significant period to reinvest funds into new-build Affordable Homes, this was directly at odds with the policy of using half of the Affordable Homes Programme (AHP) money on homes to buy rather than to rent. More rental homes were needed as a priority.

Steve Fyfe noted that national policy had mandated Homes England to develop affordable home ownership products using Affordable Homes Programme funding. Homes England needed to hit a target to delivery nationally against the AHP to balance rental products with home ownership products. There had been a recent shift to more social rent than affordable rent, this was available across the whole of Greater Manchester. The 50/50 split still remained in terms of home ownership products alongside rental products. After 26 April, through the Devolution Trailblazer Deal, GM would have more influence to direct the priorities for Homes England in supporting Affordable Housing delivery against GM priorities. The report by the Task and Finish group alongside reports and strategies all helped to shape the direction of GM priorities for Affordable Housing. Steve noted that there was a cost and viability for social housing providers to build homes that would balance out the development costs on new developments.

- Clarity was sought on how the Levelling up and Regeneration Bill would impact the amount of Affordable Housing money on-site to avoid the Section 106 contributions being spent elsewhere. There was an opinion that the report had omitted the ability developers had to interpret viability assessments in favour of

the development thereby losing any opportunity for the Local Authority to obtain Section 106 funding. Significant sums of money could be used for public realm work in the development area, only impacting on those living there and adding to the value of the property rather than insisting that the funding be redirected to affordable homes.

Steve Fyfe advised the Committee that the Section 106 funding had a levy-based approach that could potentially remove decision-making for schemes, moving more towards a funding pot. This approach had less clarity on the relationship between the planning gain from a particular development and the broader outcomes it would achieve. Steve advised the Committee he would speak to Planning Officers to determine any further developments on how Section 106 was likely to work in practice.

- Clarity was sought as to the added benefit of recommendation six within the report (Levers of Places for Everyone should ensure that social and affordable rented homes are included in every new development). The example was given of Timperley Wedge, a housing development in the Trafford Ward where 45% of the homes within the scheme would be affordable. Homes needed to be 20% less than the average market rate to be classed as affordable, and in this instance the adjacent ward of Hale Barns saw a market rate of £1million, making affordable homes £800k. However some Members within the Committee noted that whilst there were affluent areas of GM, there were areas of deprivation and this report did not seek to ensure affordable housing would infiltrate to all areas, rather that if all districts could ensure some affordable housing within it, it would move the balance in a positive direction.

Councillor Nelson acknowledged the issues that had arisen following the Right to Buy scheme, leaving a shortage of delivery of all housing types for affordable. He noted that definitions needed to be fit-for-purpose with a cap on what an affordable home could be and what could be called an affordable home, noting that an £800k affordable home demonstrated the divorce that had taken place between an affordable home and the definition of one.

- Clarity was sought on how the £150million package for Brownfield Land would be used to clean up ex-industrial sites and making Control of Major Accident Hazards (COMAH) zones safe.

Steve Fyfe noted the Brownfield Land Programme had been presented to the Committee during the last meeting, should there be any further questions, Alex Maynard Delivery Director, GMCA would be able to answer those. The Brownfields Land Programme was now fully allocated with Year 2 and Year 3 programme agreed with further programming within it.

- Clarity was sought on the next steps following approval of the report, specifically how do the recommendations become implemented and how do they tie in with individual Local Authorities to ensure momentum was continued into action for more affordable and social homes.

Councillor Nelson acknowledged affordable housing a large area for policy and to ensure focus and not all views or current work could be captured; the existing strategies were not reviewed, rather the scope was to capture this moment in time for future policy making. Consideration had been given to the previous Task and Finish work on a similar subject to review the progress made since then. The importance of the role of Members, Local Authority Cabinet Members and GM Portfolio Holders in taking forward the recommendations.

- The Committee acknowledged the fact that there were more people renting in the private sector than the social rented sector with the Right to Buy scheme clearly stating this was the single biggest contributor for that. An example was given in Rochdale where a large former council estate was now managed by a Housing Association. Many people used the Right-to-Buy scheme to purchase their home, however many of those homes have now fallen into private landlord ownership, not the families who originally bought them. This has led to a situation with semi-detached homes where the Housing Association charge a subsidised rate for one side, and the private landlord charges far more on the other side. Further information on the Right-to-Buy scheme was requested.

Steve Fyfe advised the Committee that the discounts of the Right to Buy scheme have changed over the decades. Tenancies of houses between 3-5 years would see 35% discounts and 50% on flats, with a cap in England of £96k on Right to Buy. There have been recent changes in the Budget to see a relaxation of the guidance in 2022-23 and 2023-24- councils were keeping 100% of the receipts for reinvestment but this going to end at the end of 2023/24. National reports had estimated between £180-2million gone back into

LA budgets. Work had been ongoing to replace affordable housing through Right to Buy losses however there were still between 98-100k fewer properties in social housing than there would have been without the Right to Buy scheme.

- Councillor McLaren noted that he had been a member of the Task and Finish Group and suggested that the report included a lot of information that should be considered by the GMCA Leadership to establish the aspects GM needed to focus on and prioritise in the next 12 months. A suggestion was made to add an additional Recommendation 11 to the report that it should be considered by the ten Overview and Scrutiny Committees across the districts for them to invite their Cabinet Members for Housing to discuss the report at their meetings and feedback suggestions to GMCA to understand thinking across the districts and have the potential to include this work within their work programmes for 24/25. The Committee agreed with this suggestion as a way to work in partnership with the districts and enable more meaningful conversations and depth of solutions.
- The Committee noted a couple of areas where further information would have been helpful. First the issue of overcrowding in homes, this was an issue that was highlighted during the Pandemic and many lives were lost due to the number of people living together and how quickly the virus spread in those environments. The Committee suggested Affordable Housing needed to include larger homes for people with families and the identification for development of bigger housing for families should have been included in the report. Secondly, it was noted there was no mention specifically of young people and affordable housing for young people 18-30. The Committee also noted there was no detail on the wait time for the 68k people on the social housing waiting list.
- The Committee acknowledged that in respect of the 68k on the social housing waiting list, the numbers of housing completions were relatively small and utilising the current housing stock would not make an impact as fast as new-build properties would. It was noted that there was one mention of GMCA funding within the report and clarity was sought on the ambition to invest the Housing Investment Fund.

Steve Fyfe advised that the Housing Investment Fund was restrictive, it can fund affordable housing, only as part of a wider development and is there to accelerate housing delivery and private sector led projects. The Housing Investment Fund enables schemes through Planning Policy but was not there to invest solely in affordable housing. From the perspective of Housing Associations, they would more likely be able to borrow finance more cheaply from other sources. Eamonn Boylan added that the Housing Investment Fund was underwritten by Local Authorities and needed to be repaid to the government at the end of the loan period, it was there to provide loan investment and could not provide grant, but the key to affordability was grant funding. Developers would not build affordable homes if the finance needed to be repaid, they would require subsidy to make them genuinely affordable. The Housing Investment Fund was never intended to be operated as a grant fund.

- Councillor Fred Walker noted a typo within the report that his Local Authority was Wigan Council and not Bolton Council.
- The Committee noted that in areas such as Wigan, the industry had been traditionally coals mines and mining and the land had been so over-developed it had little value. The Brownfield Land fund had added value by enabling the land to be regenerated for housing.
- The Committee noted the importance of housing as a base for the health and wellbeing of residents, without the fundamental of a home, all other aspects of life such as education and health were negatively impacted, but by concentrating on following up on some of the reports key recommendations there was the opportunity to make a difference across GM.
- Councillor Nelson noted that the Task and Finish Members were of the opinion that the current housing stock was not enough and it would take resources and national government to enable an acceleration of house building. There was a challenge back to Members to consider thinking differently about housing provision across GM.
- Councillor Jill Axford noted the benefits that being part of Task and Finish group brought and the significant learning experience; she recommended any Member to take part to understand how the exploration of issue was approached.

- There was some discussion about Net-Zero and the principle being mandated within housing schemes. Also mentioned was the desire to move away from Right to Buy schemes and the potential trend for families to live together and the number of financial, environmental and health and wellbeing benefits that would bring.
- The Committee raised the point of remediation of Brownfields sites, this was a point of contention for the public when sites had been left abandoned. There was acknowledgement that there were different levels of contamination, some were not able to be built on, the Committee noted that developers should be expected to contribute to remediation and requested further information on the position for GMCA. There was an agreement to get an answer to the Committee after the meeting.
- The Committee raised the subject of changing circumstances and needs of individuals as they get older. There was a shortage of adaptable homes and smaller homes for those in a position to down-size that were still within a relative footprint of where they had lived and familiar for residents but releasing larger homes for families. The Committee noted that whilst on the journey to net-zero, the cost of energy is a real pressure for families and the Committee should not overlook the expensive costs in retrofitting a home.

Councillor Nelson thanked the Committee for the consideration given to the report and to those who contributed to it.

Resolved /-

1. That the findings of the Task and Finish Draft Review on Affordable Housing including the recommendations be received, noted; and
2. That the draft review be approved for consideration by the GMCA.
3. That the Local Authority for Councillor Fred Walker be updated within the report to read Wigan Council not Bolton Council.
4. That the suggested Recommendation 11 be added to the report and that the Affordable Housing Task and Finish final report be recommended to the ten district Local Authorities for consideration by Overview and Scrutiny Committees and Portfolio Holders for Housing.

5. That any outstanding questions raised during the discussion on the item be answered directly with the Committee after the meeting.
6. That Steve Fyfe speak to Planning Officers to determine any further developments on Section 106 funding and any updates be provided to the Committee.

O&SC 95/23 Implementation of Greater Manchester VCFSE Accord and Fair Funding Protocol

Anne Lythgoe, the Voluntary, Community, Faith and Social Enterprise (VCFSE) Sector Lead, GMCA attended the meeting (with three external colleagues Warren Escadale, the Chair of the GM VCSE Leadership Group, Liz Windsor Welsh, Chief Executive at Action Together and John Hannen Chief Executive at Greater Manchester Centre for Voluntary Organisation) to present the report of Councillor Arooj Shah, GM Portfolio Lead for Equalities and Communities.

The Committee was advised that the Fair Funding Protocol was a principles-based agreement (built on the learning acquired from the Compact and approved by the Combined Authority (CA) in October 2023) that sat within the GM VCSE (Voluntary, Community and Social Enterprise) Accord. The Accord was signed in 2021 by Councillor Arooj Shah and Anne Lythgoe.

The Protocol would be used to guide how the CA planned grant funding and represented a shared ambition within the confines of funding conditions set externally from the CA and only applied to GMCA spend on new contracts.

There were several benefits to the Fair Funding Protocol that included:

- the support of improved partnership working and co-creation of services
- the improved ability of the VCFSE sector to provide publicly funded services within communities and the resilience of those services.

Where funding conditions allowed offering:

- an annual uplift in contract or grant payments in line with inflation which enabled VCFSE organisations to continue to pay staff the Real Living Wage as a minimum.
- a minimum 3-year term for grant funded agreements, not passing on budget cuts disproportionately to the VCFSE sector, providing more regular upfront grant payments, carrying forward grant underspend between financial years

without lengthy applications, and ensuring a 3-month notice period for all major changes to contracts and grant funding agreements.

Areas for further joint development included:

- Reserving some contracts for the VCFSE Sector or Small and Medium Enterprise (SME) organisations.
- Considering VCFSE benchmarks.
- Exploring 'Priceless Procurement' where prices were set and evaluation was on the quality of delivery.
- Improving access to procurement.
- Building capacity; and
- Facilitating collaboration.

The Fair Funding Protocol was a GMCA agreement at a Greater Manchester level, Local Authorities had their own arrangements and different ways of working (that were unaffected by the Protocol).

There were 17k people within the VCFSE sector, it was a large system of assets, people, passion. Equality, Diversity and Inclusion, racism, injustice, health, health creation etc. Stability was needed to contribute to partnership ways of working and supporting the sector with stability and finance etc. There was potential that the VCFSE sector could build capacity to engage and lead the way where needed, however it was a fragile system currently with delayed decision-making, risk aversion, no notice to forward-plan and the need for funding to work efficiently and effectively. Finance was needed to plan-ahead e.g. redundancy payments cost money through robust HR process and the demand on reserves was high. 74% sector aimed to pay the Real Living Wage.

The priority was to build an inclusive economy in GM. To support networking around equality and marginalised communities with a good management of risk.

The Committee was asked to consider three questions:

- 1) How might we create a culture where the strength of working relationships mean that the principles of 'Fair Funding' are fully embedded across all the work of the Combined Authority?

- 2) Should, and if yes how, might individual Local Authorities take forward a Fair Funding Protocol in their own areas?
- 3) What risks might be associated with implementing a Fair Funding Protocol, and how will we know that it is being successful?

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

- The Committee acknowledged both the huge impacts filling the gaps and contribution the work of the VFCSE sector made within communities and the legacy of underfunding and static budgets that were not aligned to similar work within the public sector and also the positive benefits the Fair Funding Protocol would enable, specifically the Real Living Wage and the 3-month notice period.
- It was noted in some Local Authorities there had been cuts to the VFCSE sector, the impact of this was long-standing organisations were lost, newer organisations did not have the same level of infrastructure and had been at a disadvantage when applying for funding.
- The Committee noted the benefits that the Fair Funding Protocol would bring to the organisations within the VFCSE sector, the Committee asked that consideration be given to procurement specifically noting those contracts that would fall within the protocol and those that wouldn't and ensuring there was a simplified way of applying for funding, but a clear identification between a project under the Fair Funding Protocol and those that were more commercial. Further consideration was suggested for the GMCA to ensure that the additional funding it would require would be fully calculating noting that often VFCSE organisations delivered above and beyond the scope of their contracts and gave far more back than they were currently paid to deliver.
- There was a query about voluntary organisation receiving extra funding to cover overheads and pay staff and that work needed to be done to calculate costs of implementing the protocol. Liz Windsor Welsh noted that the procurement aspect was something that would be explored in the future as part of the Commissioning Investment Framework, (that was available online and would be circulated to the Committee after the meeting). A main priority for the

VFCSE sector was to find more ways to democratise decision-making including who and where money was given to and how it was spent, ensuring decisions were made with effective decision-makers to maximise resources. Through logging social value it would enable partners to work together effectively.

- John Hannen noted the value of markets was not the only way to generate work with the sector as they were not always free or fair. The pandemic highlighted the value from organisations with institutional memories. When VFCSE organisations all apply for the same funding streams, this wastes both time and resources and highlights the need for flexibility.
 - Warren Escadale noted the need for a deeper understanding of the organisations within the VFCSE to move away from the traditional model of dependency on local authorities or charitable funding organisations and they can gain independence.
- 4) The Committee noted in answer to the second question posed by the officers (Should, and if yes how, might individual Local Authorities take forward a Fair Funding Protocol in their own areas?) it was noted the Fair Funding Protocol should help and support those organisations that might traditionally be disadvantaged with the current funding offer e.g. Local Hubs that were initiated through the Pandemic but not every community had access to one and there was an opportunity for GMCA to fill the gap and to implement the Protocol for this benefit.
- Clarity was sought on if the protocol would address volunteer shortfall. John Hannen noted the national trend relating to volunteers was a decline over the last 15-years. The pandemic saw a spike of new volunteers however it was recognised that those with caring responsibilities were predominantly driving care work, this was something the protocol would not address. Liz Windsor Welsh acknowledged the important role of volunteers, and contribution to economic prosperity and that it had to be inclusive. Currently there were barriers for those with additional needs, the Protocol would not address that but the spirit of the organisation should and most organisations had a volunteering strategy.
 - Clarity was sought on if there were review points for longer-term funding, for example to review at three years of a five year grant agreement, given that after

1-year this did not allow enough time for planning or recruitment. Liz Windsor Welsh advised that long contractual frameworks would be the highest standard to work towards as over a 7-10-year period, inflation was considerable year-on-year. These frameworks required good communication and flexibility built into contracts, and identifying how long-term investments were secured was a priority of the VCFSE sector to build fabric of communities and build accordingly. Steve Wilson added that multi-year and long-term investment for the VCFSE was a benefit of the Single Settlement for Greater Manchester and by reviewing the whole funding picture, GMCA could work with the ten Local Authorities in partnership to align incentives.

- The Committee acknowledged that every Councillor was involved with the VCFSE sector and understood it was fundamental to communities to provide essential services, Officers were thanked for a realistic approach to the Protocol.

RESOLVED /-

1. That the Implementation of Greater Manchester VCFSE Accord and Fair Funding Protocol update be received and noted.

O&SC 96/23 Retained Business Rates Update

Cllr Nadia Rehman attended the meeting via Microsoft Teams and gave an update to the Committee on behalf of Councillor David Molyneux, GM Portfolio Lead for Resources and Investment.

The Update included:

- The 100% Retained Business Rates Pilot;
- Advising the Committee on the latest position of the current position for the GM funded Business Rates Schemes;
- The latest forecast for 2023/24 and 2024/25 income and the proposed 2024/25 schemes funded from the expected income in this financial year;

- Highlighting the future of the Retained Business Rates in line with the 10-year scheme secured as part of the GM Trailblazer Devolution Deal starting in 2024/25; and
- The proposed Investment and Growth Enhanced Business Rate Zones, the GM partial reset and the future interaction between the Retained Business Rate Scheme and the Trailblazer Devolution Deal within the Single Supplement.

The Committee noted that the 100% Business Rates Retention Pilot was part of the Greater Manchester Devolution deal that was introduced in 2017/18, the intention behind the pilot was to:

- 1) incentivise GM Local Authorities to grow local tax bases for long term financial reward;
- 2) to maintain a predictable income stream to facilitate long term investment decisions; and
- 3) to ensure that GM Local Authorities continue to provide local services and the decisions are made by locally elected representatives who are accountable to local taxpayers.

The initial percentage share between GM Local Authorities and GMCA was 50% however in 2020-2021 100% of the pilot was retained by the districts to support the response to the Pandemic and in 2022/23 the percentage share was agreed to be 75% -25% in favour of GM Local Authorities.

2023/24 was the final year of the current GM 100% Retained Business Rates Pilot, the new scheme would begin in April 2024 and give a higher level of certainty for future income levels to enable GM to take the most strategic approach on investment decisions. The future scheme would align with the decisions that related to the GM single settlement through the trailblazer devolution deal.

There were Enhanced Business Rate areas that would operate for 25-years without any need of reset although they would be subject to a new base line assessment; but still operate alongside the 10-year retention scheme. These areas were

geographically drawn and included two Greater Manchester Growth Zones and three Greater Manchester Investment Zones.

The Committee noted that the Partial Reset applied to any Business Rates growth that had been generated by the investment made by the GM Local Authorities and would be disregarded wholly or partially for any reassessments that will in turn benefit the GM Local Authorities.

Steve Wilson noted three parts to the paper:

- 1) Background;
- 2) The decision before the CA to allocate the funding that we expect to be generated this year in 2024/25; and
- 3) Context to the future that includes the five Investment and Growth Enhanced Business Rate Zones.

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

- The potential for changes to the way business rates and charges to businesses were calculated given the impacts to businesses with a physical presence on the High Street when the same charges did not apply to on-line businesses with fulfilment depots situated along motorway corridors. Steve Wilson noted that there were two areas of uncertainty within Business Rates (especially for GM Local Authorities who controlled more percentage of the funds and so an increase in risk):
 - 1) the reset whereby the growth through the pilot will be redistributed across the country, the transparency around this was unknown as this had not been done before and how the reset would affect this was unknown. The reset was originally planned 3-years ago and will not now happen until 2025/26 and would affect GM funds in 2026/27.
 - 2) The future of business rates in its entirety would look like given the changing nature of the economy. GMCA would need to be clear in lobbying that for the GM Local Authorities there was core funding and

spending power from Business Rates and any changes would need to protect spending powers.

In terms of the reset, GM was able to keep any funding generated by GM investment (including Districts, GMCA and TfGM) and this was originally covered within the Memorandum of Understanding (MoU) but not quantified, that figure had been fixed at £23million (50% of the value expected in 2-years time). This was the most flexible funding pot and akin to the Single Settlement.

Councillor Rehman added that the Business Rates reset was promised seven-years ago however there was no indication it would happen before 2025/26 but a Business Rates review was needed imminently.

Eamonn Boylan noted that GMCA had taken all necessary steps to increase security in respect of the Retained Business Rates moving forward, but on the basis that Business Rates be abolished or reformed this would have to be based on a no-detriment to Local Authorities and that there had been no movement on the partial reset by Treasury officials as yet.

- The Committee noted the breakdown within the report of what the GMCA Growth Retention was spent on, clarity was sought on how this was better for the city region than allowing District Local Authorities to retain 100% of the funds and the question was asked if there was a case to allow District Local Authorities to retain more growth in the future.

Steve Wilson noted that the original point of the deal was only secured because of the existence of the GMCA. The wording of the new deal specifically required a proportion of the money to be spent at a city-region level. Previously, the 50% approach was subject to lengthy debate and assessment by the Department for Levelling Up, Housing and Communities (DLUHC) with overall uncertainty despite agreement that there were several investments that were within the spirit of the scheme and the right thing for Greater Manchester to maintain a level of investment in Greater Manchester schemes. The 10-year deal had secured GM investment and demonstrated that some investments worked better at a GM level and supported the overall GM strategy.

The last two- years have seen the definitive 75%-25% split that enabled certainty on all sides to provide District Local Authorities more funding than was originally expected under the 50-50 deal and enabled GMCA the ability to focus the investment from the 25% on areas that genuinely added value.

During the Pandemic, GMCA enabled 100% of the funding to remain with the District Local Authorities because it was the right thing to do and invested two-years in arrears. GMCA now invest one-year in arrears and the 25%-75% deal has enabled this. Steve Wilson noted that on Friday Members of the Greater Manchester Combined Authority (GMCA) would be voting on the proposed 2024/25 Greater Manchester use of the 2023/24 Business Rates income.

RESOLVED /-

1. That the report and recommendations be commended to the GMCA for consideration at its meeting on the 23 February 2024.

Just before closing the meeting, the Chair reflected on some of the key achievements by the Committee during the municipal year, these included the trailblazer deal, the Bus Franchising Tranche 2 as part of the Bee Network and pre-policy scrutiny of some key strategies for GM including Violence Reduction and Race Equality.

The Chair thanked all Committee Members for their engagement and participation throughout the municipal year.

This page is intentionally left blank

Greater Manchester Combined Authority

Date: 24 July 2024

Subject: GMCA Overview & Scrutiny Annual Report

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

Purpose of Report

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

Recommendations:

The GMCA Overview & Scrutiny Committee is requested to consider the annual report.

Contact Officers

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

Risk Management

None

Legal Considerations

None

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

Number of attachments to the report: 0

Background Papers

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

Tracking/ Process

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

Yes / **No**

GMCA Overview & Scrutiny

Annual Report 2023/24

June 2024

Chair's foreword



Councillor Nadim Muslim

Chair of the GMCA Overview
& Scrutiny Committee

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

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

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

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

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

Nadim Muslim

Contents

1.	Background	3
2.	Key achievements	5
3.	GM Scrutiny in 2024.....	8
4.	More information and contact.....	10

1. Background

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

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

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

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

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

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

Membership

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

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

2. Key achievements

Devolution Deal

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

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

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

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

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

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

Pre-policy scrutiny of high profile and complex issues

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

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

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

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

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

Reviewing the performance of the Mayor and the GMCA

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

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

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

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

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

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

Investigating cross-cutting issues

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

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

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

3. GM Scrutiny in 2024

English Devolution Accountability Framework and Scrutiny Protocol

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

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

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

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

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

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

Single settlement and outcomes framework

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

³ [English Devolution Accountability Framework](#)

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

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

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

4. More information and contact

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

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

This page is intentionally left blank

Greater Manchester Combined Authority

Overview & Scrutiny Committee

Date: 24th July 2024

Subject: A new Greater Manchester Strategy

Report of: Andy Burnham, Mayor of Greater Manchester and Portfolio Lead for Policy & Strategy

Purpose of Report

To provide Overview and Scrutiny Committee with an update on the approach to developing the new Greater Manchester Strategy and seek views on the early proposed draft content for inclusion. Ongoing stakeholder engagement will further inform the content and the performance measures to be included in the updated GMS outcomes framework.

Recommendation:

O&S members are requested to review and comment on the proposed approach and outline content for the development of the new Greater Manchester Strategy.

Contact Officer:

Amy Foots, Head of Implementation, GMCA amy.foots@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

An assessment will be undertaken for each of the activities set out in the GMS once developed.

Risk Management

The report sets out the approach and proposed content for the development of the new GMS and notes the increased role that it could play in bringing together the GM system to deliver GMS priorities. If such an approach is not adopted, there is a risk that GM may be less likely to achieve its ambitions.

Legal Considerations

N/A

Financial Consequences – Revenue

No direct financial decisions resulting from this paper

Financial Consequences – Capital

No direct financial decisions resulting from this paper

Number of attachments to the report:

None

Background Papers

The current GMS (2021) and progress reports can be found on the [About Greater Manchester](#) website.

Tracking/ Process

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

No

Exemption from call in

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

No

Bee Network Committee

N/A

1. Introduction / Background

- 1.1 The Greater Manchester Strategy (GMS) is the overarching strategy for the whole GM system working together to achieve shared ambitions. The Strategy brings together the public, private and voluntary sector, convening the breadth of activities of GM thematic and place based plans and strategies.
- 1.2 The current GMS was adopted in 2021 as a ten year strategy for the whole of Greater Manchester. The first three year delivery cycle of the ten year strategy has now concluded.
- 1.3 In January 2024, a refresh of the current strategy was agreed. However, in recent weeks it has become clear that a more fundamental re-write of the GMS is required to reflect that we are now entering a new era, with a new Mayoral term, change in national Government, implementation of Single Settlement, and associated developments in Greater Manchester ways of working. It is important that the GMS is able to speak to this and also that it reflects the changes in the challenges and opportunities faced by GM now, compared to when the 2021 strategy was written directly post-pandemic.
- 1.4 It is therefore an optimal moment for GM to develop a more bold and ambitious strategy for the next ten years, with an updated context and narrative that speaks to GM's unique opportunities and system maturity. The new GMS will have a stronger economic lens, connecting GM's residents to growth opportunities and ensuring benefits are realised for all. It will also provide a platform for the articulation of our shared ambition and aspiration for the city region at a national and international level.
- 1.5 The GMS will continue to, and potentially play a greater role over coming years in bringing together the GM system, enabling collaborative and systemic working which can support the attainment of national, Greater Manchester and localities priorities. Constrained public service resources, means collectively GM needs to continue to

work smarter, achieving the added value collaborative working can bring, to deliver business, community and place priorities.

- 1.6 As the GMS represents the articulation of the collective ambition for the city-region, the GMS outcomes will set the context for decisions on how to spend the single settlement. The single settlement itself will be measured by outcomes agreed with Government, which have to be directly related to the national funding schemes from which the single settlement is derived. There is potential for the single settlement to incorporate more funding streams in future, which would enable even greater alignment with the all-encompassing GMS.
- 1.7 Extensive system engagement has been undertaken on the proposed approach and content for inclusion in the rewrite of the GMS, including regular engagement with Local Authority leads, business and VCFSE sector representatives. That engagement continues and further engagement sessions have been delivered with thematic partnerships and networks.
- 1.8 The new strategy will aim to create a narrative which captures the breadth of agendas delivered across the GM system, and will be written in a way which demonstrates the interconnected activities and interdependencies across policy and place activities required to deliver GMS. The contribution of policy areas will be captured along with the opportunity to highlight some delivery activity which will support the attainment of the shared outcomes.
- 1.9 It is intended that the new GMS will be developed over the summer, with a draft strategy presented to GMCA in early Autumn for adoption. to

2. Proposed content for new GMS

- 2.1 The proposed content for the strategy is below. This will be further developed over the coming weeks, responsive to feedback and ongoing engagement.

GMS proposed content:

Context – updated contextual narrative on developments, including updating opportunities and challenges for Greater Manchester.

The new GMS will have a stronger economic, inclusive growth and ‘opportunities for all’ narrative. The GMS will highlight our ability to deliver, maximising joint working and local agency / convening to deliver outcomes, and delivering effectively within the context of constrained resources.

GMS Ways of Working – restating and reaffirming commitment to GMS ways of working, seeking to ensure these are embedded in activities and that they support in the delivery of more efficient and impactful whole system working.

Missions / Priority Chapters – descriptive narratives which articulate the breadth of issues encapsulated under the GMS. These will tell the story of interconnected activities, across thematic agendas and places to deliver together against shared outcomes and ambitions.

To track progress for each of the sections there will be:

- a headline outcome(s);
- a basket of measures which speak to the mission / priority;
- a prioritised outcome(s), which is relevant to the wider system and requires commitment from across that system to working differently to shift the dial.

[This would include a rationale for how targeted activity could lead to improved outcomes and reduce variance and inequality].

Progress Reporting – separate annex reporting on key measures in the current (2021-24) GMS Performance Framework, structured across the Greener, Fairer and More Prosperous pillars, with link to updated performance dashboards.

2.2 This rationale will articulate the levers of change for each priority outcome, clearly identifying how GMS activity can bring about positive change, and the implications for how decisions are made over the prioritisation and targeting of resources. The priority

outcomes will align with the Single Settlement outcomes framework, and in the context of Single Settlement implementation, will contribute to a culture of increasingly evidence-based decision making.

3. Recommendation

3.1 recommendation appear at the front of this report.

Greater Manchester Combined Authority

Overview & Scrutiny Committee

Date: 24/07/2024

Subject: GM Trailblazer Devolution Update

Report of: Andy Burnham, GM Mayor and John Wrathmell, Interim Senior Director - Strategy Economy and Research

Purpose of Report

To provide the GMCA Scrutiny Committee with an update on the GM Trailblazer Devolution Deal following its agreement on 15 March 2023.

Recommendations:

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

Contact Officers

- John Wrathmell, Interim Senior Director - Strategy Economy and Research
- Kate Lyonette, Head of Devolution Strategy

Background Papers

1. [Greater Manchester Combined Authority Trailblazer deeper devolution deal](#)
2. [Memorandum of Understanding for the "Trailblazer" Single Settlements for Greater Manchester and West Midlands Combined Authorities](#)
3. [Annex to the Memorandum of Understanding](#)

1. Introduction/Background

- 1.1 In February 2022, the previous UK Government (UKG) announced an intention to develop new 'Trailblazer' or 'Deeper' Devolution Deals with Greater Manchester and the West Midlands in the Levelling Up White Paper. These Deals were agreed and announced in the March 2023 UKG Budget. The GM Trailblazer Deal was subsequently endorsed by GMCA on 24 March 2023.
- 1.2 The Deal is wide-ranging, making over 130 specific commitments which range from establishing joint partnership boards to more substantive devolution of responsibilities covering a wide range of policy areas.

2. Trailblazer Deal implementation

- 2.1 GMCA Officers have been working with UKG officials on implementation since the deal was signed. The following sub-sections provide a high-level update on this progress.

Governance and accountability

- 2.2 The deal contained several commitments on enhancing GMCA's governance and scrutiny functions:
 - The recommendations from the GMCA O&S Committee's independent review in 2022 have been implemented, and the function continues to explore ways to further improve in line with the Government's Scrutiny Protocol.
 - As we move into the forthcoming municipal year, the pre-decision scrutiny model will become further embedded across the organisation, with the Committee having the opportunity to shape the key priorities for delivery within the refreshed Greater Manchester Strategy and consideration of the draft Local Transport Plan

Fiscal Devolution

- 2.3 The trailblazer deal confirmed the extension of Business Rates Retention across Greater Manchester. The arrangements for Business Rate Retention have been set out in the provisional Local Government Finance Settlement 2024-25, published in December 2023.

Data and digital

- 2.4 The deal committed to the creation of a Digital Infrastructure Leadership Group (DILG) to accelerate the roll-out and take-up of high-speed digital connectivity. The first formal DILG meeting took place in February, leading to the agreement to build a single shared evidence base of clear market failure where targeted subsidy would be required. Following further meetings, a limited package of intervention is already being worked up by Building Digital UK (BDUK), though this may alter as a result of ministerial changes. GMCA officers will continue to work collaboratively with WMCA, Department for Science, Innovation and Technology (DSIT), BDUK on potential future interventions.
- 2.5 The proposed Data partnership establishes a formal relationship between GMCA, UKG and relevant national bodies, with the aim of moving away from a series of data sharing agreements towards a new way of working that streamlines access to specific datasets to support effective, data-based decision making. Following multiple meetings with the National Chief Data Officers' Council, in which specific data issues faced by GM were discussed, and joint workshops with West Midlands Combined Authority (WMCA) and the Ministry of Housing, Communities and Local Government's Spatial Data Unit, there has been a proposed 'open by default' way of working. Further discussion of the data availability and ways of working are currently underway with the aim to have a 'open as possible, and closed as necessary' approach.

Housing and regeneration

- 2.6 There has been positive progress on several housing commitments:
- £150m Brownfield funding has been devolved and allocated to projects across Greater Manchester.
 - Approval has been granted to Local Authorities for Selective Licensing Schemes.
 - The Housing Policy Sandbox has produced two pilot projects in Oldham and Salford.
- 2.7 There have been ongoing discussions on the future devolution of the Affordable Homes Programme with a current focus on the strategic direction of the programme. Engagement has currently paused due the General Election.

2.8 Published in June 2023, 'A New Deal for Renters' ¹ sets out policy proposals for how to tackle poor quality in the private rented sector, including through use of the new powers and roles agreed in the deal.

Skills and Employment

2.9 A Joint Oversight Board which includes GMCA and relevant UKG departments has been created to provide oversight for post-16 technical education and careers, co-commissioning responsibilities of employment support, and wider labour market oversight. The subcommittee Employer Integration Board (EIB) has also been created with members now appointed. Both the JOB and EIB have met and are working towards the vision set out in the Towards an Integrated Education, Skills and Work City-Region: Starting the Conversation.² The paper sets out the MBacc, a more technical route of post-16 education intended to provide an alternative pathway to higher education via the university route linked with opportunities in the city-region's labour market.

2.10 The devolution of non-apprenticeships adult skills functions will be enacted via the inclusion of Adult Skills in the single settlement (update below)

2.11 On the co-design of all future contracted employment support programmes, there is a very positive relationship in place with DWP at a local and national level who are keen to be involved in development of GM Joint Inclusive Employment Unit. DWP have announced a grant funding approach for Universal Support, which GMCA officers are currently exploring how to align and commission to support a reduction in programmes and complexity across the Working Well suite (IPSPC, SPF Support to Succeed, Work and Health, Pioneer programmes). This will lead to further developments of the GM Working Well system as a whole. The new Government has made a commitment to devolving employment support in its manifesto.

Transport

2.12 The partnership between TfGM and Network Rail to seek opportunities to deliver an integrated transport system, look at land development and placemaking around stations, and improve both accessibility and environmental footprints is well underway. Master planning and feasibility studies are to be completed by the end of 2024 for the six identified sites (Piccadilly, Victoria, Deansgate, Oxford Rd, Salford Central and Salford Crescent).

¹ A New Deal for Renters, GMCA: [a-new-deal-for-renters-june-2023-final.pdf \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/a-new-deal-for-renters-june-2023-final.pdf)

² [starting-the-conversation-paper.pdf \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/starting-the-conversation-paper.pdf)

- 2.13 The Rail partnership with Great British Railways has endorsed resource to support the delivery of the Customer Integration Programme. The partnership is currently looking at developing funding and early deliverables to realise the joint GM/Rail Bee Network Vision.
- 2.14 It has been established that the legal mechanism which would enable GM to effectively tackle and enforce against anti-social behaviour and fare evasion on the bus network will require primary legislation. Engagement on this commitment will resume post General Election.

Economy and culture

- 2.15 The Strategic Productivity Partnership and the Trade and Investment Board have not yet met. Draft Terms of Reference have been prepared for both meetings, and engagement will continue with UKG to confirm a meeting date post General Election.
- 2.16 Strategic engagement pilot with UKRI has commenced. The pilot provides access to collaborate and test ways of working to facilitate access to UKRI for GMCA and generate insight that can be used to inform UK level models of strategic engagement.
- 2.17 Officer level conversations continue with UKG on the refresh and co-design sessions of the GM Culture Strategy.

Net Zero and the Environment

- 2.18 The 'Retrofit/Net Zero' pillar of the single settlement was included on a pilot basis. Its scope was in the process of being finalised through a series of senior level workshops that have taken place since January. Progress being made through the single settlement negotiations (see below).

Public services

- 2.19 The MOU secured a commitment to include future Multiple Disadvantage funding in GM's single settlement, subject to a case being made to the Programme Board (discussed below). Work is underway to operationalise this commitment, alongside work through to consider how this can be built upon to incorporate other elements of the Public Service Reform agenda in line with Mayoral and UKG commitments.
- 2.20 The Integrated Care Partnership is working on the components of the deal that relate to integrated workforce, principally through the GM Integrated Social Care Workforce Strategy and Development of the GM Care Academy.
- 2.21 NHS GM have submitted evidence to HMG's consultation on Section 75 reform, which concerns pooled budget arrangements.

3. Single Settlement Update

Background

3.1 Alongside the policy-specific commitments, the trailblazer also committed to a fundamental shift in the way UKG funding flows to GMCA. A central component of the deal was the commitment to a new 'Single Settlement' from the next Spending Review. As the introduction to the deal sets out:

“The deal sets out a landmark new approach to devolution in England, devolving responsibility for a clear set of policies and functions to GMCA to support economic growth, alongside enhanced accountability with clear outcomes for delivery... This will be underpinned – from the next SR – by a single funding settlement, to invest in local priorities.”

3.2 At core, the single settlement is about enabling GM (both GMCA and GM Local Authorities) to act in different ways, use funding more flexibly and effectively, and deliver better outcomes for our residents. By significantly trimming back the reporting arrangements, ringfences and other bureaucracy associated with UKG funding we should free GM authorities collectively to take the decisions that will make the most sense for our places and residents.

3.3 It is comprised of five policy 'pillars', which the MOU sets out in detail. This means that funding in the following areas will be included within the settlement:

- Local Growth and Place
- Local Transport
- Housing and Regeneration
- Adult skills
- Buildings Retrofit and Decarbonisation (included as a pilot)

Implementation of the single settlement

- 3.4 Since the trailblazer deal, which set out the principles of the single settlement, GMCA officials have worked closely with UKG on its implementation.
- 3.5 A Memorandum of Understanding for the single settlement³ followed by an Annex⁴ document outlines the next level of technical detail. This includes:
- the scope of the single settlement, by describing GMCA's functional responsibilities in each of the policy pillars:
 - the approach to flexibility within the settlement
 - the process for setting the amount of funding GMCA will receive
 - the governance arrangements, through the establishment of a Programme Board on which GMCA and relevant UKG departments will sit
 - the accountability arrangements, to be delivered through an outcomes framework
 - guidance on GMCA's internal preparations for the single settlement going live in April 2025

Determining Quantum and the formulae for funding allocation.

- 3.6 Formulae will be used to determine the GMCA's allocative share of relevant funds compared to previous allocation and determination process (e.g. competitive bidding). The final formulae and the funds covered by the single settlement will be decided before the next SR.
- 3.7 The funds that are in scope are required to fall within the outlined functional responsibilities. UKG will determine if any future funds are in scope of the single settlement based on these functional responsibilities. Any new funds that GMCA believe should fall within the scope can be discussed at the Programme Board, which is the primary governance mechanism for overseeing delivery of the single settlement. Any pre-existing national formulae will be used where it exists. Most funds that fall within this scope already have existing formulaic methodologies that UKG intend to use as the basis for single settlement allocations. The quantum will be determined by the above formulaic process.

³ 2. Memorandum of Understanding for the "Trailblazer" Single Settlements for Greater Manchester and West Midlands Combined Authorities, Gov.UK:
https://assets.publishing.service.gov.uk/media/655d0945d03a8d001207fe19/Memorandum_of_Understanding_of_or_the_Single_Settlements_with_Greater_Manchester_and_West_Midlands_Combined_Authorities_FINAL.pdf

⁴ Annex to the Memorandum of Understanding for the "Trailblazer" Single Settlements with Greater Manchester and West Midlands Combined Authorities, Gov.uk:
https://assets.publishing.service.gov.uk/media/65e71b5344f10360e2/Annex_to_the_Memorandum_of_Understanding_for_the_Trailblazer_Single_Settlements_with_Greater_Manchester_and_West_Midlands_Combined_Authorities.pdf

- 3.8 Good progress has been made in the creation of new formulae, where required. GMCA officers will continue to work with UKG on the development and design of new formulae as well as steering and challenging UKG for formulae that better reflect the real need/opportunity for GM and the associated funds.

Spending Control & flexibility

- 3.9 The content in the MoU and Annex provided details on the flexibility and spending controls of the single settlement. These included:
- Full flexibility within each of the individual Pillars (in practice this means we will no longer be centrally directed on how funding in these areas can be spent)
 - The ability to move up to 10% between each pillar (with the exception of the Local Growth and Place pillar where there is 100% flexibility to move to another pillar)
 - Flexibility to move 10% of capital funding to revenue within a pillar. This 10% cap applies to the total capital funding within a pillar after funding has been moved between pillars.
 - Financial year flexibility. The approach to contingent liabilities is devolved to us, with no additional HMT oversight. We will also not be made subject to in-year savings exercises.

Outcomes Framework

- 3.10 The outcomes framework is a tool for the UK Government to hold GM to account for how single settlement spending is being used.
- 3.11 The outcomes framework offers a step away from programme-by-programme output monitoring, toward holistic assessment of progress against meaningful outcomes that balance local and national priorities.
- 3.12 The delivery of the agreed outcomes will be overseen by the Programme Board, which will act as the default point of contact on delivery questions, concerns and discussions about delivery.
- 3.13 GMCA will be required to send six-monthly monitoring reports with RAG rating of progress of the outcomes to the Programme Board. Any target rated red, or amber will require further data to explain the rating as well as the plan to address the delivery issue named a 'path to green'.

Readiness check

- 3.14 As part of the negotiations for the trailblazer deal and single settlement, UKG and GMCA agreed that a Readiness Check will be conducted by a 3rd party to ensure that the GMCA is ready for the added level of responsibility brought about by the single settlement and further devolved powers.
- 3.15 Internal work has been ongoing to ensure that the organisation is ready for this check. Including a revision of the Assurance Framework to ensure that it accounts for the added levels of responsibility and accountability that will now fall on the GMCA.

4. Next Steps

- 4.1 Early signs from the new Government indicate that devolution and the single settlement is a high priority and we are seeking early confirmation from Government on the next steps for negotiations. We are therefore preparing to engage the new Government on the formulae, the outcomes, and the governance:
- Formulae: Final agreement needs to be reached on the formulae that will be used to calculate the quantum of single settlement, which is expected to be announced at the next Spending Review. This needs to be completed with sufficient time to develop FY25/26 budgets for the governance processes ahead of their statutory deadlines for approval.
 - Outcomes: These are expected to be agreed at the next Spending Review. Targets would be agreed after the Spending Review and ahead of the single settlement going live in April 2025, commensurate with the level of funding delivered through the settlement.
 - There are further steps to agree how the single settlement governance arrangements will work in practice.

This page is intentionally left blank

GMCA Overview & Scrutiny Committee

Date: 24 July 2024

Subject: Overview & Scrutiny Committee Work Programme
and Forward Plan of Key Decisions

Report of: Nicola Ward, Statutory Scrutiny Officer, GMCA

Purpose of Report:

To provide an opportunity for the Committee to review their draft Work Programme for July-September 2024 (Appendix A) and provide the Committee with the latest Forward Plan of Key Decisions (Appendix B) to ensure that they are informed of the forthcoming decisions to be taken by the GMCA, GM Mayor or any delegated officer or committee.

Recommendations:

The Committee is asked to –

1. Consider the proposed Overview & Scrutiny Work Programme for July-September 2024.
2. Use the Forward Plan of Key Decisions to identify any potential areas for further scrutiny.

Contact Officer:

Nicola Ward, Statutory Scrutiny Officer, GMCA

nicola.ward@greatermanchester-ca.gov.uk

This page is intentionally left blank

GMCA Overview and Scrutiny draft Work Programme July – September 2024

18 July: Induction and introduction to Greater Manchester Strategy – Amy Foots

24 July

Item	Lead officer/member	Trajectory of item	Ask of scrutiny
Annual meeting business	Gillian Duckworth / Nicola Ward		
GMCA Overview & Scrutiny Committee Annual Report 2023/24	Nadim Muslim	GMCA September 2024	To consider and approve the Annual Report for 2023/24
GM devolution trailblazer update	GM Mayor / John Wrathmell		To consider the latest position of the GM devolution trailblazer deal and the next steps
Greater Manchester Strategy (GMS) Refresh	GM Mayor / Amy Foots	GMCA approval - September	To consider the process by which the GMS will be re-freshed and advise on its key priorities.

9 August: Information briefing on transport

14 August

Item	Lead officer/member	Trajectory of item	Ask of scrutiny
Greater Manchester 5-year Environment Plan	Mark Atherton		To provide pre-policy scrutiny to the emerging priorities of the next GM Environment Plan.

--	--	--	--

4 September – Information briefing on Homelessness

12 September: Information briefing on Work and Skills

25 September

Item	Lead officer/member	Trajectory of item	Ask of scrutiny
Skills focus of the Devolution Deal	Gemma Marsh		To consider the opportunities for the work and skills portfolio arising from the GM trailblazer deal
Manchester Baccalaureate	Gemma Marsh		To influence the current proposals for a wider technical education offer in GM
Universal Support and Employer Support	Gemma Marsh	GMCA 27.09.24	To consider the Universal Support and Employer Support schemes and where/how they could make the most impact

Items to schedule as previously requested by elected members:

- Homelessness
- Local Industrial Strategy
- Holding partnerships / arm’s length organisations to account
- Ensuring young people are prepared to success through their education / training experience
- Child poverty
- Progressive procurement

- Adult education
- Asylum allocations
- Tackling food poverty
- Green economy development
- Carbon sequestration
- Housing Investment Loan Fund approval process

This page is intentionally left blank

By virtue of paragraph(s) 2 , 3a of Section 100A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank