

Date: 26th July 2019

Subject: The Greater Manchester Model - White Paper on Unified Public Services for the People of Greater Manchester

Report of: Andy Burnham, Mayor of Greater Manchester and Portfolio Lead Leader for Reform and Tony Oakman, Portfolio Lead Chief Executive for Reform

PURPOSE OF REPORT

The purpose of this report is to:

- Provide an overview of the updated White Paper on Unified Public Services for the People of Greater Manchester.
- Highlight feedback from the recent extended local consultation and engagement period.
- Highlight the strategic significance of the White Paper in relation to the GM Spending Review submission and ongoing discussions with central government departments, including the treasury, pertaining to future freedoms and flexibilities within GM.

RECOMMENDATIONS

The GMCA is requested:

1. To consider the updated version of the White Paper on Unified Public Services for the People of Greater Manchester and note its significance as part of our spending review submission.
2. To note points made by stakeholders and localities following the extended local engagement and consultation phase that ran from March 2019 to June 2019.
3. To endorse the White Paper and actively supports the place-led approach to implementation.
4. To agree that through existing GMCA arrangements political leaders and senior officers take an active role in the decision making around future progress of the model set out in the white paper, in particular agreeing governance structures.

5. To note that implementing the GM Model as described in the White Paper does not require, and is not intended for, any transfer of statutory responsibilities from public bodies to the Greater Manchester Combined Authority.

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BACKGROUND PAPERS:

Annex 1: The Greater Manchester Model: Our White Paper on Unified Public Services for the People of Greater Manchester

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No [Delete as appropriate]
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
TfGMC	Overview & Scrutiny Committee	
N/A	N/A	

1.0 BACKGROUND

- 1.1. The white paper on Unified Public Services for the People of Greater Manchester represents a significant step forward in our reform ambitions, setting out a 21st century vision for public services and putting forward GM as an international leader in this field. Principally, it aims to improve outcomes for people across Greater Manchester but it also seeks to provide a platform to influence the future direction of central government policy and spending.
- 1.2. The Greater Manchester Model (GM Model) represents the culmination of our learning from public service reform work over recent years, articulating our vision for 21st century public services built around the unique and diverse needs of GM's people and places, as opposed to the traditional delivery model tied to thematic Whitehall silos. The detail of the GM Model is based on learning from work in neighbourhoods in each of the ten localities within Greater Manchester, reform work in thematic areas (e.g. Troubled Families Programme, Working Well etc.) and a series of self-assessment processes conducted by the 10 localities of GM themselves.
- 1.3. The GM Model was launched on 29th November 2018 at the 'Further, Faster' event attended by over 400 colleagues from across the full range of sectors in GM as well as a number of regional and national stakeholders. At the event it was announced by the Mayor that a formal white paper would be produced setting out the GM Model and describing the move from principles to a new operational model.
- 1.4. The white paper was presented to the Combined Authority in March 2019 where members were asked to endorse the intent of the White Paper in advance of an extended local consultation and engagement period with all relevant stakeholders before returning to the CA for consideration of endorsement and next steps.

2.0 CONTEXT

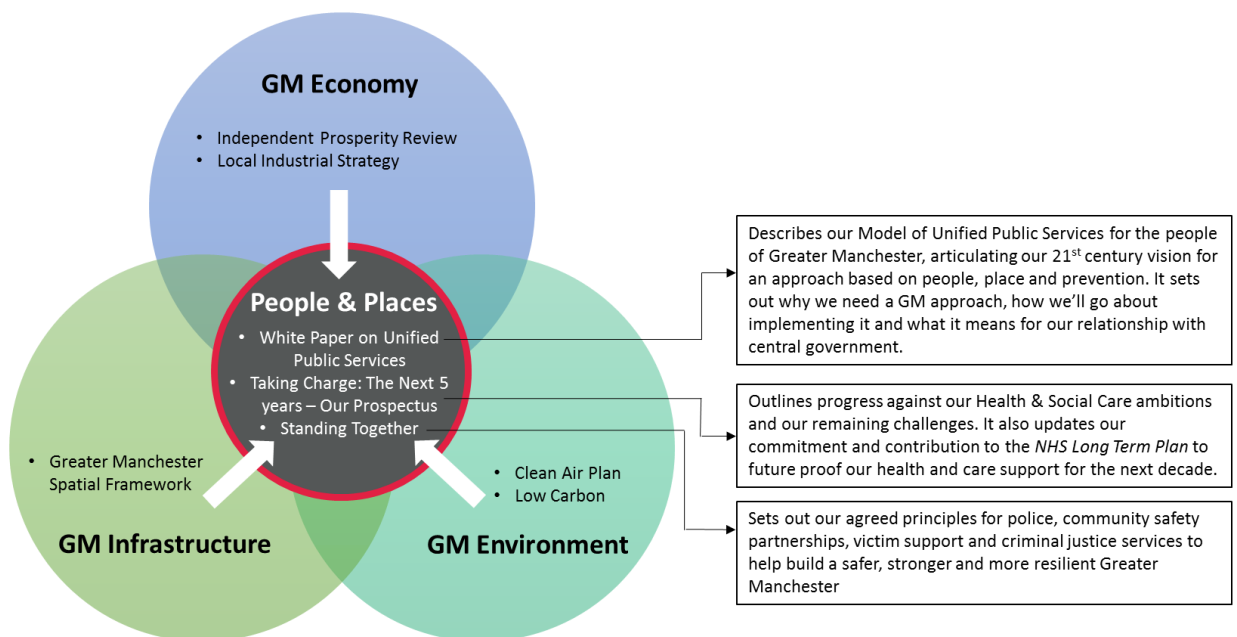
- 2.1. Greater Manchester has been at the forefront of devolution, this has meant we have gained more control over our own destiny and decision making on the issues which affect us locally. We have pursued this because siloed working across Whitehall too often translates into fragmented public services, often reactive and focussed on crisis with high transaction costs leading to poor outcomes for residents. Devolution provides the opportunity to bring together funding and services to deliver greater efficiency, effectiveness and support that is much more responsive to the needs of people and places.

- 2.2. However, we know we need to go further and more needs to be done to reduce social inequality, drive up wage growth, and boost productivity; there are still deep rooted inequalities across the UK and disparities, particularly between London and the wider south east with the rest of the UK have grown. These disparities can also been seen within Greater Manchester. Greater Manchester is not the only city in the UK to suffer from low productivity and poor skills, but its leadership has been consistently ahead of the curve in forensically analysing the economic and social roots of these problems in the context of the broader local economy.
- 2.3. We want public services to spend more time on planned services focused on prevention and early intervention, and less time on reactive, unplanned crisis intervention which is unpleasant for residents and often costly. Through the white paper we set out ambitious plans for our communities and for our public services in Greater Manchester.
- 2.4. We can now demonstrate how a full alignment of public resource can begin to unlock the issues which are the key to a good life – good and secure employment, access to good transport, high quality and affordable housing, living in a safe and thriving community and access to integrated health, social care and other public services when they are needed.
- 2.5. Greater Manchester is getting on with the challenge of building a more inclusive and dynamic local economy but we are still held back to fully realising these ambitions by the legacy of constraints from central government and out of date and piece meal funding practices. We know we can achieve these ambitions and that the people of Greater Manchester are best placed to make the decisions about the issues that affect them, from their health and care services to their transport.
- 2.6. There is lots of evidence that our residents want public services to be more joined up in their communities and that public services working together more effectively is likely to create better outcomes for residents. Our Greater Manchester Model of Unified Public Services helps us to do this and puts in place the conditions which support us to work as one and be more responsive to the needs of residents. There is evidence that a population of around 30,000-50,000 is the right spatial level for integrated working between public services – small enough to be locally sensitive, and large enough to create some economies of scale.
- 2.7. Unified public services at the neighbourhood level will be the default in Greater Manchester. This approach doesn't prevent us organising services on a locality/district level, or a GM level, but if we need to we should understand why, and we should understand how the service connects to the model of integration in the neighbourhoods. Importantly, organising how public services work together more effectively is not a goal in

itself. It is “first base” in our ambition to transform the way public services work – increasingly recognising the assets of individuals and communities and releasing the energy of both to support residents to be in control of their lives, to be the people they want to be, and to secure the outcomes they want to achieve.

2.8. The white paper is of significant strategic importance in setting out our GM spending review submission and developing proposals as to how GM will make best use of an enhanced Reform Invest Fund (RIF) with additional funding to support local delivery and secure better outcomes for the people of GM.

2.9. Fig.1. The White Paper in Context



3.0 CONTENT OF THE WHITE PAPER

3.1. The white paper is attached at Annex 1. This document has been developed in partnership by GMCA and the Health & Social Care Partnership, and through engagement with key stakeholders within localities and other public services. This has included Local Authorities, GMP, GMFRS, Housing providers, Voluntary, Community and Social Enterprise sector. The updated document incorporates amendments following the extended locality consultation and engagement period and this version has been subject to professional copyediting and design.

3.2. The white paper sets out a radical new approach to how public services will be delivered across Greater Manchester, for the people of Greater Manchester. Drawing on our

learning from our reform journey over a number of years it is recognised that there is now a need for a unifying operating model for public services to ensure the best outcomes for the residents of Greater Manchester. A model that translates our strategies into practice for the people that are affected by them, that takes us beyond thematic programmes and that sets the stage for further powers to be devolved to Greater Manchester.

- 3.3. It is important to note that the intention of the White Paper is to put forward the *what* and the *why* of the GM Model (i.e. a description of what it looks like in practice and the case for change). Intentionally, the White Paper does not prescribe detail in the *how* of the implementation approach. A ‘one size fits all’ approach to implementation will not work, it will need to reflect local priorities and start from the current position in each locality. A recognition of local and sector-specific priorities is made throughout the white paper. It is acknowledged that the journey of implementation will vary across GM but the destination will be the same. There will be work to do in coming months to collaboratively agree governance structures and how we determine success.
- 3.4. The content of the White Paper, following recent updates, is structured as shown in the table below:

Section	Description
Foreword	An introduction to the purpose and ambition set out in the white paper.
Introduction	About the white paper, what devolution makes possible, why we must change, what will be different and what we need to do.
Ch. 1 What have we done so far	Sets out the collaboration between services and the shift which has been enabled by devolution so far. Sets this in the context of all our plans for transformation.
Ch. 2 Why the model is needed	An outline of the case for change providing reference to learning gathered from our bottom-up approach to understanding need and responding more effectively to demand. This section highlights the importance of early intervention and the need for a focus on people, prevention and place.
Ch. 3 The Greater Manchester model explained	A detailed description of the GM Model, the six key features that need to be in place for it to be realised and the success criteria for each of these key features from a future state perspective.
Ch. 4 How we plan to make it happen	An outline of the way in which we will support each other to make implementation happen. This includes the notion of ‘place-led improvement’ which makes clear that individual localities are in the best position to determine how they realise these ambitions.

Ch. 5 Working with central government to enable change	An articulation of the joint solutions we need to develop collaboratively with central government to provide the most effective services for the people of Greater Manchester. This includes the broad mechanisms with central government and how the emergent work can take account of other specific policy areas over time.
Schedule 1	An outline of an initial set of joint solutions that we would like to develop with central government relating to specific policy areas. This will be organic and we will develop additional schedules over time to include other policy areas as we embark on implementation.
Conclusion	Summarises what the people of Greater Manchester can expect from the model and sets out our commitment to delivery.

3.5. Engagement on the White Paper to-date has highlighted the need to emphasise that the approach to implementation put forward is intended to add value, be supportive, be focussed on learning and local implementation – it, in itself, will be a process of discovery. It is not intended to be compliance monitoring or a rigid performance management framework. The White Paper proposes that implementation of the GM Model will be based on the following principles of place-led improvement:

- a) Individual public service organisations in Greater Manchester are responsible for leading the delivery of improved outcomes for people in their area
- b) Implementation of The GM Model of Unified Public Services does not require, and is not intended for, any transfer of statutory responsibilities from public bodies up to the Greater Manchester Combined Authority
- c) Individual public service organisations in Greater Manchester should consider themselves accountable locally for the implementation of The GM Model of unified public services
- d) There is collective responsibility for the implementation of The GM Model of unified public services across Greater Manchester as a whole, and
- e) The role of the GMCA family is to provide tools and horizontal support to facilitate implementation of The GM Model of unified public services.

3.6. The white paper sets out a commitment to delivery for all relevant GM public service partners and sets out a need for the implementation of the GM model to inform the design and construction of local corporate and budgets strategies in both the medium and long term across all relevant public service organisations including health and care. It should be noted that implementation of the GM Model does not require, and nor is it intended for, any transfer of statutory responsibilities from public bodies up to the Greater Manchester Combined Authority.

- 3.7. Through the white paper we will assert in our spending review submission that by implementing the GM Model we will have a framework for more effective devolved delivery at locality level, paving the way for better outcomes for more people across the full spectrum of policy areas.

4.0 UPDATE FOLLOWING EXTENDED LOCAL CONSULTATION AND ENGAGEMENT

- 4.1. Considerable engagement has already taken place through the development of the white paper. The content has been developed with localities and is informed by learning from our collective transformation programmes.
- 4.2. In order to ensure full agreement with the propositions put forward in the white paper, an opportunity for any additional local engagement was provided up until the 21st June 2019. As considerable engagement has already taken place there were minimal additional inputs received. Written responses were provided by Oldham Council, Stockport Council and TUC North West.
- 4.3. The following points highlight the key points communicated through the extended consultation and engagement phase:
1. Localities and stakeholders remain supportive of the white paper, the principles and ambitions which it embodies.
 2. It is recognised that the GM model of unified public services has been built from the 'bottom-up' and is based on the work of all 10 localities.
 3. It is acknowledged that publication of the white paper is not the start of the journey for localities and many areas are well advanced in various aspects of the work described in the document. It is also acknowledged and recognised that in the spirit of local flexibility localities will place greater or lesser emphasis on various aspects of the model described in the white paper.
 4. Localities remain supportive of the place-led approach to implementation and it was felt that this should be further developed collaboratively going forward. As part of this further consideration could be given to unpicking and resolving the practical barriers to delivering the ambitions set out in the White Paper, this will require continued involvement of leaders at a locality level.
 5. It was noted that local political leaders should and will perform an enhanced role in the GM governance structures and decision making that will operate around the

white paper. Importantly this will need to take account of local political decision making and frequency cycles.

6. It was also noted that as part of the development of the governance process there should be strong scrutiny and oversight from localities with a central role for elected members.
7. The scale and complexity of the ambition was recognised and that it is right to be ambitious for our communities and our city region. To achieve this we need to jointly place greater focus and resource on resolving the issues at a national level (e.g. differential funding arrangements, central government accountability policies

