

Greater Manchester Combined Authority

Date: 17th December 2021

Subject: Greater Manchester Strategy Refresh

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

Purpose of Report

To provide the GMCA with the final draft Greater Manchester Strategy for comment and to give approval to, along with the proposed performance framework approach, targets and metrics to be used, and an initial Delivery Plan with process for approval for the further development of the Delivery Plan and implementation process.

Recommendations:

The GMCA is requested to:

1. Review, and subject to comments, approve the final draft Strategy text (Annex B)
2. Review, and subject to comments, approve the draft performance framework, targets and approaches (Annex C)
3. Note the initial Delivery Plan and approve the proposed approach for its further development and establishment of a multiagency Delivery Support Group for its further iteration and implementation (Annex D)

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Equalities Impact, Carbon and Sustainability Assessment:

Assessments have been made on the overarching strategy content. Further assessment will be required in developing the Delivery Plan and associated activities underneath this Strategy. Due to the overarching nature of the Strategy document it has not been possible to assess all impacts in full at this stage.

Equality Impact Assessment attached at Annex A

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	Separate EIA proforma attached.
Health	G	The Strategy has a shared commitments to tackle health inequalities, develop and promote active transport, increase access to safe, green spaces and supports vibrant communities. The strategy commits to supporting people, enabling digital access, increasing digital inclusion, accessible quality culture and leisure spaces and resilient communities. The Strategy commits to local, accesible and affordable transport across Greater Manchester. Neighbourhood working will provide for the local provision of health services. The strategy has a shared commitment to tackle food and fuel poverty.
Resilience and Adaptation	G	The Strategy commits to resilient, safe and vibrant communities. However, further development must be sustainable and in line with the strategy principles. The Strategy commits to ongoing and effective partnership working, responsive to changing circumstances and community need. The Strategy puts the environment and inequality at its centre. All actions delivered under the Strategy should therefore be designed and delivered with these in mind.
Housing	G	The Strategy commits to the provision of safe, decent, affordable housing with no one sleeping rough in GM. The Strategy also commits to ensuring our places and communities are protected and strengthened through Places for Everyone and Stockport Local Plan.
Economy	G	The Strategy seeks to attain a more prosperous GM through sustainable economic development. Commitments are made to support the creation of better jobs and good employment, support for residents and businesses, and accessible opportunities for GM residents. The Strategy commits to drive investment into our growth locations and use that to create opportunities in adjacent towns and local centres. In addition, a commitment to realising the opportunities from our world-class growth and innovation assets
Mobility and Connectivity	G	The Strategy will ensure digital inclusion for all, and commits to the enabling of world-class smart digital infrastructure. Accessible, affordable and reliable integrated public transport will ensure everyone has access to essential services, local centres, leisure and culture spaces. Active travel choices and developed and promoted, with the ambition of reducing private car and road use. The Strategy commits to a way of working which will impact positively on procurement The Strategy commits to carbon neutral GM by 2038, with better air quality and natural environment
Carbon, Nature and Environment	A	The Strategy commits to carbon neutral GM by 2038, with better air quality and natural environment The Strategy will drive activites that adversely impact on water, light or noise pollutants. Mitigating actions should be put in place as activity is designed and delivered The Strategy commits to accessible leisure spaces, along with Places for Everyone and Stockport Local Plan. However, this does not outweigh increased urbanisation wihtout mitigation The Strategy commits to protecting biodiversity through Places for Everyone, however increased urbanisation will require mitigating actions The Strategy commits accessible high quality culture and leisure spaces. The no. of trees planted will be monitored via the performance framework The Strategy sets responding to the climate emergency at its centre and recognises the need for assesment and trade offs in support of this objective, and impacts on policy decisions.
Consumption and Production	A	The development occuring under this Strategy is likely to produce additional waste. It will be important to maintain and develop waste reduction efforts, work with construction industry and household waste recycling. The commitment to deliver Places for Everyone, includes a policy which will support minimisation of construction waste By putting the environment at the centre of the Strategy, it will impact positively on resource use and efficiency throughout design and delivery. The performance framework will monitor household waste recycling rates.
Contribution to achieving the GM Carbon Neutral 2038 target		The Strategy commits to creating a carbon neutral GM by 2038. Through the strategy the intention is to limit carbon emissions, some of the detailed actions required and implications of those actions will need to be consiidered as part of the delivery plan development. This can be supported by the adoption of mandatory standards and ways of working which seek to counter carbon emissions.
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment	
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.
		 Negative impacts overall.

Carbon Assessment

Overall Score								
Buildings	Result	Justification/Mitigation						
New Build residential		Due to the GMS being an overarching strategy, sufficient detail is not known in order to fully complete many elements of the carbon assessment. It will be necessary to ensure any supporting delivery under this strategy fully undertakes these assessments.						
Residential building(s) renovation/maintenance		As above - The Strategy drives a series of actions which deliver low carbon alternatives under the commitment to be carbon neutral by 2038. The Strategy outlines the importance of retrofitting and supports the ongoing activity and its further delivery						
New Build Commercial/Industrial		As above. The Strategy drives a series of actions which deliver low carbon alternatives under the commitment to be carbon neutral by 2038 The Strategy outlines the importance of retrofitting and supports the ongoing activity and its further delivery						
Transport								
Active travel and public transport		The strategy commits to integrated public transport and encourages active travel						
Roads, Parking and Vehicle Access		The strategy commits to integrated public transport and encourages active travel, however requires behaviour change as well as service provision. It has not been possible to fully assess some elements which refer to specific intervention / delivery proposals not covered by this overarching strategy.						
Access to amenities		Some of the developments under the Strategy will require additional road capacity. Increased access to services and centres will be achieved through the integrated public transport network.						
Vehicle procurement	N/A							
Land Use								
Land use		Due to the GMS being an overarching strategy, sufficient detail is not known in order to fully complete many elements of the carbon assessment. It will be necessary to ensure any supporting delivery under this strategy fully undertakes these assessments.						
No associated carbon impacts expected.		High standard in terms of practice and awareness on carbon.		Mostly best practice with a good level of awareness on carbon.		Partially meets best practice/ awareness, significant room to improve.		Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

No specific risks associated with the overarching Strategy and the strategic frame this provides for Greater Manchester activities. However, specific risks may be identified in the development of a detailed delivery plan and wider activities which support the Greater Manchester Strategy's shared ambitions.

Areas for further exploration and development are identified which form the basis of elements of the performance framework and development of a delivery planning process and implementation. A further report on the findings and recommended next steps will be provided to the GMCA at a future meeting.

Legal Considerations

The Strategy will drive a furthering of good practice in terms of the Public Sector Equality Duty, and will provide opportunities for going beyond the legal minimum requirements.

Other specific legal considerations may be identified as part of the delivery plan development, or wider activities which support the Greater Manchester Strategy's shared ambitions.

Financial Consequences – Revenue

The activities captured in the initial delivery plan are currently being delivered within existing resource. The draft strategy contains priority outcomes and commitments which will require resourcing as the strategic ambitions are translated into delivery actions.

Financial Consequences – Capital

The activities captured in the initial delivery plan are currently being delivered within existing resource. The draft strategy contains priority outcomes and commitments which will require resourcing as the strategic ambitions are translated into delivery actions.

Number of attachments to the report: 5

Comments/recommendations from Overview & Scrutiny Committee

Draft strategy and input into its development has been considered by all three O&S committees

Background Papers

[Economic Development \(greatermanchester-ca.gov.uk\)](http://greatermanchester-ca.gov.uk)

Tracking/ Process

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

Yes

Exemption from call in

N/A

GM Transport Committee

N/A

Overview and Scrutiny Committee

Draft strategy and input into its development has been considered by all three O&S committees

1. Introduction/Background

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

- 1.2 The new strategy places the interconnected challenges of climate change and tackling inequalities at its heart, providing the lenses through which Greater Manchester activity should be framed and challenging where policy or delivery is contrary to climate and equalities ambitions.
- 1.3 The draft text positions Greater Manchester as a greener, fairer and more prosperous city-region - delivered through our unique and distinctive neighbourhoods, towns and cities, coming together in a vibrant successful Greater Manchester. The strategy sets out shared outcomes and commitments to be attained over the period of the strategy, and which are underpinned by collective ways of working.
- 1.4 The draft strategy provides a ten-year vision and direction of travel for Greater Manchester, leading our recovery and renewal as the city-region comes out of the pandemic and learns to live with the ongoing implications from it. The Strategy is accompanied by a three-year Delivery Plan, which initially captures those specific programmes of activity being delivered currently which support the shared outcomes and commitments in the Strategy, with a proposition for the further development of a more comprehensive delivery planning process as set out below. The full draft text is attached at Annex B. The full final version of the strategy will include a series of linked case studies and additional detail 'pop outs' from the webpages. These are appended to the main strategy document in word format for approval.
- 1.5 The Strategy will be available in full online, with linked case studies, supporting materials, performance pages and links to other Greater Manchester strategies, plans and delivery programmes. The web content will go live following approval of the draft content by the GMCA. The web pages will continue to be developed and added to as content is developed, providing a single 'go to' website for Greater Manchester's strategies and plans in the future. Alongside the main online version of the Strategy a short, accessible print version will be available. This short version is a public facing document, translating the strategies key messages for use with all stakeholders and communities.
- 1.6 Progress monitoring for the strategy include a basket of measures to track progress against the shared outcomes and commitments, a number of associated targets, and a self-assessment process relating to the adoption and embedding of our ways of working. The performance framework will draw on a range of data and intelligence sources, including community insight, as a mechanism to ensure our interventions are responsive to the lived experience of Greater Manchester's residents. For the first time, the new performance framework will include a small number of neighbourhood floor targets, intended to highlight variance and inequality at the local levels, and to trigger collective targeted activity in response. A detailed description of the performance metrics and targeting approach is included at Annex C. The performance framework will be further developed in line with the iteration of the Delivery Plan and the availability of data and completion of community intelligence work and analysis.
- 1.7 The initial Delivery Plan attached at Annex D, captures headline delivery programmes currently underway at Greater Manchester level, which demonstrate the activities currently contributing to the attainment of the shared outcomes and commitments in

the new Strategy. A process for the further development of the Delivery Plan and its ongoing iteration and implementation outlined below for approval.

2. Performance monitoring and progress reporting

- 2.1 Detail on the Greater Manchester Strategy Performance Framework is provided at Annex C. The choice of indicators which sit within the performance framework has been informed by learning from performance management approaches for the 2017 Greater Manchester Strategy, and is responsive to the findings of the Independent Inequalities Commission and Build Back Fairer reports.
- 2.2 Specific targets are detailed against some of the measures. Indicators are targeted only where there is potential for activity delivered under the Greater Manchester Strategy to influence change in the data – the indicator needs to be responsive to our actions (or lack of actions) and have the ability to capture change within the three-year Delivery Plan timescale.
- 2.3 For the first time, the performance framework will pilot the inclusion of minimum standard targeting approaches – floor targets – these will be few in number, and will focus on spatial variation at the neighbourhood level. As set out in the Performance Framework annex, further work is required to develop baselines for the floor targets, which will initially focus on the following shared commitments:
- Enabling the delivery of world-class smart digital infrastructure;
 - Ensuring all our children and young people leave education and training ready to succeed in the labour market with a balance of academic, technical and ‘life ready’ skills.

Piloting of the floor targets will explore emerging issues, such as:

- While the neighbourhood lens is the most appropriate starting point, whether analysis at a more detailed geographical level is possible and would lead to different insights;
 - Identification of the drivers of differential spatial performance, and the options to respond in areas where floor targets are not being met;
 - The interaction between available levers and the ability to influence change in the indicators – and the timescales over which that impact might be expected to be seen.
- 2.4 In line with our commitment to reduce inequalities across all our communities, we will also report on demographic variance, drawing on insight from equality and community representatives to help frame a collective response.
- 2.5 Alongside the performance measures, processes are being developed to capture the extent to which the ways of working are being embedded across the GM system, and the contribution the ways of working are making to the priorities set out in the Strategy.
- 2.6 The ways of working measures will largely be based on a self-assessment process, understanding where the various parts of the GM system are on the ‘journey’ towards using and embedding the ways of working. There may be some elements of that assessment that are quantifiable, but this will vary across policy themes and

places. The approach adopted to develop and embed the ways of working will be supportive and innovative, to enable greater impact through all of our activities.

- 2.7 Initial assessments and trialling of approaches will be undertaken over the next three months. A further report will be provided to the GMCA with recommendations and next steps.
- 2.8 The outputs from the wider performance assessment will form the basis of content for discussion and development by the Delivery Support Group (see Section 3).

3. Developing a comprehensive delivery planning process

- 3.1 An initial delivery plan has been provided. This includes headline activity currently being delivered at GM level, which supports the attainment of the shared commitments in the draft strategy. The intention however, is that that initial delivery plan is further developed and a comprehensive, systemwide approach to the development and implementation of the delivery plan is undertaken.
- 3.2 An approach is proposed to establish a cross-agency Delivery Support Group. This group would be responsible for reviewing the strategy and performance information and providing an 'independent' honest view about the progress of the whole GM system with the shared outcomes, commitments and ways of working as well as suggested areas requiring further action. It will enable the sharing of experiences, best practice and supportive challenge and work collaboratively to find the best ways to adopt and embed the ways of working as standard in Greater Manchester working. This approach will also move the delivery plan further from the focus of just GMCA-led activities, recognising that the Greater Manchester Strategy is truly a partnership document, and its delivery and success will be attained by collective actions from across organisations, sectors and networks.
- 3.3 The development and implementation of the delivery plan will be undertaken to ensure the collective ambitions set out in the strategy can be adequately tracked and developed; it will ensure the true added value of the Greater Manchester Strategy can be demonstrated for all partners and set out the need for collective approach and accountability for its achievement.
- 3.4 The establishment of a Delivery Support Group will avoid duplication with existing infrastructure and formal / informal governance arrangements. The intention is to provide a space for the coming together of the many strands of activity which support the outcomes and commitments in the Greater Manchester Strategy, whether those are being delivered thematically or through a place-led approach. The Delivery Support Group will provide the opportunity to develop robust mechanisms to embed the ways of working set out in the Strategy across all the collective activity undertaken. For example, alignment to the developing support / oversight group for the implementation of the VCSE Accord, ensuring the activity undertaken as part of the Accord delivery is directly aligned to the GMS priorities and that there is clear connection between the ways of working and commitments set out in the Strategy and the translation of this into reality via the Accord Delivery Plan.

- 3.5 Subject to approval of the establishment of the Delivery Support Group, further developmental work will be undertaken, and an update provided to the GMCA in three months.
- 3.6 Formal progress reporting of the refreshed GMS will continue to be six monthly via the GMCA and LEP.

4. Recommendations

- 4.1 Recommendations appear at the front of this report.