



**AGMA**  
ASSOCIATION OF  
GREATER MANCHESTER  
AUTHORITIES

## **AGMA Executive Board**

Date: 9<sup>h</sup> February 2024

Subject: AGMA Budget Update 2023/24 and Budget 2024/25

Report of: Cllr David Molyneux, Portfolio Holder - Resources

Steve Wilson, Treasurer to GMCA / AGMA

### **Purpose of Report**

The report sets out the revenue budget for the Association of Greater Manchester Authorities (AGMA) 2024/25. It also includes the forecast outturn position for 2023/24.

The proposed charges in respect of AGMA to be approved for 2024/25 are included within the report together with the recommended allocations to the Greater Manchester local authorities.

### **Recommendations:**

AGMA Executive Board is requested to:

- (i) note the report and the current AGMA revenue outturn forecast for 2023/24 shows a breakeven position as set out in section 1 of this report;
- (ii) approve a budget of £970k relating to current AGMA functions in 2024/25 as set out in section 2 of this report;
- (iii) note the forecast position on the AGMA reserve as detailed in section 3 of the report and approve the return to GM local authorities £350k;
- (iv) approve an increase in scope for the AGMA budget to include the GM Resilience Unit and GM Strategic Information Governance Service and increase the AGMA budget accordingly, as set out in section 4.
- (v) approve the charges to the GM local authorities in support of the AGMA functions for 2023/24 of £1.5m, as set out in section 5 and Appendix 1 to this report.

## **Contact Officers**

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**Risk Management** – An assessment of the potential budget risks faced by the authority are carried out quarterly as part of the monitoring process.

**Legal Considerations** – See section 6 of the report.

**Financial Consequences** – Revenue – The report sets out the out the budget position for 2023/24 and planned budget strategy for 2024/25.

**Financial Consequences** – Capital – There are no capital considerations contained within the report. Number of attachments to the report: 0

## **Comments/recommendations from Overview & Scrutiny Committee**

### **Background Papers**

AGMA Executive Board: AGMA Budget Update 2022/23 and Budget 2023/24 – 10<sup>th</sup>

February 2023

AGMA Executive Board: AGMA 2022/23 Final Outturn – 30 June 2023

## 1. AGMA FORECAST OUTTURN AND BUDGET UPDATE 2023/24

- 1.1 The forecast outturn position for the year ending 31 March 2024 is a breakeven position. The forecast position includes increased use of reserves of £34k to fund costs in 2023/24 as agreed in February 2023. Further information is set out below:

<b>AGMA Revenue Budget 2023/24</b>	<b>Approved Budget</b>	<b>Forecast Outturn</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Resources Available</b>			
Contribution from Districts	843	843	0
Contribution from Reserves	34	34	0
External income & contributions	61	61	0
<b>Total</b>	<b>938</b>	<b>938</b>	<b>0</b>
<b>Call on Resources</b>			
GM Protect Management	106	106	0
Flood and Water Management	33	33	0
Sharepoint	34	34	0
Police and Crime Panel	74	74	0
County Records	216	216	0
Specialist Trading Standards	62	62	0
GM Archaeology Service	145	145	0
Waste and Minerals Unit	60	60	0
Ecology Unit	208	208	0
<b>Total</b>	<b>938</b>	<b>938</b>	<b>0</b>
<b>Net Position</b>	<b>0</b>	<b>0</b>	<b>0</b>

## 2. PROPOSED AGMA BUDGET 2024/25

- 2.1 The AGMA budget was previously hosted by Manchester City Council (MCC) and transferred into GMCA from 1<sup>st</sup> April 2023. The majority of the AGMA budget is shared by GM local authorities, the majority on basis of population and fixed costs for County Records and Police and Crime Panel. The population basis for 2024/25 has been updated to reflect the latest population census data of mid-year 2022.

2.2 The current scope of functions included in the AGMA budget for 2024/25 have an estimated cost of £970k which is an increase of £32k compared to 2023/24. This reflects an increase in line with the Green Book pay award (3.88%) to provide sufficient funding for the functions and the funding of Sharepoint which has previously been funded from AGMA reserve.

2.3 The information below shows a table of the proposed 2024/25 budget of £970k and provides a brief description for each of the existing functions:

<b>AGMA Existing functions Proposed Revenue Budget 2024/25</b>	<b>2023/24 Original Budget</b>	<b>2024/25 Proposed Budget</b>	<b>Change</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Resources</b>			
Contribution from Districts	843	909	66
Contribution from Reserves	34	0	-34
GMCA Contribution	61	61	0
<b>Total</b>	<b>938</b>	<b>970</b>	<b>32</b>
<b>Expenditure</b>			
GM Protect Management	106	110	4
Flood and Water Management	33	34	1
Sharepoint	34	34	0
Police and Crime Panel	74	77	3
County Records	216	224	8
Specialist Trading Standards	62	64	2
GM Archaeology Service	145	149	4
Waste and Minerals Unit	60	62	2
Ecology Unit	208	216	8
<b>Total</b>	<b>938</b>	<b>970</b>	<b>32</b>
<b>Net Position</b>	<b>0</b>	<b>0</b>	<b>0</b>

### 2.3 GM Protect Management

The GM Protect team is hosted by GMCA and funded by the GM local authorities together with the PCC's office to work with local authorities to develop and deliver the Protect Duty (Martyn's Law) in Greater Manchester. Under the new legislation, qualifying premises will be required to meet a series of criteria to ensure public safety, to mitigate the risk of a terrorist attack occurring and to reduce the consequences of an attack should one take place. Delivery of the Protect Duty requires cross-sector partnership working, with the team reporting to Greater Manchester's CONTEST Board.

#### 2.4 Flood and Water Management

Since 2010 the North West Regional Flood and Coastal Committee (RFCC) has part funded (50%) a flood risk coordinator post (with a small operational budget) within each sub region/county in the North West. Following a report to GM chief executives in January 2020 it was agreed that the GM Flood and Water Management post previously employed by Rochdale Council on behalf of the GM local authorities, would be transferred to GMCA. It was agreed that 50% of the cost of the role would continue to be met from the Local Authorities as Lead Local Flood Authorities and 50% would continue to be funded from the Environment Agency (via the Local Levy).

#### 2.5 Sharepoint

The Multi Agency Risk Assessment Conference - (MARAC) SharePoint site is a multi-agency site that all the North West Authorities utilise to share data regarding safeguarding and abuse victims with various agencies such as the police. There are several regional sites such as Oldham MARAC, Trafford MARAC, and Bolton MARAC. Costs are paid to Wigan MBC as the host for this system and this contributes to the infrastructure, technical support, and backup costs.

#### 2.5 Police and Crime Panel

The GM Police, Fire and Crime Panel is the statutory elected member committee that scrutinises the work of the Mayor as the Police, Crime and Fire Commissioner. Police and Crime Panel came into effect as part of the Police Reform & Social Responsibility Act 2011. This introduced new governance arrangements for police forces to create the statutory office of the Police and Crime Commissioner. The local authorities for the police area must establish the PCP as a joint committee of the constituent councils and is responsible for the production of the Police and Crime Plan.

#### 2.6 County Records

Greater Manchester County Record Office is hosted by Manchester City Council. It was opened in 1976, two years after the establishment of the metropolitan county councils in England and Wales. After the abolition of

Greater Manchester County Council in 1986, it became funded by the AGMA. The main function of the Office is to store historical records relating to the Greater Manchester area and to make them available for members of the public for research. There are now some 4 miles of shelving of records, which date back to 1197. Greater Manchester County Record Office has a public search room where members of the public can consult archives for research. The record Office participates in the County Archive Research Network and has a fully equipped conservation department where irreplaceable documents can be repaired.

## 2.7 Trading Standards

Trading Standards hosted by Manchester City Council provides the metrology laboratories for GM local authorities. These are the laboratories where weights and measures equipment can be calibrated by each of the local authority Trading Standards teams when they are carrying out weights and measures checks in their areas.

## GM Archaeology Service

2.8 This service is provided by the University of Salford to advise on identifying heritage assets with an archaeological interest and understanding their significance. This includes:

- Assessing the likely archaeological implications of development proposals
- Recommending any necessary archaeological work as a planning condition
- Liaising with planners and developers to mitigate impacts on significant archaeology
- Preparing briefs and advising on written schemes of investigation
- Monitoring archaeological works Mediating between clients and archaeological contractors Preparing research agendas within the planning process
- Enhancing the Historic Environment Record as a planning tool and public record
- Promoting dissemination of results from archaeological investigations

## 2.9 Waste and Minerals Unit

The GM local authorities are minerals and waste planning authorities. The service will transfer into the GMCA during 2024/25. This means that they must ensure that there are enough minerals for construction to meet need and enough sites for facilities to meet waste management requirements. The local authorities are required by legislation to produce Waste and Minerals Plans and to keep these under review. As waste and minerals is a strategic issue two joint Greater Manchester plans have been produced:

- The Greater Manchester Waste Development Plan Document (DPD) was adopted in April 2012 and
- The Greater Manchester Minerals Development Plan Document in April 2013 The unit monitor the plans, provide advice direct to the 10 Local Planning Authorities and engagement with neighbouring local authorities.

## 2.10 Ecology Unit

The GM Ecology Unit (GMEU) is hosted by Tameside MBC and provides specialist advice to and on behalf of the GM local authorities in relation to biodiversity, nature conservation and wildlife issues. This includes:

- Development and implementation of the Greater Manchester Biodiversity Action Plan.
- Informing the ecological impact of development proposals on behalf of planning departments, and provides advice on safeguarding wildlife on development sites.
- Identifying, surveying and designating sites of biological Importance in Greater Manchester.
- Advising other council departments and the general public on wildlife issues.
- Inputs into the preparation of Local Development Frameworks and other plans and strategies.
- Providing advice on national and international legislation and planning guidance relating to wildlife and nature conservation, including protected species.

- Advising on the management of local authority owned land, including the preparation of site management plans.
- Providing training for local authority staff and others.

### 3. AGMA RESERVES

3.1 The position on General AGMA reserves at 31<sup>st</sup> March 2023 reported to AGMA Executive Board in June 2023 was £437k. The forecast balance for 31<sup>st</sup> March 2024 is £403k which represents 42% of the AGMA proposed budget for 2024/25. This reserve has arisen from previous years underspends, particularly in relation to historic AGMA funding for the GM Spatial Framework. It is proposed that £350k of AGMA reserves are returned to GM local authorities, leaving a £53k (5%) balance for minor in year variances.

<b>AGMA Reserves</b>	<b>Actual Balance as at 31-Mar-23</b>	<b>Forecast Transfer in/(out) 2023/24</b>	<b>Forecast Balance as at 31-Mar-24</b>	<b>Forecast Transfer in/(out) 2024/25</b>	<b>Forecast Balance as at 31-Mar-25</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>General AGMA Reserves</b>	<b>437</b>	<b>-34</b>	<b>403</b>	<b>-350</b>	<b>53</b>
% of AGMA Budget	47%		42%		5%

### 4. CHANGE IN SCOPE OF AGMA BUDGET

- 4.1 The AGMA constitution sets out the principles for joint working in relation to functions covered by the agreement. This includes providing streamlined decision making, excellent co-ordination of services across the combined administrative area, mutual co-operation, partnering arrangements, and added value in the provision of shared services.
- 4.2 One of the objectives of the AGMA Board is to streamline decision making where joint arrangements already exist, develop and agree current and new areas of joint working and develop joint working arrangements with the GMCA.
- 4.3 It is proposed that from 2024/25 consideration is given to expand the scope of the AGMA functions and budget to include other GM wide functions that are provided within GMCA on behalf of the 10 local authorities. The aim being to



provide greater transparency of joint working and funding arrangements and reduce the administration burden.

4.4 The hosting of the GM Resilience Unit transferred from MCC to GMCA in 2023/24. The 2023/24 cost of this is £920k funded from:

- £500k recharge to 10 GM local authorities based on the mid-year population census;
- £138k from GMCA towards the cost of the Chief Resilience Officer;
- £55k from the Public Health network hosted by Tameside MBC;
- £50k from the local authority Public Health budgets as agreed with Directors of Public Health in 2013/14;
- £54k recharge to MCC for the Civil Contingencies Officer;
- £123k from GM Resilience Unit reserves (remaining balance of £137k).

4.4 The budget requirement for the GM Resilience Unit in 2024/25 is £978k which reflects the 2023/24 and 2024/25 pay award and impact of moving staff onto GMCA pay structure.

4.5 The Resilience Unit have reserves of £137k generated by underspends in previous years which transferred across from MCC to GMCA in 2023/24. The Resilience Unit reserve can be applied to the reduce the recharge to local authorities in 2024/25, which would reduce the additional funding requirement to £40k in 2024/25.

4.6 The position on availability of the Resilience Unit reserve for the 2025/26 budget will be reviewed next year, taking into account any underspend from 2023/24. In the event that there are insufficient reserves, the recharge to local authorities would need to be increased accordingly in 2025/26.

4.7 In summary the 2024/25 cost of £978k proposed to be added to the AGMA budget would be funded from:

- £540k recharge to 10 GM local authorities based on the mid-year population census;
- £142k from GMCA towards the cost of the Chief Resilience Officer;
- £55k from the Public Health network hosted by Tameside MBC;

- £50k from the local authority Public Health budgets as agreed with Directors of Public Health in 2013/14;
- £54k recharge to MCC for the Civil Contingencies Officer;
- £137k from GM Resilience Unit reserves (remaining balance of nil).

4.8 It is also proposed to expand the scope of the AGMA recharge to include GM Strategic Information Governance Service of £50k which is currently recharged to local authorities at £5k per authority.

## 5. SUMMARY

5.1 The impact of the budget requirement for existing AGMA functions and proposed expanded AGMA functions is summarised in the table below.

<b>AGMA Proposed Revenue Budget 2024/25</b>	<b>2023/24 Existing functions</b>	<b>2024/25 New functions</b>	<b>Total AGMA 2024/25</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Resources</b>			
Contribution from Districts	909	592	1,501
Contribution from Reserves	0	137	137
Other income	0	159	159
GMCA Contribution	61	142	203
<b>Total</b>	<b>970</b>	<b>1,030</b>	<b>2,000</b>
<b>Expenditure</b>			
GM Protect Management	110	0	110
Flood and Water Management	34	0	34
Sharepoint	34	0	34
Police and Crime Panel	77	0	77
County Records	224	0	224
Specialist Trading Standards	64	0	64
GM Archaeology Service	149	0	149
Waste and Minerals Unit	62	0	62
Ecology Unit	216	0	216
GM Resilience Unit	0	978	978
GM Strategic Info Governance	0	52	52
<b>Total</b>	<b>970</b>	<b>1,030</b>	<b>2,000</b>
<b>Net Position</b>	<b>0</b>	<b>0</b>	<b>0</b>

5.2 The AGMA recharge and return of reserve for each Local Authority is summarised in the table below:

AGMA Recharge	Existing AGMA functions	2024/25		Total 2024/25	Return of AGMA Reserve
		New AGMA functions GM Resilience Unit	Info Gov.		
	£000	£000	£000	£000	£000
<b>Bolton</b>	92	55	5	<b>152</b>	-36
<b>Bury</b>	69	36	5	<b>110</b>	-23
<b>Manchester</b>	159	106	5	<b>269</b>	-68
<b>Oldham</b>	80	45	5	<b>130</b>	-29
<b>Rochdale</b>	76	42	5	<b>123</b>	-27
<b>Salford</b>	87	52	5	<b>144</b>	-33
<b>Stockport</b>	92	55	5	<b>152</b>	-36
<b>Tameside</b>	77	43	5	<b>126</b>	-28
<b>Trafford</b>	78	44	5	<b>127</b>	-28
<b>Wigan</b>	100	62	5	<b>167</b>	-40
<b>Total</b>	<b>909</b>	<b>540</b>	<b>52</b>	<b>1,501</b>	<b>-350</b>

## 6. LEGAL CONSIDERATIONS

6.1 In coming to decisions in relation to the revenue budget the Authority has various legal and fiduciary duties. The amount charged to the Districts in respect of the Authority's AGMA functions must be sufficient to meet the Authority's legal and financial commitments, ensure the proper discharge of its statutory duties and lead to a balanced budget.

6.2 In exercising its fiduciary duty the Authority should be satisfied that the proposals put forward are a prudent use of the Authority's resources in both the short and long term and that they are acting in good faith for the benefit of the community whilst complying with all statutory duties.

### Duties of the Treasurer (Chief Finance Officer)

6.3 The Local Government Finance Act 2003 requires the Chief Finance Officer to report to the Authority on the robustness of the estimates made for the purposes of the calculations and the adequacy of the proposed financial reserves. The Authority has a statutory duty to have regard to the Chief Finance Officer's report when making decisions about the calculations.

- 6.4 Section 28 of the Local Government Act 2003 imposes a statutory duty on the Authority to monitor during the financial year its expenditure and income against the budget calculations. If the monitoring establishes that the budgetary situation has deteriorated, the Authority must take such action as it considers necessary to deal with the situation. This might include, for instance, action to reduce spending in the rest of the year, or to increase income, or to finance the shortfall from reserves.
- 6.5 Under Section 114 of the Local Government Finance Act 1988, where it appears to the Chief Finance Officer that the expenditure of the AGMA incurred (including expenditure it proposes to incur) in a financial year is likely to exceed the resources (including sums borrowed) available to it to meet that expenditure, the Chief Finance Officer has a duty to make a report to the Authority.
- 6.6 The report must be sent to the Authority's External Auditor and every member of the Authority and the Authority must consider the report within 21 days at a meeting where it must decide whether it agrees or disagrees with the views contained in the report and what action (if any) it proposes to take in consequence of it. In the intervening period between the sending of the report and the meeting which considers it, the authority is prohibited from entering into any new agreement which may involve the incurring of expenditure (at any time) by the authority, except in certain limited circumstances where expenditure can be authorised by the Chief Finance Officer. Failure to take appropriate action in response to such a report may lead to the intervention of the Authority's Auditor.

#### Reasonableness

- 6.7 The Authority has a duty to act reasonably taking into account all relevant considerations and not considering anything which is irrelevant. This Report sets out the proposals from which members can consider the risks and the arrangements for mitigation set out below.

#### Risks and Mitigation

6.8 The Treasurer has examined the major assumptions used within the budget calculations and considers that they are prudent, based on the best information currently available.

#### Basis of Apportionment of Costs to District Authorities

6.9 The amount payable by each Council is determined by apportioning the costs between the Councils in such proportions as they (unanimously) agree or, in default of such agreement in proportion to the resident population. Appendix 1 details the apportionment of costs across the Districts.

6.10 The remaining functions, with the exception of those listed below, are apportioned to Districts on a population basis.

- Police and Crime Panel Support – Historic funding split 17% Manchester City Council and the remaining 83% split equally to the remaining nine Districts
- County Records Unit – Each District pays an equal Contribution

## **7. RECOMMENDATIONS**

7.1 Detailed recommendations appear at the front of this report.

## Appendix 1

<b>AGMA Recharges 2024/25</b>	Total Charge	Basis of Apportionment	Bolton	Bury	Manchester	Oldham	Rochdale	Salford	Stockport	Tameside	Trafford	Wigan	Total District Charges	Cont From GMCA	Other Income	Use of reserve	Total Funding
<b>Mid Year Population 2022</b>	£		298,903 £	194,606 £	568,996 £	243,912 £	226,992 £	278,064 £	297,107 £	232,753 £	236,301 £	334,110 £	£	£	£	£	£
<b>Existing AGMA functions</b>																	
Police & Crime Panel	77,000	Per Division	7,101	7,101	13,090	7,101	7,101	7,101	7,101	7,101	7,101	7,101	77,000			0	77,000
County Records	224,000	Fixed	17,800	17,800	17,800	17,800	17,800	17,800	17,800	17,800	17,800	17,800	178,000	46,000		0	224,000
Specialist Trading Standards	64,000	Population	6,570	4,277	12,507	5,361	4,989	6,112	6,530	5,116	5,194	7,344	64,000			0	64,000
GM Archaeology Service	149,000	Population	15,295	9,958	29,117	12,481	11,616	14,229	15,204	11,910	12,092	17,097	149,000			0	149,000
Waste and Minerals Unit	62,000	Population	6,365	4,144	12,116	5,194	4,833	5,921	6,326	4,956	5,032	7,114	62,000			0	62,000
Ecology Unit	216,000	Population	22,173	14,436	42,209	18,094	16,839	20,627	22,040	17,266	17,529	24,785	216,000			0	216,000
GM Protect Management	110,000	Population	9,752	6,349	18,564	7,958	7,406	9,072	9,694	7,594	7,710	10,901	95,000	15,000		0	110,000
Flood & Water Management	34,000	Population	3,490	2,272	6,644	2,848	2,651	3,247	3,469	2,718	2,759	3,901	34,000			0	34,000
Sharepoint	34,000	Population	3,490	2,272	6,644	2,848	2,651	3,247	3,469	2,718	2,759	3,901	34,000			0	34,000
	<b>970,000</b>		<b>92,037</b>	<b>68,611</b>	<b>158,691</b>	<b>79,686</b>	<b>75,885</b>	<b>87,356</b>	<b>91,634</b>	<b>77,179</b>	<b>77,976</b>	<b>99,945</b>	<b>909,000</b>	<b>61,000</b>	<b>0</b>	<b>0</b>	<b>970,000</b>
<b>New AGMA functions</b>																	
Information Governance	52,000	Fixed	5,200	5,200	5,200	5,200	5,200	5,200	5,200	5,200	5,200	5,200	52,000				52,000
GM Resilience Network	540,000	Population	55,433	36,091	105,524	45,235	42,097	51,569	55,100	43,165	43,823	61,963	540,000	142,000	159,000	137,000	978,000
	<b>592,000</b>		<b>60,633</b>	<b>41,291</b>	<b>110,724</b>	<b>50,435</b>	<b>47,297</b>	<b>56,769</b>	<b>60,300</b>	<b>48,365</b>	<b>49,023</b>	<b>67,163</b>	<b>592,000</b>	<b>142,000</b>	<b>159,000</b>	<b>137,000</b>	<b>1,030,000</b>
<b>Total</b>	<b>1,562,000</b>		<b>152,670</b>	<b>109,902</b>	<b>269,415</b>	<b>130,121</b>	<b>123,182</b>	<b>144,125</b>	<b>151,934</b>	<b>125,545</b>	<b>127,000</b>	<b>167,107</b>	<b>1,501,000</b>	<b>203,000</b>	<b>159,000</b>	<b>137,000</b>	<b>2,000,000</b>