

**Greater Manchester Combined Authority**  
**Resources Committee**

Date: 25 October 2024

Subject: Update on GMCA Group Arrangements

Report of: Caroline Simpson, Group Chief Executive Officer, GMCA, GMFRS and TfGM

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## **Purpose of Report**

This report provides the Committee with an update on the Senior Leadership structure of the new Group arrangements following my appointment as Group CEO and I am seeking your input and support for the next stages of development.

The report also sets out some key appointments and requests approval for changes to existing delegations that will support the direction of travel that is proposed, whilst ensuring full accountability and transparency.

I propose to present a further update to Resources Committee in January 2025.

## **Recommendations**

The Committee is asked to:

1. Note and endorse direction of travel for the GMCA/TfGM group structure and senior leadership arrangements in the context of the Single Integrated Settlement and the next phase of growth and system working across Greater Manchester
2. Confirm Steve Warrener current interim Managing Director of TfGM as the permanent Managing Director of TfGM
3. Support the engagement of independent HR/OD support to identify where senior leadership roles are changing in terms of scope and responsibilities and review appropriate remuneration.

4. Support the intention to utilise a current Senior Leadership role in TFGM to support wider system change and integration across the group arrangements.
5. Recommend to the GMCA a) approval of the extension of delegations to the Group Chief Executive and b) changes to the terms of reference of this Committee to be included within the GMCA Constitution regarding staffing matters to align with common practice in local government, as set out in the report.
6. Note the intention through the budget setting process for 2025/26 to release funding back into the 10 local authorities in light of the above arrangements and efficiencies to be gained as part of the proposals in the report.
7. Note the reframing of the Police, Crime, Criminal Justice and Fire Directorate to Safer Stronger Communities Directorate.
8. Note the intention to present a further report to the Committee in early 2025 with a more detailed update on potential opportunities for further integration and efficiencies as well as an update and proposed approach for the next level of leadership in GMCA and TFGM

## **Contact Officers**

Caroline Simpson, Group Chief Executive Officer

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## **Equalities Impact, Carbon and Sustainability Assessment:**

The proposals in this paper will not have a direct impact on equalities, carbon and sustainability.

## **Risk Management**

If the recommendations in this report are approved, there will be an articulation of risks at a group level which will either be as an inherent risk of being a more formalised group or be escalated from the organisations that form the group. One of the recommendations in this report is in relation to seeking HR/OD advice which will include any people related risks to the proposals.

## **Legal Considerations**

If increase in delegations and change to this Committee's terms of reference are approved by the GMCA, the GMCA Constitution will need amending,

## **Financial Consequences – Revenue**

This paper proposes phasing out an element of the levy from Local Authorities to GMCA that supports the ongoing operation of GMCA, £2.6m to be phased out over four years.

## **Financial Consequences – Capital**

N/A

## **Number of attachments to the report:**

N/A

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

N/A:

## **Background Papers**

N/A:

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

**Overview and Scrutiny Committee**

N/A

# 1. Background

As the Committee will be aware, I commenced my role as Group CEO in June 2024. Some of the key drivers for the establishment of the Group CEO role were: to forge constructive and positive relationships within a complex environment with a multitude of local, regional and national stakeholders; to influence, shape and deliver the next stage of the city region's devolution journey, in a cohesive and collaborative manner and to work with both GMCA and TfGM to increase the level of integration of functions and activity between both organisations.

Since June, engagement with Government, Local Authorities and other stakeholders has highlighted that there is support for more integrated working across GMCA, TfGM, Local Authorities and our partners that will enable us to leverage collective skills, resources and experience to achieve more for GM and to contribute to local and national growth.

The overarching, collective mission for the Group (GMCA, GMFRS and TfGM) is to work as efficiently and as effectively as we can together, to deliver our ambitions for the people of Greater Manchester.

To support this mission, there is scope for more collaboration, alignment and efficiency across the group that will in turn better enable coordinated engagement and collaboration with the ten local authorities, with our partners in Health and with Greater Manchester Police (GMP). Partner and stakeholder relationships are the key to achieving our GM ambitions.

To realise these opportunities, whilst not putting at risk the significant delivery activity that is required of all the organisations, it is important that there is an evolutionary, thoughtful, opportunity-led approach to change that is undertaken in discrete steps.

This report sets out the current organisational profiles, the drivers for change, the first steps and the direction of travel in relation to opportunities for strategic alignment and development.

## 2. Group organisations

### 2.1. Greater Manchester Combined Authority (GMCA)

GMCA as an organisation employs over 600 staff (excluding GMFRS). It consists of a number of directorates focussed on the delivery activities of GMCA. These directorates are:

- Digital
- Education, Work and Skills
- Environment
- Place Making
- Public Service Reform
- Safer and Stronger Communities
- Strategy, Research and Economy
- Corporate functions

GMCA is responsible for a number of budgets including Mayoral, GM Fire and Rescue, Transport, Waste, GMCA Core, Police and Crime and Capital, which collectively in 2023/24 amounted to over £2bn, excluding CRSTS.

## **2.2. Greater Manchester Fire and Rescue Service (GMFRS)**

GMFRS covers around 500 square miles and operates 41 fire stations, making it one of the largest Fire and Rescue Services outside London. It employs almost 1700 uniformed and support staff. During 2023/24, GMFRS attended 32,128 incidents (fires, false alarms and special service calls), undertook 30,506 Home Fire Safety Assessments and delivered 5,330 fire safety interventions. GMFRS revenue budget for 2024/25 is £139m and capital budget of just below £30m.

## **2.3. Transport for Greater Manchester (TfGM)**

TfGM employs approximately 1200 staff. It is the second largest transport authority in the UK and has significant operational responsibilities in delivering the Bee Network – consisting of Metrolink, active travel and more recently and significantly, franchised bus services. TfGM is also instrumental in developing and implementing transport strategy and policy. From January 2025, upon completion of the bus franchising programme TfGM's annual expenditure will increase to more than £1bn per annum including the delivery of a £1bn capital programme through CRSTS to 2027.

## **3. The need for change - scale, scope and complexity**

The scope of what we are doing in GM is changing, we are the first city region to implement franchised bus services and the latest 'trailblazer' devolution agreement is our most significant devolution deal yet. This is a unique moment and an incredible opportunity to do things differently. It provides greater influence and flexibility over crucial policy areas

including: transport, housing and regeneration, adult skills, employment support, the environment, economic growth, culture, data, digital, resilience and public services. Alongside this we have a new Mayoral term with fresh manifesto commitments to deliver.

This increased scope brings with it a huge increase in the scale of our activities. TfGM will be managing expenditure of £1 billion + capital expenditure, we are delivering hundreds of millions of pounds of contracts and programmes, all of which significantly increase the complexity and financial risk that we need to manage.

Together, these drivers will guide a refresh of our Greater Manchester Strategy to ensure that our resources and efforts are used in the most effective way to help achieve our mission to improve the lives of everyone in Greater Manchester.

## **4. GMCA Group**

### **4.1. GMCA Group**

In the context of considering the GMCA group, it is important to set out what the group is and is not. The GMCA group is:

- GMCA, GMFRS, TfGM under shared leadership, working better together
- clear in its role: as “one of the eleven”, focussed on delivery and convening and facilitating the GM system
- an enabler to leveraging our collective skills, resources and experience to help achieve our mission for GM
- a “place-first” approach to strategic planning, working with our local authorities to drive the best outcomes for our residents and businesses
- a “group-first” approach - seizing opportunities to be more efficient - doing things once, together

It is not:

- a merger of GMCA and TfGM
- a rebrand: the TfGM, GMFRS and GMCA brands are strong and valued
- diminishing the sovereignty of GMFRS, TfGM or any of the Local Authorities
- replacement of Fire Annual Plan or the TfGM and GMCA Business Plans
- an intent to take any powers away from local authorities

- a central, resource heavy, “ivory tower”
- a one size fits all approach in terms of working together in functions and activities, there are already a number of examples of shared working, but all are different

Change is constant for every organisation and I want to ensure that we continue to evolve whilst preparing for our integrated settlement and being a much bigger transport authority – but do this as part of a wider strategy that collectively focusses us on delivering those priorities, that are agreed by our Leaders, that will make a real difference to our residents.

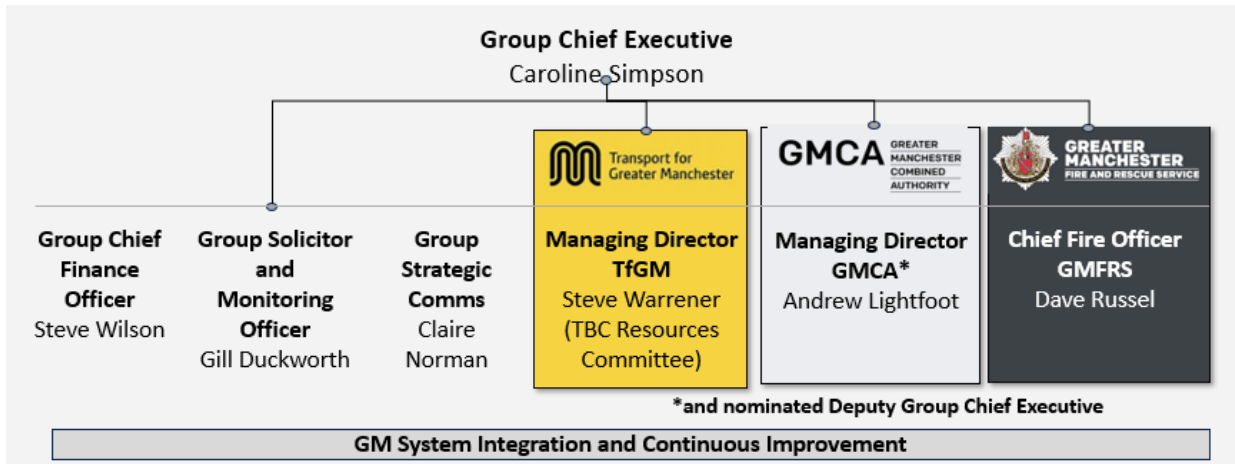
This evolution needs to happen in the context of my original priorities, that I set out to the group workforce in early July:

- **Relationships** – building on, and further strengthening the relationships we have across our organisations and across GM which has been at the heart of our success to date and increasingly needed to fulfill our collective ambition;
- **Delivering** – a relentless focus on delivery against our ambition, focusing on how we can work together to deliver public services in an integrated way – and ensuring we continue to provide solutions to Government and continue our devolution journey;
- Our **people** – celebrating our public sector workforces, making GM the best place in the Country to build a career in public service and ensuring high expectations in terms of productivity, performance and accountability.

## 4.2. Group Leadership Team

The first stage of this evolutionary approach is to formalise the GMCA Group Leadership Team. This is the team that will directly support me as the Group CEO and consists of:





- GMCA Managing Director and Deputy Group CEO, Andrew Lightfoot
- TfGM Managing Director, Steve Warrener (See Recommendation 2)
- GMFRS Chief Fire Officer, Dave Russel
- Group Chief Finance Officer, Steve Wilson
- Group Solicitor and Monitoring Officer, Gill Duckworth
- Group Strategic Communications Director, Claire Norman
- Group Integration and Continuous Improvement (See Recommendation 4)

### 4.3. Managing Director, TfGM

In January 2024, GMCA approved the appointment of Steve Warrener to be Managing Director, TfGM on an interim basis, pending further discussions with the incoming Group CEO. It is therefore proposed that with my support this appointment is made permanent.

**The Committee is requested to confirm this appointment.**

Appointment to the role of Director, Finance and Corporate Services at TfGM, the role also currently held by Steve Warrener, will be made in line with the TfGM Constitution.

### 4.4. Group Integration and Continuous Improvement Director

To realise the opportunities that greater alignment and better integration across the Group and across GM can deliver, it is important that there are appropriate change and transformation skills within the senior leadership team. There is further work to be done over the coming weeks and months to understand how we further evolve through the change programmes already in place within TfGM and GMCA. **The Committee is requested to support me to further explore the opportunity to utilise a current senior**

**leadership role that exists within TfGM to support wider change and integration** across the group arrangements.

#### **4.5. Scope and Remuneration**

At this time, there are no proposed changes to the remuneration of these senior leadership posts. **I am seeking support from the Committee to engage independent HR/OD support** to identify where senior leadership team roles are changing in terms of scope resulting from group arrangements and new responsibilities and review appropriate remuneration. Results will be reported back to the Committee in early 2025.

### **5. Delegations to the Group CEO**

In relation to staffing matters, the delegations to the Head of Paid Service (Group CEO) within the GMCA Constitution only permits the establishment of posts up to Grade 11 or equivalent, which attract a maximum salary of £61,905.

This is a legacy arrangement, it pre-dates the establishment of the GMCA Pay and Grading structure for posts above Grade 11, which was approved by the Resources Committee on 29 July 2022 and is not in line with other local authority arrangements, see Appendix 1.

To enable me to effectively execute my responsibilities as Head of Paid Service and to lead the Group in a dynamic, effective and efficient way it is proposed that the delegations and terms of reference of this Committee within the GMCA Constitution, are amended to bring them in line with other local authorities. This would allow me to establish new and additional posts up to and including Deputy Chief Officers. In the context of the Group this will be all posts except for the Senior Leadership Team (ie my direct reports) - the establishment and/or appointment to which would be brought to the Resources Committee for approval/recommendation to GMCA. Furthermore, and again to align with local authority limits, that in consultation with the Treasurer, I am able to agree severance packages below £100k.

To ensure transparency and accountability, I will provide a report to Resources Committee on at least an annual basis, detailing any changes to establishment and/or senior management structures.

**The Committee are requested to approve changes to the delegations to the Group CEO and terms of reference of this Committee to be amended in the GMCA Constitution.**

## **6. Opportunities for more integrated working**

So far, engagement with Leaders and Chief Executives across GM, with Government, partners and other Mayoral CAs has been really positive. There is a phenomenal opportunity for GM in the current national and regional context but we are being asked to do more and to achieve more in an environment of real fragility in local government. The only way we can do that is to do it together.

This thinking is taking place on a number of levels:

- Firstly at a GM System Level – building on much closer links already in place with the Integrated Care Partnership and also with Greater Manchester Police where there are lots of opportunities for closer working and work already underway in terms of safety on public transport and estates planning.
- Secondly at a GMCA Group Level - We have hugely talented, committed teams across three distinct but aligned organisations and there is strong commitment across teams who are already exploring the potential for closer working. GMCA and GMFRS already operate together, sharing corporate services, systems and people. There are already a number of functions across the group (with TfGM) that operate as either a shared service, have shared resources or shared leadership. These include Information Governance, Audit, Risk and Assurance and Strategic Communications. But there is scope and ambition for much more to drive better outcomes for our residents, communities and businesses and to gain efficiencies in the way we work.
- Thirdly is more integration with our ten authorities – if we are to truly build an integrated regional and local government structure that follows the principles of devolution and makes best use of all our collective expertise, we have more opportunities for stronger and closer working with local authorities. Work is underway with Local Authority Chief Executives to identify how best to achieve this, particularly with regards to the current demand pressures in local services, the potential to assist in invest to save propositions, and to ensure all the GMCA Group are operating as efficiently and supportively as possible.

Fundamental to all this is that the GMCA group is seen, acts and is treated as “one of the eleven”. What this paper is describing is absolutely not about creating another tier of governance in Greater Manchester in the form of the GMCA group, but is about cementing its place as a partner, so that together, as a system, we can plan and deliver our outcomes.

## **7. Financial implications**

GMCA does not receive any core funding from Government. Since its formation, Local Authorities have provided a proportion of GMCA’s core funding for necessary running costs through the levy. Currently this is £2.6m per annum. By taking these opportunities for better integrated working, it is proposed to phase out that part of the Local Authority levy over a four-year period, with a 25% reduction (£650k) in 2025/26. This will be returned to Local Authorities as a “group dividend”. **Resources Committee is requested to note this intention.**

## **8. Safer and Stronger Communities**

An example of thinking more broadly across GM and about the role our teams play, our policing, crime, criminal justice and fire team have changed their name to better reflect their work and priorities for creating a safer and stronger Greater Manchester. From September 9, the team became Safer and Stronger Communities and Deputy Mayor Kate Green became the city-region’s Deputy Mayor for Safer and Stronger Communities.

The team has a wide-ranging, high-profile and complex remit, working closely with the Mayor and Deputy Mayor, Greater Manchester Police (GMP), Greater Manchester Fire and Rescue Service (GMFRS), our 10 Community Safety Partnerships (CSPs) and many other partners and organisations across Greater Manchester.

It is hoped the change in name will more strongly reflect the team’s work and its impact in supporting and delivering the ambitions of GMCA and Greater Manchester more widely.

Resources Committee is requested to **note the reframing of the Police, Crime, Criminal Justice and Fire Directorate to Safer Stronger Communities.**

## **9. Next steps**

I will bring a further update to Resources Committee in January 2025 which will include more thinking around how we can potentially better align activities across the group. I will initially investigate opportunities around activities such as information systems, social value, engagement, organisational development/people, estates and assets and programmes and projects. This is by no means a definitive or exhaustive list, but a step in the direction of making sure we are thinking, planning and working as a group where it is sensible to do so, to ultimately help the GMCA group play its part in achieving our mission.

## Appendix - Local Authority Delegations

In relation to the delegations to the Head of Paid Service for the establishment and remuneration of posts, the following arrangements are in place across the GM local authorities.

Local Authority	Delegations to Head of Paid Service for appointment
Bolton	<p>Any member of staff of the Council other than</p> <ul style="list-style-type: none"> <li>• Chief Executive (Head of Paid Service)</li> <li>• Monitoring Officer or Chief Finance Officer</li> <li>• Non-statutory or deputy chief officer as defined in the Local Government and Housing Act 1989 (ie any Director, deputy or assistant director, or any member of staff who reports directly to the Chief Executive or a director)</li> </ul> <p>Any political assistant</p>
Bury	<p>The appointment of officers below Deputy Chief Officer (other than assistants to political groups) is the responsibility of the Head of Paid Service or his/her nominee and may not be made by Councillors.</p>
Manchester	<p>Officers below Deputy Chief Officer (other than assistants to political groups)</p>
Oldham	<p>Appointment of officers up to Deputy Chief Officer, but the authority may delegate the function of the appointment of a Deputy Chief Officer to the Head of Paid Service who may sub-delegate the function to another Officer.</p>
Rochdale	<p>All Director appointments will be made by the Chief Officer Employment Committee.</p> <p>Where a vacancy occurs in any existing office of a Director, the Chief Executive in consultation with the relevant Cabinet Member shall decide whether to fill the vacancy and, if so, the terms and conditions for the post.</p>

	<p>Where a salary package in excess of £100,000 is to be offered, the Chief Executive shall make recommendations to the next available meeting of the Full Council before proceeding.</p> <p>Appointment of Assistant Directors and Officers below Director-level is the responsibility of the Chief Executive and or Director or his or her nominee, and may not be made by Members.</p>
Salford	<p>Appointment of officers below deputy chief officer (other than assistants to political groups) is the responsibility of the Head of Paid Service or an officer nominated by him/her and may not be made by Councillors.</p>
Stockport Council	<p>Officers with the exception of</p> <ul style="list-style-type: none"> <li>• Head of Paid Service</li> <li>• Statutory Chief Officers</li> <li>• Non-statutory chief officers</li> <li>• Deputy chief officers</li> <li>• Monitoring Officer</li> <li>• Political assistants</li> </ul>
Tameside	<p>All officers other than the Senior Leadership Team (Service Unit Managers)</p>
Trafford	<p>The creation of a maximum of 3 new posts up to and including Band 12 and deletion of posts up to and including band 12 i.e. where the job description has previously been agreed and evaluated by HR.</p> <p>The creation/change of up to 3 new posts up to and including Band 12 for which there is no approved job description and the duties are substantially new.</p>
Wigan	<p>In accordance with the Localism Act (2011), where the proposed annual salary package is £100,000 or more the decision must be voted on by a meeting of members before the appointment is confirmed</p>

