



## **GM PLANNING AND HOUSING COMMISSION**

Date: 23 September 2022

Subject: Greater Manchester Strategy Progress Report

Report of: Amy Foots, Head of Implementation, GMCA

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### **1. Introduction & Background :**

- 1.1 The purpose of this report is to provide Planning & Housing Commission Members with the progress report at six months into delivery of the new Greater Manchester Strategy (GMS). The report provides an overview of some of the activities currently underway which support the delivery of the GMS shared commitments and draws out whole system issues and areas for further progression in an issues paper.
- 1.2 A self-assessment process, including input from across GM delivery groups and engagement with a stakeholder panel, has been undertaken to understand where GM is currently and where we need to see change if we are to collectively deliver the GMS ambitions.
- 1.3 At six months into the new Strategy, the self-assessment has identified areas for development for GM and supporting proposals to Government, which can unlock GM's potential and support the achievement of the GMS.
- 1.4 The executive summary of the progress report is included below, with the full progress report followed by the Issues Report and 15 Shared Commitment updates available [here](#).
- 1.5 The Planning & Housing Commission have a lead role in the delivery of two of the 15 shared commitments, and a contributory role to activities in support of others:
- Commitment 3 - We will ensure our local communities, neighbourhoods, villages, towns, cities and districts are protected and strengthened through the Places for Everyone Plan and Stockport Local Plan, with new homes delivered in line with our Zero Carbon commitments and Housing Strategy
  - Commitment 13 - We will ensure the delivery of safe, decent and affordable housing, with no one sleeping rough in Greater Manchester

### **2. Recommendations:**

Members are requested to:

1. Discuss and comment on the progress report, the systemic issues identified and possible GM responses and further dialogue with Government in support of the attainment of the GMS shared outcomes and commitments.
2. Agree, as one of the lead GM delivery groups contributing to the attainment of GMS shared commitments to consider and reflect on the issues identified in this report, driving change and actions in all parts of the system if the GMS is to be delivered.
3. Note that a review of the progress reporting process will be undertaken to refine and develop for future iterations.

# Greater Manchester Strategy Progress Report – July 2022

## Executive Summary

The Greater Manchester Strategy (GMS) seeks to deliver Good Lives For all, and for our city-region to be greener, fairer, and more prosperous in all parts.

The Strategy sets out shared commitments – the GM we want to see; shared commitments – the actions we are going to take; ways of working – how we will deliver.

Our Shared Outcomes	Our Shared Commitments	Our Ways of Working
<p><b>The Wellbeing of our People</b></p> <p>A Greater Manchester where our people have good lives, with better health, better jobs, better homes; culture and leisure opportunities and, better transport.</p> <p>A Greater Manchester of vibrant and creative communities, a great place to grow up get on and grow old with inequalities reduced in all aspects of life.</p> <p><b>Vibrant and Successful Enterprise</b></p> <p>A Greater Manchester where diverse businesses can thrive, and people from all our communities are supported to realise their potential.</p> <p>A Greater Manchester where business growth and development are driven by an understanding that looking after people and planet is good for productivity and profitability.</p> <p><b>Greater Manchester as a leading city-region in the UK and globally</b></p> <p>Greater Manchester as a world-leading low carbon city-region.</p> <p>Greater Manchester as a world-leading digital city-region.</p>	<p>We will <b>drive investment into our growth locations</b>, and use that to create opportunities in adjacent towns and local centres.</p> <p>We will enable the <b>delivery of resilient, safe and vibrant communities</b> where everyone has access to essential services, local centres and high streets which are successful and reflective of their populations, and access to high quality culture and leisure spaces.</p> <p>We will ensure our <b>local communities, neighbourhoods, villages, towns, cities and districts are protected and strengthened</b> through the Places for Everyone Plan and Stockport Local Plan, with new homes delivered in line with our net zero carbon commitments and Housing Strategy.</p> <p>We will create a <b>carbon neutral Greater Manchester by 2038</b>, with better air quality and natural environment.</p> <p>We will deliver a <b>low carbon London-style fully integrated public transport system</b> across bus, tram, train and bike.</p> <p>We will enable the delivery of <b>world-class smart digital infrastructure</b></p> <p>We will realise the opportunities from our <b>world-class growth and innovation assets</b>, driven by our Places for Everyone Plan, Local Growth Plans and Industrial Strategy to open up opportunities in all parts of the city-region.</p> <p>We will <b>support our businesses to grow sustainably</b>, to become as prosperous as they can be.</p> <p>We will support the <b>creation of better jobs and good employment</b> that has a purpose beyond growing shareholder value, utilising the opportunity to positively impact on our communities.</p> <p>We will <b>ensure businesses are able to access the skills and talent they need</b>, by provision of high quality learning and wrapping support around individuals, enabling them to realise their potential - with access to good work for those who can, support for those who could, and care for those who can't.</p> <p>We will ensure all our <b>children and young people leave education and training ready to succeed</b> in the labour market with a balance of academic, technical and 'life ready' skills.</p> <p>We will <b>ensure digital inclusion for all</b>, including under 25s, over 75s and disabled people online.</p> <p>We will <b>ensure the delivery of safe, decent and affordable housing</b>, with no one sleeping rough in Greater Manchester.</p> <p>We will <b>tackle food and fuel poverty</b> experienced by Greater Manchester residents.</p> <p>We will <b>reduce health inequalities</b> experienced by Greater Manchester residents, and drive improvements in physical and mental health.</p>	<p><b>Leadership</b> – We will adopt a distributed leadership model which is representative, culturally competent and inspiring.</p> <p><b>Environment</b> – All partners in Greater Manchester already have a clear commitment to taking the actions outlined in the Greater Manchester 5-year Environment Plan. Actions to address the climate emergency should be woven through and underpin everything that we do, and this will support the achievement of this Strategy.</p> <p><b>Equality</b> – We will eliminate unlawful discrimination, advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not.</p> <p><b>Involving stakeholders</b> – We will seek to ensure we put people at the centre of our decision making, and ensure the right stakeholders are involved in all our work, delivering through productive and meaningful partnerships.</p> <p><b>Effective communication</b> – We will ensure our communication is more than just the exchanging of information. We will be transparent and complete in our communications, delivered in a timely manner.</p> <p><b>Progressive Procurement and Social Value</b> – We will capitalise on the opportunity to redefine and strengthen the way we use social value, and will use procurement and social value to support our responses to tackling the climate and inequalities challenges.</p> <p><b>Employing robust quantitative and qualitative evidence-based approaches</b> – We will ensure consistent and systematic use of a robust evidence base underpinning all of our priority setting, decision making and changing what we do. We will adopt principles that data will be disaggregated by geography or cohort wherever possible, to delve below the averages, understanding the variance in outcomes by location and population group.</p> <p><b>Workforce</b> – We will put in place a comprehensive workforce programme to support organisational and workforce development based on and facilitating a more integrated public facing workforce.</p> <p><b>Innovation</b> – We will explore and apply new and more effective approaches to maximising Greater Manchester's innovation assets to drive economic development and will support the development of social innovation, enabling greater opportunities for people and places.</p> <p><b>Thinking for the future</b> – We will wherever possible, embed prevention as part of our standard practices. We want to ensure that Greater Manchester can meet the needs of the present, without compromising the ability of future generations to meet their own needs.</p> <p><b>Understanding the impacts of our decisions</b> – We will adopt an assurance framework which assesses our progress on the implementation of the shared ways of working, and the effectiveness of these changes as they are delivered.</p> <p><b>Enabled via:</b></p> <ul style="list-style-type: none"> <li>• Embedding the Greater Manchester model of unified services</li> <li>• Investing in the VCSE sector</li> <li>• The Greater Manchester Good Employment Charter</li> <li>• Greater Manchester's Digital Blueprint.</li> </ul>

The GMS adopts a whole system approach, with every part of the public, private and voluntary sectors in GM having a role to play if the shared outcomes and commitments are to be attained. In that context, the use of the term 'GM system' should be interpreted in this widest possible context, not specific to any sector, partnership or agency.

This report, like the overarching strategy, does not seek to 'prescribe out' actions to the GM system, instead it draws attention to systemic issues, which should be given due consideration and reflection, driving change and actions in all parts of the system if the GMS is to be delivered. Individual actions, aligned to each of the issues identified are not therefore provided, instead the due consideration by report recipients should determine the extent to which the issues identified are relevant in any given area, and specific actions, delivered via the Ways of Working, developed as appropriate in response.

A self-assessment has been undertaken to understand where GM is currently and where we need to see change if we are to collectively deliver the GMS ambitions. This report builds from evidence gathering / baselining assessment against the 15 shared commitments, ways of working, and the data and targeting information ([GMS performance dashboards](#)) developed as part of the progress monitoring framework. Under the three pillars of *greener, fairer and more prosperity in all parts of Greater Manchester*, it identifies where we are now; what we are already doing; the issues

GM needs to respond to with areas for Greater Manchester development and areas where we need different working arrangements with Government.

At six months into the new Strategy, the self-assessment has identified areas for development for GM and supporting proposals to Government, which can unlock GM's potential and support the achievement of the GMS (summarised below):

Our Ambition	For GM to improve further we need to respond to the following issues	What the GM system can and needs to do
<p><b>We will create a carbon neutral Greater Manchester by 2038, with better air quality and natural environment.</b></p>	<p><b>The collective efforts required to achieve carbon neutrality by 2038 are not evident across the breadth of thematic areas and activities at present, with the need for greater whole system responses and actions necessarily ‘pivoted’ to meet this agenda.</b></p> <ul style="list-style-type: none"> <li>• Unless we pivot action now, and deliver a step change in activities and associated funding, achieving the 2038 carbon neutrality target will be incredibly challenging</li> <li>• There is some way to go for these to form an intrinsic and embedded set of system-wide actions in support of this agenda</li> <li>• Current resources are not sufficient to deliver this target.</li> <li>• Conflicting and difficult trade-offs between agendas need to be faced head on.</li> <li>• An increased sense of urgency is required to meet this ambition</li> </ul>	<ul style="list-style-type: none"> <li>• Build on existing partnership working, to firmly embed the understanding, ownership and actions required in ‘everybody’s business’</li> <li>• Address the need for urgent action, by reframing actions required and referring more directly to the need to take action now in order to meet our 2024 carbon budget, en route to 2038 carbon neutrality</li> <li>• Pivot activity and associated funding to focus on our environmental ambitions and as part of this approach stop activity counter to these ambitions</li> <li>• Develop opportunities for furthering coordination / alignment of funding, commissioning and investment decisions, to deliver a more complete pipeline of programmes and interventions</li> <li>• Deliver Sector specific targeted activities</li> <li>• Broadening the use of impact assessment tools</li> <li>• Ensure we build into all areas of work open, honest and timely communication mechanisms</li> <li>• Work with Government to further decentralise powers and resources which can unlock GM’s potential to deliver the GMS and national ambitions</li> </ul>
<p><b>Greater Manchester will be a place where our people have good lives, with better</b></p>	<p><b>To meet our ambition GM needs to embed equalities more systematically into all thematic areas. This should include a review of current activity to determine where changes or necessary pivots could be made and through more effective data collection, analysis and use maximise targeting of resources to meet the evidenced need.</b></p>	<ul style="list-style-type: none"> <li>• Act with urgency to address inequality, recognising a lack of pivoted action coupled with the cost of living crisis is creating/has created a burning platform</li> <li>• Adopt more consistent approaches to the collection, analysis and use of data in the design</li> </ul>

<p><b>health; better jobs; better homes; and better transport; A Greater Manchester of vibrant communities, a great place to grow up get on and grow old with inequalities reduced in all aspects of life.</b></p>	<ul style="list-style-type: none"> <li>• Responding to equalities and fairer issues are not routinely, systematically embedded into all thematic areas, with the necessary policy delivery or system ‘pivots’ to meet the challenges.</li> <li>• There is scope for the greater and more consistent collection and use of equalities data to further target policy and delivery across the whole system.</li> <li>• Use of community insight across all thematic areas could be more routinely and systemically utilised</li> <li>• More routinely roll out pilots to deliver pan-GM approaches and responses, and where resources are limited the learning, good practice and knowledge gained through the piloting of approaches to be embedded within the GM system and used to inform future policy and delivery</li> <li>• The prevention agenda and the expansion and evolution of place-based integrated working across all services has however slowed across GM</li> </ul>	<p>and development of policy, but also in the collection of services user data for delivered activities</p> <ul style="list-style-type: none"> <li>• Proactively draw on community insight, for example through discussion at Equality Panels, to discuss issues and co-design of policy with communities of identity</li> <li>• Undertake greater evaluation and expansion of piloted activities, seeking to embed good practice pan-GM, and build greater mechanisms for minimum standards and minimum offers available to all people and places</li> <li>• Broaden the use of impact assessment tools</li> <li>• The GM system to consider how to reenergise the proactive prevention agenda and integrated place-based working, in the face of the reactive responses as well as wider financial and demand pressures</li> <li>• Track and monitor progress of the three neighbourhood floor targets, with the whole GM system responding if any area is falling behind</li> <li>• Work with Government to further decentralise powers and resources which can unlock GM’s potential to deliver the GMS and national ambitions</li> </ul>
<p><b>Greater Manchester will flourish driving local and UK growth through a</b></p>	<p><b>To deliver the GMS, and the levelling up agenda that it sets, GM needs to translate opportunities into economic benefit for all parts and communities of GM, whilst also positively impacting upon environmental, social and wider economic ambitions.</b></p>	<ul style="list-style-type: none"> <li>• Undertake a review of current activity to support the embedding of social and environmental goals within policy and delivery</li> <li>• Better communicate and tailor advice to different business sectors</li> </ul>

<p><b>fairer, greener, growing economy built on our innovation assets, putting people and place first, and recognising our global strengths and progressive thinking in advanced materials and manufacturing, health innovation, digital and creative, and clean growth</b></p>	<ul style="list-style-type: none"> <li>• There is potential for greater targeting of provision or evaluation/monitoring of provision for economic programmes to directly respond to inequalities</li> <li>• There is scope to further maximise opportunities linked to our environmental goals and mitigate against the negative impacts of growth</li> <li>• Skills supply and demand provision may struggle to deliver to the scale and volume required to meet current and projected future growth in some industries</li> <li>• The need to be mindful of the potential differential take up of projects was identified, highlighting the need for inclusive and targeted approaches ensuring access and take up from across different communities and places</li> <li>• There may be opportunities to broaden programmes and delivery to make them more systemic</li> </ul>	<ul style="list-style-type: none"> <li>• Adopting more consistent approaches to the collection, analysis and use of data in the design and development of policy, but also in the collection of services user data for delivered activities</li> <li>• Undertake a pipeline analysis/mapping to fully understand breaks in the skills system, and therefore understand better what can be done to address these</li> <li>• Developing a programme to encourage employers, however small, to make a commitment to support skills development</li> <li>• Implementing specific success measures / targets for projects and programmes including those linked to equalities and environmental measures</li> <li>• Broaden the use of impact assessment tools</li> <li>• Work with Government to further decentralise powers and resources which can unlock GM's potential to deliver the GMS and national ambitions</li> </ul>
<p><b>To maximise the impact of our actions and ultimately achievement of our GM ambitions through a system wide coordinated approach to</b></p>	<ul style="list-style-type: none"> <li>• It has not been possible to form a view as to whether the collective actions being taken will deliver the GMS as a whole. Good intelligence and lines of sight are in place by individual thematic lens or individual project /programme, but it has proven difficult to use this information to form an aggregate view of volume and scale of delivery to meet the GMS ambitions</li> <li>• Where good cross-thematic coordination / dialogue in strategy and delivery are in place this has resulted in shared objectives, collaboration on</li> </ul>	<ul style="list-style-type: none"> <li>• Progressive procurement practices have the potential to unlock untapped potential and benefit for GM. The GM Social Value Framework provides the mechanism by which this can be achieved. Further review of current procurement practices and consistent use of the Social Value Framework going forward can support delivery of the GMS ambitions.</li> <li>• GM should consider the future role and levels of involvement in driving the GMS through the established delivery groups including their role</li> </ul>

<p><b>activity, underpinned by our 'Ways of Working'</b></p>	<p>resources and an in-built understanding across thematic areas of shared outcomes and appreciation of the necessary interdependencies of other parts of the system to achieve identified outcomes</p> <ul style="list-style-type: none"> <li>• Increased awareness, and more consistent use of the VCSE Accord will support the delivery of the GMS, particularly as a key enabler of the ways of working</li> <li>• Where good communication channels are in place, this is enabling effective policy design, delivery and partnership working, with opportunity to replicate this more widely across the GM system</li> <li>• There appears to be scope for the development of more opportunities for the GM system to share and embed learning and good practice, and to collectively develop a greater 'collective memory' of interventions, pilots and programmes that have proven successful from which to build</li> <li>• There is greater scope for more joined up funding sources, delivering on locally determined priorities and coordinated at the city-region level to increase impact and efficiency. Embedding the GM social value framework is supporting better outcomes through commissioning and procurement</li> <li>• A proactive prevention agenda and place-based integrated working have the potential to support the GM system to better respond to community need</li> <li>• Challenges and opportunities posed as the current health and care system transitions to the Integrated Care System (ICS) have been identified</li> </ul>	<p>in: leading/facilitating a more holistic view and delivery of collective actions in support of delivery of the GMS commitments; communicating and driving sharing and learning/good practice across groups/thematic areas</p> <ul style="list-style-type: none"> <li>• Build the capacity to review the current activity on the prevention agenda and work together to determine ways in which this can be reenergised, balanced against the urgent need priorities</li> <li>• Work with Government to further decentralise powers and resources which can unlock GM's potential to deliver the GMS and national ambitions</li> </ul>
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**Delivering on the GMS, supporting greener, fairer, more prosperous national growth, will require commitment from the Government to work in partnership through...**

Further and faster devolution of powers and resources to GM which can unlock our potential to deliver on the ambitions we and Government have set, for example in areas such as:

- Devolved arrangements and local flexibilities around post-19 skills and skills and technical / vocational post-16
- Greater local influence over employment support, design and delivery
- Development of the Bee Network and public transport improvements, in support of developing a London style integrated transport network
- Work with Government to develop ways to improve standards and quality of GM's private rental sector
- Joint working with Government to develop new national standards for home building which are in support of local and national carbon neutrality goals
- New and further developed partnering arrangements with Government, and departments, to deliver on our ambitious housing and regeneration plans
- Work with Government to secure additional resources (including funding) to deliver shared priorities at pace and scale, including responding to local capacity constraints and responsive to current and future demand
- Further devolved arrangements for GM proportions of fundings nationally allocated, e.g. Eco Funding
- Work towards a devolved single funding allocation for GM, enabling greater coordination, systemic alignment and delivery of more efficient and effective outcomes
- Further our work with Government to improve collection of and access to data, in particular those datasets which can be analysed by communities of identity or small geographic areas

