

Greater Manchester Combined Authority

Date: Friday 24th March 2023

Subject: UK Shared Prosperity Fund (UKSPF) Proposal for Local Business

Intervention E23: Strengthening Local Entrepreneurial Ecosystems

Report of: Councillor David Molyneux, Portfolio Lead for Resources and Investment and

Eamonn Boylan, Portfolio Lead Chief Executive for Resources and

Investment

Purpose of Report

The purpose of this paper is to outline the background and proposal/call for the £7.5m core business support element of UKSPF, following the recommendations of the GM UKSPF Local Partnership Board to GMCA on the strategic fit and deliverability of the proposal. The programme of activity for E23 (set out in Section 1) will collectively deliver the agreed output and outcome targets as agreed in the GM UKSPF Investment Plan as a minimum (see Annex 1) alongside local additions aligned with the overarching objectives of the GM Investment Plan agreed by GMCA in July 2022.

Recommendations:

The GMCA is requested to:

- 1. Agree the recommendations of the GM UKSPF Local Partnership Board on the strategic fit and deliverability of this UKSPF proposal.
- 2. Agree to the call for proposals as set out within this paper.
- 3. Delegate authority to the GMCA Treasurer, in consultation with the Portfolio Lead for the Economy, Business and International and Portfolio Lead for Resources and Investment, to agree the award of individual contracts as a result of this proposal.

Contact Officers

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BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation	n - K	ey points for decision-makers
Insert text		
Impacts Question	nnai	re
Impact Indicator	Result	, ş
		Objective 2 of the proposal focuses on support for local businesses that creates social and environmental gains.
Equality and Inclusion	G	Analysis of equalities data relating to current provision has been undertaken. It is not anticipated that prescriptive targets will be employed in relation to engagement of particular groups on individual interventions as in some instances these may not be appropriate due to under or over representation in certain sectors or types of businesses. Instead, the analysis of current provision will be made available through the call for competition process and bodies submitting proposals will be asked to articulate their strategy for engaging different groups and ensuring representative participation across all elements of delivery. It is anticipated that across the programme a representative number of businesses from equalities groups will be supported. Monitoring information will be collected during the life of the contract, in addition to an independent evaluation being undertaken, which will include considering beneficieries with protected characteristics.
		Objective 2 of the proposal focuses on support for local businesses that creates social and environmental gains and includes an output re Number of business leaders
Health	G	accessing advice/support to improve the mental and physical health and well-being of themselves and their workforce
Resilience and		
Adaptation		
Housing		The proposal is to make a grant to provide a core business support offer for GM's
Economy	G	diverse business base. This will provide businesses with access to a bespoke and flexible package of support that offers a range of interventions to improve productivity, social and environmental gains, which is tailored to the specific needs of the business Objective 1: Support for business that improves productivity, entrepreneurships and create a culture of innovation. Objective 3: Support that creates an effective business support ecosystem and business journey. Various outputs support improved economic growth eg Number of businesses accessing support to improve their productivity.
Mobility and		
Connectivity		
Carbon, Nature and Environment	G	Increased business will impact on carbon, nature and the environment. However, Objective 2 focuses on support for local businesses that creates social and environmental gains including an output related: Number of businesses supported to transition to net zero. In respect to GM's de-carbonisation ambitions, bidders will be asked to articulate how they intend to embed net zero / support businesses to adapt to environmental issues. Information provided by bidders in respect to both inequalities and net zero will be scored as part of the process.
Consumption and		As above
Production	Α	
Contribution to achieving the GM Carbon Neutral 2038 target		Increased business will impact on carbon, nature and the environment. However, Objective 2 focuses on support for local businesses that creates social and environmental gains including an output related: Number of businesses supported to transition to net zero. In respect to GM's de-carbonisation ambitions, bidders will be asked to articulate how they intend to embed net zero / support businesses to adapt to environmental issues. Information provided by bidders in respect to both inequalities and net zero will be scored as part of the process.
Fur G Positive impacts of whether long or sh term.		A Mix of positive and negative impacts. Tradeoffs to consider. Mostly negative, with at least one positive aspect. Trade-offs to consider. R Mostly negative, with at least one positive aspect. Trade-offs to consider.

Carbon Assessment							
Overall Score							
Buildings	Result			Justific	atio	n/Mitigation	
New Build residential	N/A						
Residential building(s) renovation/maintenance	N/A						
New build non-residential (including public) buildings	N/A						
Transport							
Active travel and public transport	N/A						
Roads, Parking and Vehicle Access	N/A						
Access to amenities	N/A						
Vehicle procurement	N/A						
Land Use							
No associated carbon impacts expected.	te a	igh standard in erms of practice nd awareness on arbon.		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

There are no risk management considerations.

Legal Considerations

There are no legal considerations.

Financial Consequences - Revenue

There are no revenue consequences for the GMCA.

Financial Consequences - Capital

There are no capital consequences for the GMCA.

Number of attachments to the report:

None

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

GMCA report – GM UKSPF Investment Plan July 2022

Tracking/ Process

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

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction and purpose

- 1.1 As part of the UK Shared Prosperity Fund programme in Greater Manchester, GMCA is looking to deliver the UKSPF Supporting Local Business investment priority E23, which aims to: 'Strengthen local entrepreneurial ecosystems, and support businesses at all stages of their development to start, sustain, grow and innovate, including through local networks.
- 1.2 The total funding available for E23 is £9.9m from April 2022 to March 2025. £0.5m has already been allocated for April 2022 to March 2023 to provide support for Greater Manchester businesses dealing with the increased cost of doing business over winter 2022-23. This was agreed by the GM UKSPF Local Partnership Board and GMCA in October 2022.
- 1.3 Following local engagement and a review of the evidence base, the following broad allocations of resources are proposed for the remaining £9.4m:
 - £7.5m to be allocated for a core programme of business support for GM's diverse business base, including tackling inequalities and supporting decarbonisation, running from May 2023 to March 2025.
 - £1.4m to fund **hyper-local micro-business start-up and development** support, similar to that already funded via ERDF.
 - £0.5m to fund **experimental business support to directly tackle inequalities**, enabling a test and learn approach around providing further business support to communities and groups experiencing inequalities, in addition to support provided to them through the core programme above.
- 1.4 The purpose of this paper is to outline the background and proposal/call for the £7.5m core business support, including the strategic fit and deliverability of the proposal. Separate papers will be brought to the GM UKSPF Partnership Board and GMCA to cover the other allocations of funding for £1.4m and £0.5m.
- 1.5 The programme of activity for E23 will collectively deliver against the agreed output and outcome targets as agreed in the GM UKSPF Investment Plan as a minimum (see Annex 1) alongside local additions aligned with the overarching objectives of the GM Investment Plan.

2. Strategic context for development of Intervention E23

- 2.1 The Greater Manchester Strategy
- 2.1.1 The Greater Manchester Strategy (GMS) commits GM to creating a greener, fairer and more prosperous Greater Manchester. It also embeds a vision for the economy that will enable Greater Manchester to lead local and UK economic recovery and development. This will be done by capitalising on Greater Manchester's assets and the opportunities for economic growth through the regional centre, towns and our growth locations recognising our city-region can, and needs to be, at the heart of driving social and economic innovation, and with a renewed focus on people and planet first.
- 2.1.2 The GMS includes the following shared commitments that are relevant to the UKSPF Supporting Local Business Investment Priority E23:
 - Drive investment into our growth locations and use that to create opportunities in adjacent town and local centres.
 - Realise the opportunities from our world-class growth and innovation assets, driven by our Places for Everyone Plan, Local Growth Plans and Industrial Strategy to open up opportunities in all parts of the city-region.
 - Support our businesses to grow sustainably and be as prosperous as they can be.
 - Support the creation of better jobs and good employment that has a purpose beyond growing shareholder value, utilising the opportunity to positively impact on our communities.
 - Ensure businesses are able to access the skills and talent they need, and people
 are able to realise their full potential by provision of high-quality learning and
 wrapping support around individuals with access to good work for those who
 can, support for those who could, and care for those who can't.

2.2 The current delivery landscape and leverage

2.2.1 GM has a mature and extensive business support environment funded through a mixture of local and national sources. This has been a strength for the city-region but it is difficult for businesses to self-identify their own access points, and the Business Growth Hub (part of The Growth Company) allocate considerable resource to helping businesses navigate different support options and referring them between different service areas.

- 2.2.2 The GM UKSPF Delivery Plan contains the commitment that UKSPF should continue "to provide a core business support offer that adds value to existing support, working in conjunction with the already established Greater Manchester Growth Hub, to support GM's diverse business base".
- 2.2.3 A significant proportion of the existing landscape of business support funded via ERDF and other funding streams will come to the end of its funding cycle during 2023-2025. However, by using UKSPF E23 funding to ensure the core Business Support Offer in Greater Manchester is maintained post ERDF, this funding will enable GM to maximise the access of businesses to business support funded through other parts of UKSPF and other sources of funding.

2.3 Recent Economic Performance and Challenges

- 2.3.1 Productivity improvements have been achieved recently despite a context that was far more challenging than the one that preceded the global financial crisis driven by continued growth in output and employment in high value economic activities, concentrated substantially but by no means exclusively in the Regional Centre as well as high rates of start-ups/population.
- 2.3.2 However, challenges in achieving GM's ambitions remain. The Greater Manchester Independent Prosperity Review summarised these challenges authoritatively, and they include, for example:
 - Productivity levels in Greater Manchester (GM) have long been around 10% lower than the national average, and the severity of the shock caused to UK labour productivity during the financial crisis and subsequent recession, means productivity growth in GM (as nationally) has remained stubbornly low ever since.
 This affects every one of our sectors, and every locality.
 - Significant productivity variations across GM: a difference of £13,000 of GVA per job between GM's most productive sub- region and its least productive.
 - Some key factors that explain GM's lower productivity compared to other cities in England including the lower proportion of highly-skilled residents; the lower number of managerial and professional jobs; and the smaller proportion of jobs in science and technology sectors, and poor population health.
 - GM has a significant proportion of older small firms that have decided not to, or have not been able to, scale-up.

- GM's export value per head of population being £2,380 significantly lower than comparator areas like Birmingham (£6,141), Bristol (£4,639), and Leeds (£2,582).
- The complexity of transitioning from a low pay / low skills economy to growing knowledge economy jobs, as well as the need to increase business' resilience and ambition after the pandemic and during ongoing economic shocks.

2.4 Addressing Challenges

- 2.4.1 The GM Independent Prosperity Review(s) (IPR), the robust evidence base for the GMS and Local Industrial Strategy, help to suggest how some of these challenges may be addressed providing clear steers for radically improving productivity including in GM's 'foundational economy' and economic outcomes, strengthening local entrepreneurship and supporting business by:
 - Strengthening the leadership and management capacity of business leaders, including leaders from all minority groups and female business leaders – and especially encouraging better management in the 'long tail' of firms, including those whose sustainability is threatened by recent crises.
 - Raising levels of exports and investment in international trade, including export grants and support in response to the new international trading regime post EUexit.
 - Continuing to support a strong start-up community
 - Increasing Good Employment and job quality.
 - Increasing skills utilisation.
 - Supporting the evolution of foundational or everyday sectors and their transition to higher value business models
 - More piloting and testing of innovative approaches to business support –
 particularly around support for better health in the workforce.
 - Transitioning businesses to net zero which is both a challenge and an opportunity, as the IPR recognised. Some authorities highlighted this for specific types of business (e.g. manufacturing, logistics and engineering firms and Small and Medium Sized Enterprises).

3. Developing the priorities and considerations for Core Business Support through E23

3.1 A literature review has been undertaken as part of the development of the evidence base for delivering Greater Manchester activity through priority E23 of the Supporting Local Business investment priority of the UK Shared Prosperity Fund (UKSPF).

The review sought to answer four key questions:

- Is there any evidence that specific types of businesses and/or individuals benefit the most from business support
- What does the evidence base tell us about the effectiveness (including cost effectiveness) of different delivery methods
- What types of business support intervention and delivery method have the most impact on the scope of E23
- What types of business support intervention and delivery method have are most likely to deliver the outcomes and outputs associated with E23

The review included both national and local studies. The key findings from the review are set out below:

Table 1: Key Findings: Models of Support

Sparse Evidence Base	Overall, the evidence around 'what works' in delivering impactful and value for money business support is relatively sparse. There are specific challenges associated with the collection of timely and accurate data that make it challenge to achieve effective measurement of programme impacts.
Intensive services	There appears to be a general preference for more intensive support services with 1-to-1 support services particularly valued. There also appears to be benefit in developing longer term business support relationships with businesses
Business Maturity	Intensive support must be carefully targeted. It is important to assess that businesses are suitably mature to receive more

	intensive support and that the relationships to be put in place to deliver it will be effective for the target audience.
Provision of Information	There appears to be an important role for business support to play in addressing market failure related to imperfect information. This ranged from the provision of basic factual information to more specialist information.

Table 2: Key Findings: Principles

Importance of clear objectives	The assessment of programmes' effectiveness is more straightforward when clear objectives are identified at the outset. These should be outlined in a logic model that coherently expresses how an intervention will achieve its strategic objectives
Careful consideration of outputs and targets	Careful consideration should be given to the outputs to be delivered by business support intervention. In particular, consideration should be given to the behaviours of providers that will be incentivised by the outputs and targets chosen.
Scale of services	Consideration should be given to the relative merits of delivery through a wide range of providers delivering smaller packages of support versus one or a small number of providers providing larger packages
Enhancing the evidence base	Given the relative sparsity of the evidence, consideration should be given to the appetite to enhance the evidence base around what works on business support.

3.2 Consultation on the priorities and considerations for the delivery of future business support has also taken place with local stakeholders, including one-to-one discussions and two open invitation workshops: one in-person, one online. The workshops were advertised on The Chest and were open to all. Attendees included: local authorities, business representative organisations, Business Support Providers, CVSE representatives, Universities.

Key findings included:

- The GM business support landscape can be complex and confusing to businesses.
- It is important that business support provision is flexible and recognises the differing needs of businesses – focussed on journey of a business.
- The GM business support ecosystem does not support cross referrals between providers as well as it could.
- There are potential roles for both GM delivered and locally delivered support programmes.
- There are roles for a variety of models of intensity of support.
- Business networks can play a central role in promoting business support.
- The '12-hour rule' that is built into current provision as a stipulation of ERDF funding can prevent the development of more intensive business support relationships.
- The design of support needs to allow longer-term relationships to develop with businesses.
- The measurement of job outputs can be restrictive or limiting.
- There was a range of views on how best to promote engagement with Net Zero initiatives.
- Consideration should be given to a wider range of metrics than those traditionally used in assessing the performance of business support, inc. social and non-financial gains; the experience of users; and mental health /wellbeing measures.
- Support should lead directly to commitments to actions by businesses relating to both productivity improving actions as well as social and environmental actions.
- The evaluation should establish how the services operated within the wider GM business support ecosystem.

4. Framing of priorities for Core Business Support through E23

4.1 Set against the existing landscape of support; the need to innovate, test and learn; the need to continue providing a core offer to businesses, and finally to support an

- effective and evolving landscape for business support provision, work is now focussing on the most effective route for delivering business support through E23.
- 4.2 It is proposed to issue a call for competition to make a grant to provide a core business support offer for GM's diverse business base for the period May 2023 end of March 2025. This will provide businesses with access to a bespoke and flexible package of support that offers a range of interventions to improve productivity, social and environmental gains, which is tailored to the specific needs of the business (£7.5m).
- 4.3 It is proposed to allocate a grant through a call for competition for the core business support offer. This will include the outcomes detailed in Core UKSPF GM Investment Plan within a broader framework of objectives to improve the productivity, social and environmental performance of GM's businesses. The high-level objectives, outcomes, and outputs that the core offer will be required to deliver are in the final phases of being refined but will include and be based on those set by Government and the cross-cutting priorities in the GM UKSPF Investment Plan which were tackling inequalities and decarbonisation.
- 4.4 It is proposed that there are three high-level objectives based on the consultation with local stakeholders, the evidence base on what would improve the prosperity of our economy provided by the Independent Prosperity Review, and the review of the evidence regarding what works in providing business support. These objectives are:
 - Objective 1: Support for business that improves productivity, entrepreneurships and create a culture of innovation.
 - Objective 2: Support for local businesses that creates social and environmental gains.
 - Objective 3: Support that creates an effective business support ecosystem and business journey.
- 4.5 The outcomes and outputs that would underpin these objectives and underpin the call for competition are in the final stages of being refined and stress-tested. However, the table below provides an indication of the types of outputs and outcomes that are being considered. The final mix will automatically include those agreed with Government in the Investment Plan as well as local additions aligned with the overarching objectives of the GM Investment Plan.

Objective 1: Support for business that improves productivity, entrepreneurships and create a culture of innovation

Outcomes

- Number of businesses that access support who demonstrate/report improved productivity.
- Number of businesses accessing support that become engaged in new markets.
- Number new jobs created as a result of support.
- % of new jobs created as a result of support that are in high-value/frontier sector jobs created as a result of support.
- Number of businesses that access support who introduce new products to the firm.
- Number of businesses that access support who adopt new to the firm technologies or processes.
- Number of potential entrepreneurs who become business ready.
- Number of new businesses created as a result of support.

Outputs

- Number of businesses receiving financial support other than grants.
- Number businesses receiving grants.
- Number of businesses accessing support to improve their productivity.
- Number of businesses accessing support to become engaged in new markets.
- Number of businesses accessing support to introduce new products to the firm.

- Number of businesses accessing support to adopt new to the firm technologies or processes:
- Number of potential entrepreneurs provided assistance to be business ready.

Objective 2: Support for local businesses that creates social and environmental gains

Outcomes

- Number of jobs safeguarded over the lifetime of the provision.
- % of business leaders reporting an improvement in mental wellbeing and or physical health of themselves
- % of business leaders reporting an improvement in mental wellbeing and or physical health of their workforce
- % of businesses accessing support that have become a RLW employer.
- % of businesses accessing support who have signed up to be supporters of the Good Employment Charter
- % of businesses accessing support who have become members of the Good Employer Charter
- % reporting they are extremely satisfied with the service.

Outputs

- Number of business leaders and managers accessing support from following target groups;
 - Female
 - Racially minoritised communities
 - Over 50

- Disabled
- Number of business leaders accessing advice/support to improve the mental and physical health and well-being of themselves and their workforce.
- Number of businesses accessing advice/support to become Real Living Wage employers.
- Number of businesses accessing advice/support to become supporters of the Good Employment Charter.
- Number of businesses accessing advice/support to become members of the Good Employment Charter.
- Number of businesses supported to transition to net zero.

Objective 3: Support that creates an effective business support ecosystem and business journey

Outcomes:

- Businesses are moving easily between different local programmes and between local and national programmes, including businesses ready to move to national innovation support programmes.
- Businesses benefitting from support that is additional to the support they thought they needed.

Outputs

Number of businesses receiving non-financial support

4.6 The grant purpose document will set out three principles for delivery:

- **Principle 1:** Provision that promotes productivity improving behaviours, tools and strategies, and that uses the GM Independent Prosperity Review recommendations.
- **Principle 2:** Provision that is rooted in place.
- Principle 3: Adviser-led provision that better enables businesses to navigate the business support landscape.
- 4.7 This will be supported by a suggested menu of interventions; eligibility criteria i.e. which types of businesses will be supported; and it will ask the those submitting proposals to indicate the anticipated levels of support that businesses will receive. It is expected that this core business support offer will support a minimum of 2,000 businesses over the lifetime of the contract, and this support should be bespoke and tailored to the specific needs of the business.

5. The process for making a grant through a call for competition

- 5.1 GMCA will undertake a call for competition from organisations interested in delivering the whole of the core programme of business support for GM's diverse business base which will then be allocated via a grant. The call will be issued via the Chest portal as an open process, with bidders given 3 weeks to respond through submission of an application form. GMCA will then appraise all bids according to an agreed set of assessment criteria and due diligence questions.
- 5.2 Timeline (final dates are subject to some flexibility)
 - o 28 March Final call for bids pack complete
 - o 31 March Issue call via the Chest
 - o 21 April Return of bids
 - o 28 April Final Award Sign Off
 - June Contract commencement
- 5.3 Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) will apply on the award of grant funding where there is continuity of the outcomes being delivered through the service, and the relevant legal advice is being obtained_to determine whether specific TUPE indemnity provisions will be included in the Grant Funding Agreement.

- 5.4 The GMCA Decision Support Tool provides a high-level assessment of the impact of proposed policies, initiatives or services against carbon neutrality, tackling inequalities and wider GMS strategic outcomes. It is being utilised to further support development of the proposal, in respect to addressing inequalities and carbon. A rapid evidence review has been undertaken including national and local studies. Overall, the evidence around 'what works' in delivering impactful and value for money business support is relatively sparse. There are specific challenges associated with the collection of timely and accurate data that make it challenge to achieve effective measurement of programme impacts. Whilst some evidence exists around the differential business support requirements of particular demographic groups, further research and analysis will be delivered through the evaluation process set out below.
- 5.5 Analysis of equalities data relating to current provision has been undertaken. It is not anticipated that prescriptive targets will be employed in relation to engagement of particular groups on individual interventions as in some instances these may not be appropriate due to under or over representation in certain sectors or types of businesses. Instead, the analysis of current provision will be made available through the process and bodies submitting proposals will be asked to articulate their strategy for engaging different groups and ensuring representative participation across all elements of delivery. It is anticipated that across the programme a representative number of businesses from equalities groups will be supported.
- 5.6 In respect to GM's de-carbonisation ambitions, bidders will be asked to articulate how they intend to embed net zero / support businesses to adapt to environmental issues. Information provided by bidders in respect to both inequalities and net zero will be scored as part of the process.
- 5.7 GMCA will also ensure this call for competition achieves value for money on a whole life basis in terms of generating benefits not only to the organisation, but also to society and economy. Bidders will be asked to set out how they will contribute to Greater Manchester's Social Value Framework through delivery of the programme.

6 Evaluation

6.1 An evaluation of the programme will be commissioned separately and will work to establish how effective the service was in delivering the outcomes and outputs specified and in achieving the wider strategic goals of the programme. This will need to align with published Government requirements for the evaluation of UK SPF activity as well as delivering additional insights required by the GMCA. In particular it is anticipated that the evaluation will seek to identify the differential experience of the programme amongst participants from a range of demographic groups.

7. Recommendations

- 7.1 The meeting of the GM UKSPF Local Partnership Board of 13th March 2023, recommended to GMCA that the proposal was a strategic fit with the GM UKSPF Investment Plan agreed by GMCA and Government in 2022, and the proposal was deliverable.
- 7.2 The recommendations can be found at the front of this report.

Annex 1: Greater Manchester UKSPF Investment Plan Targets for E23

Outputs	GM Investment Plan target
Potential entrepreneurs aided be business ready	750
Businesses receiving non-financial support	1546
Businesses receiving financial support other than grants	20
Businesses receiving grants	26

Outcomes	GM Investment Plan target
Jobs created	400
Jobs safeguarded	400
New businesses created	150
Businesses with improved productivity	600
Businesses adopting new to the firm technologies or processes	136
Number of businesses engaged in new markets	152
Number of businesses introducing new products to the firm	136
Greenhouse gas reductions	TBC

Annex 2: Literature Review National and Local Studies

National studies	Local studies
Business support schemes - National Audit Office (NAO) report	Evaluation of GC Growth Hub Business, productivity, Innovation and Inclusive Growth (BPIIG) Programme Phase 1
Supporting local economic growth - National Audit Office (NAO) report	Evaluation of Made Smarter Pilot
What Works Centre for Local Economic Growth, Business Advice Evidence Review	GM Business Surveys
Be the Business Business Digital Evaluation report, Mentoring and Collaborative Networks impact evaluations	Supporting evidence to the Greater Manchester Independent Prosperity Review
Business Basics Programme: Progress Report	
Catapult Network Review	
Sharing in Growth: Impact Evaluation	
Advanced Propulsion Centre Interim Impact Evaluation	
Evaluation of the Business Support Helpline and GOV.UK	