

GMCA OVERVIEW & SCRUTINY COMMITTEE

DATE: Wednesday, 22nd March, 2023

TIME: 1.00 pm

VENUE: The Tootal Buildings - Broadhurst House , 1st Floor, 56
Oxford Street, Manchester, M1 6EU

AGENDA

1. APOLOGIES

2. CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

3. DECLARATIONS OF INTEREST

1 - 4

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer 48 hours in advance of the meeting.

4. MINUTES OF THE MEETING HELD ON 08 MARCH 2023

5 - 8

To consider the approval of the minutes of the GMCA Overview & Scrutiny Committee meeting held on 08 March 2023.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

Please note that this meeting will be livestreamed via www.greatermanchester-ca.gov.uk, please speak to a Governance Officer before the meeting should you not wish to consent to being included in this recording.

5. RETAINED BUSINESS RATES PILOT UPDATE 9 - 22

Report of Councillor David Molyneux, Portfolio Lead for Resources and Steve Wilson, Treasurer to GMCA.

**6. GREATER MANCHESTER STRATEGY: PROGRESS REPORT 23 - 88
SPRING 2023**

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

**7. GMCA OVERVIEW & SCRUTINY COMMITTEE TASK AND 89 - 132
FINISH REVIEW - AN INVESTIGATION INTO THE WIDER
DETERMINANTS OF EFFECTIVE INTEGRATED WATER
MANAGEMENT IN GREATER MANCHESTER.**

Report of Councillor Mandie Shilton-Godwin, Chair of the Task and Finish Group.

For copies of papers and further information on this meeting please refer to the website

www.greatermanchester-ca.gov.uk. Alternatively, contact the following

Governance & Scrutiny Officer: Ninoshka Martins

✉ ninoshka.martins@greatermanchester-ca.gov.uk

This agenda was issued on 14.03.2023 on behalf of Julie Connor,
Secretary to the Greater Manchester Combined Authority, Broadhurst House,
56 Oxford Street, Manchester M1 6EU

Declaration of Councillors' Interests in Items Appearing on the Agenda

Name and Date of Committee.....>

Agenda Item Number	Type of Interest - PERSONAL AND NON PREJUDICIAL Reason for declaration of interest	NON PREJUDICIAL Reason for declaration of interest Type of Interest – PREJUDICIAL Reason for declaration of interest	Type of Interest – DISCLOSABLE PECUNIARY INTEREST Reason for declaration of interest
Page 1			

Please see overleaf for a quick guide to declaring interests at GMCA meetings.

Quick Guide to Declaring Interests at GMCA Meetings

Please Note: should you have a personal interest that is prejudicial in an item on the agenda, you should leave the meeting for the duration of the discussion and the voting thereon.

This is a summary of the rules around declaring interests at meetings. It does not replace the Member's Code of Conduct, the full description can be found in the GMCA's constitution Part 7A.

Your personal interests must be registered on the GMCA's Annual Register within 28 days of your appointment onto a GMCA committee and any changes to these interests must notified within 28 days. Personal interests that should be on the register include:

1. Bodies to which you have been appointed by the GMCA
2. Your membership of bodies exercising functions of a public nature, including charities, societies, political parties or trade unions.

You are also legally bound to disclose the following information called Disclosable Personal Interests which includes:

1. You, and your partner's business interests (eg employment, trade, profession, contracts, or any company with which you are associated).
2. You and your partner's wider financial interests (eg trust funds, investments, and assets including land and property).
3. Any sponsorship you receive.

Failure to disclose this information is a criminal offence

Step One: Establish whether you have an interest in the business of the agenda

1. If the answer to that question is 'No' then that is the end of the matter.
2. If the answer is 'Yes' or Very Likely' then you must go on to consider if that personal interest can be construed as being a prejudicial interest.

Step Two: Determining if your interest is prejudicial

A personal interest becomes a prejudicial interest:

1. where the wellbeing, or financial position of you, your partner, members of your family, or people with whom you have a close association (people who are more than just an acquaintance) are likely to be affected by the business of the meeting more than it would affect most people in the area.
2. the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.

For a non-prejudicial interest, you must:

1. Notify the governance officer for the meeting as soon as you realise you have an interest.
2. Inform the meeting that you have a personal interest and the nature of the interest.
3. Fill in the declarations of interest form.

To note:

1. You may remain in the room and speak and vote on the matter

2. If your interest relates to a body to which the GMCA has appointed you to, you only have to inform the meeting of that interest if you speak on the matter.

For prejudicial interests, you must:

1. Notify the governance officer for the meeting as soon as you realise you have a prejudicial interest (before or during the meeting).
2. Inform the meeting that you have a prejudicial interest and the nature of the interest.
3. Fill in the declarations of interest form.
4. Leave the meeting while that item of business is discussed.
5. Make sure the interest is recorded on your annual register of interests form if it relates to you or your partner's business or financial affairs. If it is not on the Register update it within 28 days of the interest becoming apparent.

You must not:

Participate in any discussion of the business at the meeting, or if you become aware of your disclosable pecuniary interest during the meeting participate further in any discussion of the business,
participate in any vote or further vote taken on the matter at the meeting.

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**MINUTES OF THE MEETING OF THE
GMCA OVERVIEW & SCRUTINY COMMITTEE HELD ON 8 MARCH 2023 AT
THE GMCA OFFICES, TOOTAL BUILDINGS, OXFORD STREET, MANCHESTER**

PRESENT:

Bolton	John Walsh (Chair)
Bolton	Champak Mistry
Bolton	Hamid Khurram
Bury	Russell Bernstein
Manchester	Mandie Shilton Godwin
Manchester	John Leech
Oldham	Colin McLaren
Oldham	Umar Nasheen
Rochdale	Ashley Dearnley
Rochdale	Tom Besford
Salford	Jim King
Salford	John Mullen
Salford	Mishal Saeed
Salford	Alex Warren
Stockport	Elise Wilson
Tameside	Naila Sharif
Trafford	Jill Axford
Wigan	Joanne Marshall

ALSO, IN ATTENDANCE

GM Mayor	Andy Burnham
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OFFICERS IN ATTENDANCE:

GMCA	Eamonn Boylan
GMCA	Steve Wilson

GMCA	John Wrathmell
GMCA	Nicola Ward
GMCA	Ninoshka Martins
GMCA	Any Hollingsworth

O&SC 71/23 APOLOGIES

Apologies for absence were received from Councillors Nathan Boroda (Bury), Mike Hurleston (Stockport), Barry Brotherton (Trafford) and Greg Stanton (Manchester).

O&SC 72/23 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

The Chair advised members that the Committee's recommendations and feedback on the GM budget proposals was shared with the GMCA at their meeting on the 16 February.

O&SC 73/23 DECLARATIONS OF INTEREST

No declarations were received in relation to any item on the agenda.

**O&SC 74/23 THE MINUTES OF THE MEETING HELD ON 8 FEBRUARY
2023**

RESOLVED /-

That the minutes of the meeting held on 8 February 2023 be approved as a correct record.

**O&SC 75/23 WORK PROGRAMME & FORWARD PLAN OF KEY
DECISIONS**

Members were requested to note that the Work Programme only detailed the business for the final meeting of the Overview & Scrutiny Committee.

RESOLVED /-

That the Overview & Scrutiny Work Programme be noted.

O&SC 76/23

FUTURE MEETING DATES

RESOLVED /-

That the date for the next meeting of the Overview and Scrutiny Committee be noted:

- Wednesday 22 March, 1:00pm – 3:00 pm

O&SC 77/22

EXCLUSION OF THE PRESS AND PUBLIC

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involved the likely disclosure of exempt information, as set out in the relevant paragraphs of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

O&SC 78/23

**GREATER MANCHESTER TRAILBLAZER
DEVOLUTION DEAL**

The Mayor Andy Burnham introduced the item and provided the GMCA Overview and Scrutiny Committee an update on the latest position with Government on Greater Manchester's Trailblazer Devolution negotiations.

RESOLVED /-

That the report and its contents be noted.

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GMCA OVERVIEW AND SCRUTINY COMMITTEE

Date: 22 March 2023

Subject: Retained Business Rates Pilot Update

Report of: Cllr David Molyneux, GM Portfolio Holder for Resources and Steve Wilson,
GMCA Treasurer

Purpose of Report

The report provides members with an update on the position in respect of the 100% retained business rate pilot including the current GM business rates funded schemes, the latest forecasts for 2022/23 and 2023/24 income and seeks support for proposed 2023/24 schemes funded from the income expected to be received in 2022/23.

Recommendations:

The Overview and Scrutiny Committee is asked to endorse and comment on the following recommendations to the GMCA:

1. Note the forecast, as at the end of quarter 3, for 2022/23 business rates income including the 75:25 split between districts and GM investment.
2. Note the planned income for 2023/24.
3. Approve the proposed 2023/24 GM use of the 2022/23 business rates income (set at 25% of total benefit).
4. Approve the proposal to bring back any further in-year commitments should the year end income exceed that forecast at quarter 3.
5. Note the position in respect of the devolution trailblazer deal for Greater Manchester.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

[Sustainability Decision Support Tool](#)

Risk Management

An assessment of the major risks faced by the authority is carried out quarterly as part of the reporting process. Specific risks are identified in the report.

Legal Considerations

There are no specific legal implications with regards to this report

Financial Consequences – Revenue

The revenue finance implications are set out in detail in the report.

Financial Consequences – Capital

There are no capital expenditure implications of the issues contained in the report.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

TBC

Background Papers

- GMCA 29th July 2022 “Retained Business Rates Update”

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

March 2023

Retained Business Rates Update

1. Introduction

- 1.1 The report provides members with an update on the position in respect of the 100% retained business rate pilot including the current GM business rates funded schemes and the latest forecasts for 2022/23 and 2023/24 income. It seeks support for proposed 2023/24 schemes funded from the income expected to be received in 2022/23.

2. Background

- 2.1 The 100% business rates retention pilot was part of the Greater Manchester Devolution Deal and was introduced in 2017/18 with the stated intention of:
- Giving GM authorities an incentive to grow local tax bases by ensuring they see long term rewards from growth.
 - Maintaining a predictable income stream against which authorities can take long term investment decisions; and
 - Ensuring that GM authorities can continue to provide a full range of local services, whilst recognising that decisions about spending priorities should be made locally by locally elected representatives accountable to local taxpayers.
- 2.2 Under the scheme GMCA and the ten GM local authorities retain 100% of business rates growth from the base year (2015/16). The benefits are calculated on the basis of a no detriment formula. This is calculated by comparing the difference between the authorities retained business rates under the 50% scheme (including Section 31 payments and grant which would have been payable) to the retained business rates actually retained, (including Section 31 grants). If the former is higher at GM level the government will reimburse the difference. If the latter is higher this is retained within GM and recorded as the benefit of the pilot participation.
- 2.3 The agreement between GM partners was that the benefits of the scheme, to the extent that there should be any, would be shared for investment both at individual district level and for GM wide initiatives. Under the original agreement districts would receive at least 50% of the benefit with up to 50% being invested in GM schemes.

- 2.4 The initial operation of the scheme saw 50% of the income transferred to the combined authority for potential investment in GM wide schemes with subsequent decisions made to return some of that funding back to districts. In 2020/21 during the peak of the financial impact from the coronavirus pandemic, the full 100% benefit of the pilot was retained by districts to support their response to Covid-19.
- 2.5 In 2022/23, as part of the consideration of proposed GM investments utilising the income derived from the 2021/22 financial year, it was agreed that the benefits of the pilot would be split on a 75:25 basis in favour of the ten GM local authorities.
- 2.6 Prior to 2020/21 funding decisions were effectively taken two years in arrears, allowing for the income for any individual year to be confirmed following the end of the financial year in questions and the conclusion of audit processes. Following the retention of 100% of the funding by districts in 2020/21 we moved to considering GM proposals one year in arrears. The income received in 2021/22 was committed to GM schemes at the GMCA meeting of 29th July 2022 following the confirmation of the year end outturn income figures.
- 2.7 Whilst we continue to operate a year in arrears the confirmation of a further extension to the current scheme to the end of 2023/24 now allows GMCA to commit funding based on the quarter three district forecasts. Whilst there remains a risk the final outturn could be lower than this forecast, in this unlikely event, any overcommitment would become the first call on the 2023/24 income.
- 2.8 By taking decisions ahead of the start of the 2023/24 financial year, programmes where funding is currently only confirmed to the end of the 2022/23 financial year or ends in the first half of 2023/24 can gain certainty of funding at an earlier stage than in the previous year.

3. Existing Commitments

- 3.1 Following approval of GM funding commitments from the 25% of 2021/22 income retained by the Combined Authority made at the GMCA meeting on the 29th of July 2022, all income accrued through the 100% retention pilot until the 31st March 2022 was fully committed.

3.2 The table below combines the original commitments plus the allocation of the 21/22 income into a single table (Schemes funded from 21/22 income are shown in red)

Description	Planned Spend 2021/22	Planned Spend 2022/23	Planned Spend 2023/24	Total Planned Spend
	£'000s	£'000s	£'000s	£'000s
Funding				
Funding Carried Forward	(36,465)	(20,302)	(11,319)	(36,465)
Audit Adjustment	(1,243)			(1,243)
2022/23 Income @25%		(16,317)		(16,317)
Annual Funding Available	(37,708)	(36,619)	(11,319)	(54,025)
Commitments				
Greener				
Districts low carbon - Renewables and Retrofitting		1,600		1,600
Support for Net zero		400		400
Journey to Net Zero		484		484
Net Zero Social Homes		80		80
Flood Risk Management		80		80
5 Year Environment Plan	958	515		1,473
GM Resilience Officer	120			120
Fairer				
Election	3,800		4,200	8,000
Employment Charter	274	587		862
Employment Charter - New		400		400
Full Fibre Revenue Costs	158			158
GM Digital Strategy	551	250		801
Unified Architecture	990	1,190	523	2,703
Good Landlord Charter		150		150
Employment legal advice service		100		100
Skills & Work / Apprenticeships		1,200		1,200
Skills & Work / Apprenticeships		600		600
Youth Combined Authority	50	13		63
Cricket Strategy	200	200	200	600
GMHSCP		480		480
More Prosperous				
GM Productivity programme	4,748	4,220	3,231	12,199
Industrial Strategy	793	2,727	602	4,122
Marketing Manchester and MIDAS	750	750	750	2,250
Support for Growth and International Engagement		1,170		1,170
Development of Growth Locations		1,200		1,200
Business Angels		1,000		1,000
International Rebound Programme		150		150
International Partnerships		150		150
Enterprising You		650		650
Growth Company Other		350		350
Place Based				
Cultural and Social Impact Fund	1,000	1,100		2,100
Places for Everyone	264	2,425		2,689
Reform Investment Fund - Youth Homelessness Prevention	750	750	1,000	2,500
One Public Estate - OPE Support Officer		56		56
Residents' Insight survey		250		250
Other				
Cheshire Business Rates for Bus Reform	2,000	23		2,023
Total Income	17,406	25,300	10,506	53,212
Closing Position	(20,302)	(11,319)	(813)	(813)

4. 2022/23 Retained Business Rates Income

4.1 The table above shows how the income up to the end of the 2021/22 financial year has been largely committed with a small residual income of £813k.

- 4.2 In the 2021 spending review the chancellor announced the 100% retention scheme would continue for a further year (2022/23) with the subsequent announcement in the November 2022 financial statement extending the scheme by a further year to the end of 2023/24.
- 4.3 Given there are now two confirmed further years of income it is proposed that commitments for 2023/24 expenditure can be made based on the Quarter 3 forecast income.
- 4.4 The forecast benefit of the pilot for 2022/23, as at quarter 3, broken down by district, is shown below and totals £74.8m with the 25% retained by GMCA standing at £18.7m

Authority	100% Pilot Benefit	75% Retained by Authority	25% Retained by GMCA
	£000	£000	£000
Manchester	13,372	10,029	3,343
Bolton	5,039	3,779	1,260
Bury	3,228	2,421	807
Oldham	5,160	3,870	1,290
Rochdale	7,672	5,754	1,918
Salford	12,638	9,478	3,159
Stockport	3,769	2,826	942
Tameside	4,615	3,461	1,154
Trafford	10,885	8,164	2,721
Wigan	8,440	6,330	2,110
GM	74,816	56,112	18,704

4.5 The planned income for 2023/24 currently stands at £84.2m with GMCA retaining £21m. This is only a planning figure at this stage and no commitments will be made from this income until 2024/25.

Authority	100% Pilot Benefit	75% Retained by Authority	25% Retained by GMCA
	£000	£000	£000
Manchester	18,539	13,904	4,635
Bolton	6,835	5,127	1,709
Bury	1,837	1,378	459
Oldham	4,835	3,626	1,209
Rochdale	6,668	5,001	1,667
Salford	14,391	10,793	3,598
Stockport	8,358	6,269	2,090
Tameside	4,290	3,217	1,072
Trafford	6,853	5,139	1,713
Wigan	11,547	8,661	2,887
GM	84,154	63,115	21,038

5. Proposed 2023/24 Schemes

5.1 With the 100% retention schemes confirmed to be in place until the end of the 2023/24 financial year it is proposed the full forecast income for 2022/23 be made available for schemes in 2023/24. In the unlikely event that the income at year end is lower than the current forecast of £18.7m then the overcommitment becomes the first call on the income for 2023/24, currently forecast to be £21m.

5.2 Schemes totalling £19.5m have been identified and are shown in the table below. With carry forward of £813k available from the income received up to the end of 2021/22 funding these schemes would leave £19k uncommitted ahead of further income in 2023/24.

Description	2023/24
	(£000's)
2022/23 Q3 Income Forecast	(18,704)
2021/22 Carry Forward	(813)
Total Income	(19,517)
<u>Greener</u>	
5 Year Environment Plan	628
Districts low carbon - Renewables and Retrofitting	1,600
Support for net zero	800
Net Zero Social Homes	300
Flood Risk Management	250
<u>Fairer</u>	
Employment Charter	545
GM Digital Transformation	900
GM Digital Inclusion, Growth and Places	650
GM Information Strategy	280
Skills and Work	500
<u>More Prosperous</u>	
GM Productivity programme	6,050
GM Frontier sector FDI Attraction and Promotion	1,750
Trailblazer Implementation - NEW	1,000
Support for Growth and International Engagement	930
<u>Place Based</u>	
Development of Growth Locations	1,800
GM Culture Fund	1,125
GM Evidence & Insight Hub	70
Places for Everyone	250
Night Time Economy - NEW	70
Total Potential Costs	19,498
Residual position	(19)

5.3 The majority of the proposed commitments are a continuation of existing schemes including some, such as the GM Productivity Programme that were provided with multi-year funding at the start of the pilot period which is coming to an end in 2023/24. In the case of the productivity programme current funding, made up of business rates allocations and ERDF match funding will be exhausted by the end of September 2023.

5.4 Ongoing funding to support the GM cultural fund has already been approved at the GMCA meeting in February 2023 and is included within the table above for completeness.

5.5 There are two entirely new schemes proposed in addition to the extension of the existing schemes noted above.

5.6 These are:

(i) Trailblazer Implementation - £1m

It is proposed £1m is earmarked for supporting the work to implement the potential outcome from the current devolution trailblazer including developing the approach to a single settlement funding agreement and updated governance arrangements.

Further detail will be developed on this proposal if and when the trailblazer negotiations reach a successful conclusion.

(ii) Night-Time Economy - £70k

This budget would be used to bring in match funding from local and national partners and increase the investment in this policy area. The majority of the funding would be used to deliver night-time economy interventions relating to safety, diversity, regeneration and the workforce.

In addition to supporting safety, diversity and town centre events, the night time economy sector is struggling due to a lack of skills in the sector and business advice. With this funding, the Night time economy team would develop two interventions – a targeted campaign, working with CA colleagues in the education, work and skills team, promoting the night time economy as a viable career, and developing skills pathways and career development opportunities within the sector (a real issue post pandemic and crucially, post-Brexit) and delivering night surgeries across Greater Manchester with partner organisations to provide business advice and signposting as well as support in relation to local authority functions such as licensing and environmental health etc.

6. Additional commitments for 2023/24

- 6.1 We propose to fully commit the quarter three forecast income for 2022/23 with any over commitment underwritten by the 2023/24 income should there be a reduced lower final outturn income than that forecast at Q3. However, should the final year end outturn income figure show an increase on the Q3 forecast it is proposed these funds are made available for in year commitments through 2023/24, should they require funding, rather than wait for a subsequent decision on the 2023/24 income for commitment in 2024/25.

7. Future of Retained Business Rates and Associated Schemes

- 7.1 As described above the Government has agreed to extend the 100% business rates retention scheme pilot for a further year (20223/24).
- 7.2 There are many current business rates funded schemes across GM that have been, and continue to, be critical to GM delivery. This includes areas such as the Mayoral election for which there are currently no other sources of funding.
- 7.3 The long-term sustainability of GM programmes will be linked to the future approach to business rates as well as a number of other key areas of funding that are currently delivered through one off grants or funding which is time limited in nature.
- 7.4 These issues are at the heart of the current devolution trailblazer negotiations with HM Government in particular in the developing proposals for a single settlement for GM.
- 7.5 The benefits of a single settlement, potentially including a long-term commitment to the current arrangements in respect of business rates, cover three main elements:
- (i) Longer terms settlements to allow certainty of funding, long term strategic decision making and to facilitate the development of local capacity to deliver programmes.
 - (ii) Flexibility to use different strands of funding to maximum effect. Removing contradictory grant conditions, misaligned objectives, and perverse time horizons

(iii) Reduced requirement to commit resources to bidding for national monies, competing against other areas.

- 7.6 We expect detailed proposals for the trailblazer outcomes to be available in coming days and the future of the business rates pilot will be a critical element of this.
- 7.7 Any new arrangements which are put in place through the trailblazer will need to reflect the unique arrangements agreed with GM by HMG at the start of the pilot in relation to any future reset of the baseline by which growth is assessed against. National resets were always part of the plan for the pilot, although none have happened since the introduction of the scheme, and this is likely to continue to be the case for any new deal. However, the “partial reset” mechanism agreed with GM and set out in our original Memorandum of Understanding (MoU) will allow GM authorities to retain part of the achieved growth and maintain the growth incentive principle which is fundamental to the rates retention system.

8. Future use of funds

- 8.1 An initial assessment has been undertaken on future funding requirements beyond 2023/24 which would be funded from the income received in the final confirmed year of the scheme, the current year, 2022/23.
- 8.2 As referred to earlier, the level of growth included within planned NNDR 1 business rates, equates to £84.2m. GMCA would expect to receive 25% of this value for investment in GM schemes with 75% being retained by the ten GM local authorities. The GMCA share would therefore be around £21m.
- 8.3 No commitments against the 2023/24 funding will be made at this stage and the timing of decisions relating to that income will be dependent on the outcome of the trailblazer discussions and the likely position on business rates income for 2024/25.

9. Exit Plans

- 9.1 A number of schemes have been identified in section 8 above as potentially requiring funding beyond the current proposals for CA agreement in 2023/24.

- 9.2 Should funding not be available in 2024/25 those schemes would either need to seek an alternative funding source or would cease once the current funding agreements are exhausted.
- 9.3 This would clearly have significant consequences to the specific benefits expected to be delivered by the schemes, much of these are described in the details of the schemes in the appendix.
- 9.4 Whilst the cost of ceasing the schemes might be significant in output terms, the direct financial impact in terms of exit costs such as redundancies are not expected to be as significant. Most schemes are delivered by external agencies who would manage the staffing impact. However, there would be a very small number of directly employed GMCA staff and it is therefore prudent, at this stage, to set aside, £1m of the 2023/24 for exit costs.
- 9.5 It is expected, however, that the future approach to business rates will be clear early in 2023 allowing the schemes currently funded through the pilot to be considered as long-term proposals against a more certain long term funding stream.

10. Recommendations

- 10.1 The Overview and Scrutiny Committee is asked to endorse and comment on the following recommendations to the GMCA:
- Note the forecast, as at the end of quarter 3, for 2022/23 business rates income including the 75:25 split between districts and GM investment.
 - Note the planned income for 2023/24.
 - Approve the proposed 2023/24 GM use of the 2022/23 business rates income (set at 25% of total benefit).
 - Approve the proposal to bring back any further in-year commitments should the year end income exceed that forecast at quarter 3.
 - Note the position in respect of the devolution trailblazer deal for Greater Manchester.

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GMCA OVERVIEW & SCRUTINY COMMITTEE

Date: 22nd March 2023

Subject: Greater Manchester Strategy: Progress Report Spring 2023

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

Purpose of Report

To provide Overview & Scrutiny Committee with the second progress report at 12 months into delivery of the Greater Manchester Strategy, noting the updating of the performance dashboards which underpin the GMS performance framework.

The information gathered for the report has shown a responsive set of actions have been taken to the main findings and the implications from the first progress report, although overall further pivot, pace, and scale will be required if overall GMS ambitions are to be achieved.

The report focuses on key strategic opportunities presented to Greater Manchester, raising visibility of how whole system responses and applying GMS ways of working can support maximising those opportunities.

Recommendations:

O&S Members are requested to:

1. Review, and subject to comments agree the progress report.
2. Note the strategic opportunities presented to Greater Manchester right now, and how these can be used to maximise the potential to achieve GMS ambitions.

3. Consider whether there are any issues highlighted in the report which should be included in the Committee's work programme for the forthcoming municipal year.

4. Note that insufficient detail of programme delivery has been gathered to assess specific impacts arising from delivery in support of GMS ambition. The assessment completed takes an overview approach, considering the strategic intent of the GMS and forming a view from the overall approaches, understanding and intent.

Contact Officers

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Amy Fooks, Head of Implementation, GMCA amy.fooks@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

Insufficient detail of programme delivery has been gathered to assess specific impacts arising from delivery in support of GMS ambition. The assessment completed takes an overview approach, considering the strategic intent of the GMS and forming a view from the overall approaches, understanding and intent.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	A	Evidence of improved understanding of inequalities. Targeted activity in place, however the scale of this activity is insufficient to achieve GMS ambitions. Continuing funding pressures and cost of living pressures. Work underway to improve allocation of resources and delivery activity to support marginalised groups overseen by the tackling inequalities board. Evidence of engagement and community involvement in place, though not routinely practiced across the GM system.
Health	A	Significant strategic opportunities presented through the ICP development, enabling improvement in whole health & care system. Challenges continue including, funding pressures, backlog and cost of living. Evidence of good practice across GM networks and targeted support, but scale and pace have not been assessed and therefore not possible to determine long term benefit. Reenergising prevention agenda will support improvement in coordination and delivery, supporting improvement in health outcomes
Resilience and Adaptation	A	Work is underway to support this agenda, e.g. Place for Everyone. However, insufficient detail has been collected to assess direct impacts on resilience.
Housing	A	Evidence of good progress being made since the last update report, including the establishment of the TANZ taskforce. However, additional resource and further work with Government will be required to meet ambitions
Economy	G	Progress made to drive the economy to more holistically adopt responses to inequalities and the environment in their design and delivery, eg Good Employment Charter and RLW. The IPR has provided an evidence base to inform the refreshing of the LIS. Ongoing challenges reflective of the wider economic climate. Work underway for Growth Locations, ensuring maximising social, environmental and economic benefit from their development. Systemic understanding of trade offs and conflicts arising from economic development need to be better understood
Mobility and Connectivity	A	Delivery of active travel plans, including accessibility and affordability, notably the introduction of capped bus fares. Work continues with Government to further develop and resource transport infrastructure. Challenges remain with extensive car use, mixed patronage of public transport, and air quality. Further digital infrastructure improvements have been delivered and continue
Carbon, Nature and Environment	A	Work to embed the environmental agenda within all aspects of GM policy and delivery have improved, but further work needed to meet ambitions. Significant opportunity in developing the new SYEP to ensure a wider adoption of actions and accountability. Dialogue continues with Gov on Clean Air Plan. Biodiversity emergency declared for GM
Consumption and Production	A	Various activity in place to improve consumption and production e.g. zero waste strategy. Acknowledged however that development will, at least in the short term, negatively impact on consumption and production.

Contribution to achieving the GM Carbon Neutral 2038 target **Whilst there is greater understanding 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**

Fur	G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.	RR Negative impacts overall.
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Carbon Assessment	
Overall Score	
Buildings	Result Justification/Mitigation
New Build residential	Sufficient detail has not been gathered for this progress report to assess these elements
Residential building(s) renovation/maintenance	
New build non-residential (including public) buildings	
Transport	
Active travel and public transport	
Roads, Parking and Vehicle Access	
Access to amenities	
Vehicle procurement	
Land Use	
La	
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.
Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.
Not best practice and/ or insufficient awareness of carbon impacts.	

Risk Management

The report updates on progress of activities supporting the delivery of GMS outcomes and commitments. The update sets out the strategic opportunities presented to Greater Manchester right now, and how these can be used to maximise the potential to achieve GMS ambitions. If such an approach is not taken forward, there is a risk that GM may be less likely to achieve the ambitions set out in the GMS.

Legal Considerations

N/A

Financial Consequences – Revenue

No direct financial decisions resulting from this paper

Financial Consequences – Capital

No direct financial decisions resulting from this paper

Background Papers

[Greater Manchester Strategy Progress Report – July 2022](#)

[Greater Manchester Strategy Refresh – December 2021](#)

1. Background

- 1.1 This is the second GMS progress report, at 12 months into implementation. The progress report builds on the findings of six month update and reviews collective progress, areas of demonstrable pivot or responsive actions, and identifies timely strategic opportunities presented to GM which have the potential to further collective progress in achieving the GMS ambitions.
- 1.2 The progress report highlights areas of good practice and identifies opportunity for the greater embedding of the ways of working – which if fully utilised can support the attainment of better outcomes. The report provides comment on whole system / overall direction of travel, not a detailed analysis of individual performance.
- 1.3 The progress report has been developed following engagement with GM delivery group leads and local authorities. A review of the draft report and sense checking of the findings has been undertaken with a stakeholder panel, with representatives from across the GM system from place, policy areas and across sectors.
- 1.4 The unique partnership model, under the GMS shared vision of leadership via the GMCA and GM Local Enterprise Partnership (LEP), with both bodies established to have a shared strategic vision and complementary roles and together provide a robust set of decision-making and governance structures for Greater Manchester. The Local Enterprise Partnership is now evolving towards a new model of a GM Business Board (LEP) fully integrated into GMCA with a remit to be as ambitious as possible, maintaining a strong business voice at the heart of cit- region and maximising economic growth across Greater Manchester.

1.5 A central part of this approach will be the GM Business Board (LEP) driving key GMS priorities within a framework agreed with GMCA that will focus on those areas where the LEP can bring most added value while allowing for agility to respond to emerging issues. This model was approved by GMCA in September along with an initial framework of GMS priorities for 2023/24 including Innovation; Net Zero; Real Living Wage; Economic Resilience; Marketing and International; Business Support; Investment Finance; Addressing Inequalities; and Skills.

1.6 A further update detailing GM Business Board (LEP) integration and delivery will be brought to the GMCA Overview and Scrutiny Committee in June.

2. Key findings

2.1 The report highlights areas of good practice and builds an understanding of some of the activities being delivered in support of the GMS ambitions. It does not provide a holistic view of all activity which contributes to GMS, nor does the progress report offer view of the effectiveness of that activity or whether there are current activities delivered across the GM system which may be counter to headline ambitions.

2.2 The GMS includes ways of working, which, if utilised and embedded can support the achievement of better outcomes. This report highlights specific strategic opportunities presented to GM right now, and seeks to draw system attention to the potential of working differently to ensure the maximisation of those opportunities for the long term benefit of people and places of GM.

2.3 The strategic opportunities identified in the report include:

- Devolution trailblazer and possible single pot financial settlement
- Refreshing of the 5 Year Environment Plan
- Reenergising the prevention agenda
- Refreshing the Local Industrial Strategy
- Development of the Integrated Care Partnership

- Refreshing the GM Digital Blueprint (as a key enabler of the GMS).

2.4 The work undertaken to produce this report has begun to identify how the ways of working can be applied and the whole GM system adopt such approaches to support the greater embedding of GMS ambitions within all areas of work, delivering whole system truly shared outcomes.

2.5 The progress report draws on the latest available performance data and provides an update on the progress to date on the three floor targets. These are all showing good progress, but more broadly they are providing evidence that when a particular issue is given an area of focus, GM gets results. Bringing together the right actors, with a single and shared purpose, with space for innovation is proving effective and provides for greater learning from this approach as part of the wider embedding of GMS ways of working.

2.6 A stakeholder panel discussion was undertaken as part of the development of this report. The panel discussion provided opportunity for cross-system discussion of progress and challenges in the round, demonstrating the value of dedicated time for reflection, debate and discussion to understand more fully how the many strands of activity being delivered come together in support of attainment of the GMS ambitions. In addition to the panel discussion informing the full progress report, broader systemic issues and learning points were also identified, examples include:

- Ensuring GM is maximising all the levers currently at our disposal, e.g. smoking cessation, where national levers are all in place, so local activity can drive improvement in this area;
- Consideration should be given to greater future use of floor targeting approaches for GM determined priorities, e.g. targeting of childhood obesity;
- Ensure maximum effect of the extensive GM intelligence and evidence base to drive timely and agile responses across the system;
- Greater investment in early intervention & prevention is needed – recognising this may be for a range of services and interventions at local

level, delivered via VCSE orgs or wider partners, e.g. ICP Strategy embedded prevention;

- Ensuring that collective actions as Greater Manchester are reflective of shared values and ethos, e.g. Greater Manchester is a welcoming place, and should consider local ways of delivering services responsive to immigration and asylum seekers needs, which regardless of national policy and mandates, should be reflective of GM values.

2.7 The report (annexed) includes an executive summary, then details updates on the current context, the floor targets and a review by the greener, fairer and more prosperous pillars of the GMS along with evidence of use of the ways of working.

3. Recommendations

3.1 Recommendations appear at the front of this report.

ANNEX

GMS Progress Report – Spring 2022 – DRAFT

Contents:

1. [Executive Summary](#)
2. [Background & Context](#)
3. [GMS Floor Targets](#)
4. [Ways of Working](#)
5. [Greener](#)
6. [Fairer](#)
7. [More Prosperous](#)

1. Executive Summary

This is the second progress report at 12 months into delivery of the GMS, looking at whole system delivery and GM's collective ability to achieve the overall ambitions set in the strategy. The last progress report (at six months) found a greater pivot of system policy and delivery in support of GMS ambition was needed. **The information gathered for this report has shown a responsive set of actions have been taken to the main findings and the implications from the first progress report, although overall further pivot, pace, and scale will be required if GMS ambitions are to be achieved.**

This report - unlike the first progress report - focuses more on the strategic opportunities presented to Greater Manchester right now, and how these can be used to maximise the potential to achieve GMS ambitions. The timing of this review and progress report aligns perfectly with the refreshing of key strategic documents and the opportunities available to GM through further devolution.

1.1 Devolution – strategic opportunity of a single financial settlement

The current negotiations with Government on further devolution to Greater Manchester are in the late stages, with GM seeking a single settlement of devolved resources, underpinned by a robust accountability framework. **In order to fully realise the potential benefit of a single block grant, GM will need to utilise its tried and tested evidence-based approach to prioritisation and determining of allocations of resources is essential, unlocking GM's potential in support of achieving GMS ambitions.** The opportunity presented by the potential of a single financial settlement can provide GM with the platform to have whole system different, and more integrated conversations. This may require the debate of difficult trade-offs, understanding of current outcomes, and a review of the balance of resources supporting GM's shared priorities. Changes to some GM structures, forms and functions are also likely to be required, with sufficient planning and development time allocated to ensure success.

1.2 Greater Manchester Integrated Care System – strategic opportunity for further development of joint working and approaches in support of GMS ambitions

The creation of the Integrated Care Partnership - connecting NHS Greater Manchester, NHS Trusts and the whole of primary care with GMCA, Local Authorities and partners across VCSE sector, Health Watch and Trade Unions - provides the platform for actions to be taken collectively to make a difference to the health of GM's population. The GM ICS is one of the largest in England, and its development builds on the previous arrangements and successes from GM's devolved health and care functions.

The development of the GM ICP Strategy provides a timely and significant opportunity for the whole of the GM system to align activities which are in support of the shared outcomes and ambitions of the GMS, which will be delivered in partnership across the city-region.

In addition to the ICP Strategy, the development of the Joint Forward Plan, provides further opportunity for the clear articulation of shared priorities, delivered through joint working arrangements, engaging a range of stakeholders from across the GM system.

1.3 Greener – strategic opportunity; refreshing the 5 Year Environment Plan

GM's objective to be carbon neutral by 2038 is still considered achievable, but the pathway towards that is likely to exceed the carbon budget, and by a considerable margin unless decarbonisation is accelerated. GM's ambition and priority remains rapid decarbonisation, with a desire to remain within or as close to the budget as possible. Further work is required to fully embed the ownership and accountability of this agenda within other policy areas.

Further work is required to fully embed the ownership and accountability of this agenda within other policy areas. The upcoming refresh of the 5 Year Environment Plan presents a significant opportunity for GM to focus and push on in order to meet the 2038 target. The approach adopted to that refresh will influence and determine the extent to which the ownership of this agenda and actions being taken across all policy areas are supportive of the 2038 target. This is a key area where GM has an opportunity which should not be missed, with the potential to accelerate activities which are positively contributing, and to create opportunities to challenge the system where activities are counter to the target.

1.4 Fairer – strategic moment to retain and regain focus on the prevention agenda

This progress report has been developed in the context of the ongoing cost of living crisis, causing far reaching impacts to individuals, households and whole communities across Greater Manchester. The GMS seeks to support people and places in the here and now, but also to prioritise prevention and early intervention within the GM system, recognising the need for action impacting causal effects, not just responding to immediate impacts. The production of [monthly dashboards](#) to monitor the impacts arising are now being provided to GMCA, to inform all stakeholders of the latest position and ensure appropriate response actions are in place and visibility of the support available.

Greater opportunity for reflection and evaluation of impact within current activity, and underpinning the development of new strategies, may provide the necessary space for the consideration of how the prevention agenda can be considered alongside the current and urgent needs presented.

This may include a review of the current dissemination of the intelligence being generated via the dashboards and system insights to better inform and target responses. A reenergising of the prevention agenda will require assessments of need and likely different resourcing allocations, with investment in activities delivered across a range of sectors and providers. These difficult trade-offs need to be considered head on and GM decisions taken to support immediate needs, while investing in early intervention and prevention activities to improve long term outcomes and manage future service need.

1.5 More Prosperous – strategic opportunity; refreshing the Local Industrial Strategy

As Greater Manchester's economy continues to recover post-pandemic, like other major urban areas, the use of GM's urban and employment centres has changed, travel patterns are different and people's use of space and access to employment has shifted. These changes are ongoing and it is not yet possible to say that the current situation is the stable 'new normal'. Economic restructuring continues and ensuring GM utilises to maximum effect the levers within its control to support that restructure remain fundamental to the overall success of the city-region going forward.

The cost of living crisis and very limited national growth forecast makes for a potentially more challenging economic climate. **The refreshing of the LIS provides opportunity for GM to restate its economic ambitions, enabling and supporting economic growth and innovation, and ensuring that economic growth is accessible to, and benefitting all the people and places of Greater Manchester.**

The development of the refreshed LIS will ensure that GM's economy is supported and enabled to develop at all levels, across sectors. For example, the importance of GM's foundational economy work will support many people working across the

sector to secure good jobs, with fair pay and with career opportunities, fundamental to driving increased equality and opportunity for the people and places of Greater Manchester. A focus on innovation and high growth sectors will continue to provide opportunities for the city-region, ensuring the economy continues to develop and GM remains at the forefront and globally competitive in the frontier sectors.

The refreshing of the GM Digital Blueprint also provides a significant opportunity for GM to achieve GMS ambitions. The refreshed Blueprint will be more explicit in its responses to the environmental agenda and a greater focus on creating connected, inclusive, sustainable places, and tackling digital exclusion. The actions led under the refreshed Blueprint will be more directly responsive to the greener, fairer and more prosperous GMS pillars.

1.6 GMS Ways of Working

The [GMS ways of working](#) were developed to support the whole system to work together in ways which can maximise impact and efficiency, but also to support the embedding of GMS ambitions within all aspects of GM's policy and delivery. **The strategic opportunities presented to the GM system above, can be supported and delivered in ways which maximise their reach across all policy areas and in doing so deliver better outcomes if all parts of the system re-consider how the ways of working are being applied in their area.**

Development of this report has highlighted areas where there are opportunities for greater direct support, provision of capacity and practical examples / sharing of learning which could enable the greater understanding and use of the ways of working. The stakeholder panel discussion as part of this report's development has further highlighted the value and importance of the need for cross-system conversations on progress and challenges in the round. The panel discussion has supported greater collective ownership and accountability to the GMS ambitions and provided a space for discussion on how the many various strands of activity come together under the GMS frame.

In addition to the panel discussion informing this report, broader systemic issues and learning points were also identified which will be considered and will inform future development of GMS implementation and progress reporting. Examples include:

- Ensuring GM is maximising all the levers currently at our disposal, e.g. smoking cessation, where national levers are all in place, so local activity can drive improvement in this area;
- Consideration should be given to greater future use of floor targeting approaches for GM determined priorities, e.g. targeting of childhood obesity;
- Ensure maximum effect of the extensive GM intelligence and evidence base to drive timely and agile responses across the system;
- Greater investment in early intervention & prevention is needed – recognising this may be for a range of services and interventions at local level, delivered via VCSE orgs or wider partners, e.g. ICP Strategy embedded prevention;
- Ensuring that collective actions as Greater Manchester are reflective of shared values and ethos, e.g. Greater Manchester is a welcoming place, and should consider local ways of delivering services responsive to immigration and asylum seekers needs, which regardless of national policy and mandates, should be reflective of GM values.

GMCA teams, adopting a system convening role, should support the development of actions which can provide practical tools and mechanisms to support the wider embedding and utilisation of the ways of working.

1.7 The progress report

The main body of this report provides background and context to the development of this report and the current GM circumstances.

The report:

- Shows good progress with the neighbourhood floor targets - demonstrating what can be achieved with system wide focus on an issue
- Summarises progress and areas for development under the GMS ways of working, including examples of current activity

- Summarises progress against headline measures under each of the Greener, Fairer and More Prosperous pillars of the GMS, including examples of current activity.

2. Background & Context

The Greater Manchester Strategy seeks to deliver Good Lives For all, and for our city-region to be greener, fairer, and more prosperous in all parts. This is the second progress report on delivery, at 12 months into its implementation.

The progress report has been developed to look across the whole system (public, private and voluntary sector) at collective progress in delivery towards the GMS ambitions, and focuses on current strategic opportunities presented to Greater Manchester. The report has been developed as a further iteration of the first [GMS progress report](#) (at six months), building on the core findings from that initial review and looking at progress made in response to the report's recommendations, and has been developed from information gathered via engagement with GM policy delivery groups and inputs from Local Authorities and through discussion with a GM stakeholder panel, with membership from across GM policy areas, place and sectors.

This progress report seeks to demonstrate how GM's collective actions are currently responding to the shared outcomes and commitments in the strategy, and identifies areas of good practice, opportunities for learning and development, and highlights areas where strategic direction, engagement with Government and GM level prioritisation could further support the achievement of the GMS ambitions. **Examples of activity which contribute towards the attainment of GMS targets, commitments and outcomes are included, but it should be noted many of the activities delivered will contribute to several of these, even when presented under one metric.**

It should be noted however, this report does not consider current activity which, while unintentional, may be counter to GMS ambitions, (for example continuation of policies which may negatively impact on the collective ability to achieve the 2038 carbon neutrality target), nor does it provide information on the likelihood of the collective actions being taken, in totality, to achieve the targets set in the GMS.

Further, the report does not seek to unpack the specific impacts and issues faced by the people and places of Greater Manchester, that GMS is responsive to, and intentionally takes a broader strategic overview, with details sitting in other supporting plans and delivery documents.

The GMS is underpinned by a comprehensive set of performance metrics and dashboards allowing tracking of progress against key metrics which tell a story of GM achievement against targets and how responsive GM actions are to the targets and measures in place. The GMS dashboards have been updated, with key findings and contextual measures included in this report. The full set of dashboards can be viewed [here](#).

Since the last GMS progress report there have been several significant changes in GM leadership and their stated priorities, including the appointment of Kate Green as the Deputy Mayor for Policing, Crime, Criminal Justice and Fire. The Transport Commissioner, Vernon Everitt has been leading activities to support the progression of GM's London style transport ambitions, and Dame Sarah Storey, as Active Travel Commissioner, has launched a refreshed active travel mission for the city-region.

Structurally, the development of the GM Integrated Care Partnership (ICP) continues. The ICP brings together all health and social care partners across the city-region, overseen by the Integrated Care Board. The development of the Integrated Care Partnership Strategy is well underway and ensures alignment of GM's health and care priorities with the GMS. Work is ongoing to support the establishment of effective joint working arrangements across the ICP, with a recognition of the need for continued work in this area, to develop and ensure the effectiveness of joint / whole system working in areas such as mental health.

3. GMS Floor Targets

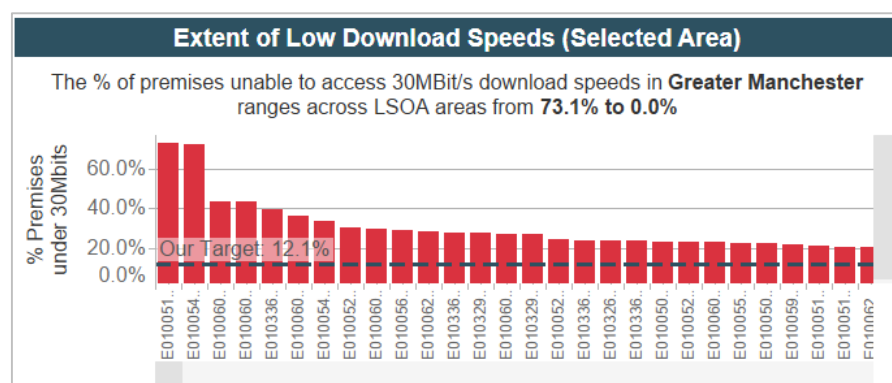
The GMS adopts a pilot approach to the use of floor targets. In adopting the floor target approach, GM committed to a collective response that transcended boundaries in favour of shared responsibility to lift all areas above the floor target baseline over time.

Good progress has been seen against the floor targets, but more broadly they are providing evidence that when a particular issue is given an area of focus, GM gets results. Bringing together the right actors, with a single and shared purpose, with space for innovation is proving effective. **As part of the wider embedding of ways of working which can support the delivery of the GMS, greater visibility could be given to this learning and consideration of how this more targeted approach could be used in response to other priorities.**

The pilot approach is proving useful in testing different approaches, both to how the floor targets are defined and how they are being used to inform policy and delivery; it will help to support potential extension to other relevant areas where neighbourhood-level data are available and targeting at that spatial level makes sense from a strategic and delivery perspective. It is too early to claim that adoption of the floor target is the core driver of improvements seen across the three areas, however, it is clear that the floor target approach is helping to cement a focus on smaller areas within GM where outcomes are disproportionately poor.

Delivery activity which supports attainment of the floor targets as well as the broader GMS pillars are included in the following sections.

1. [The proportion of premises unable to access digital download speeds of at least 30Mbps.](#)



Source: Ofcom Connected Nations

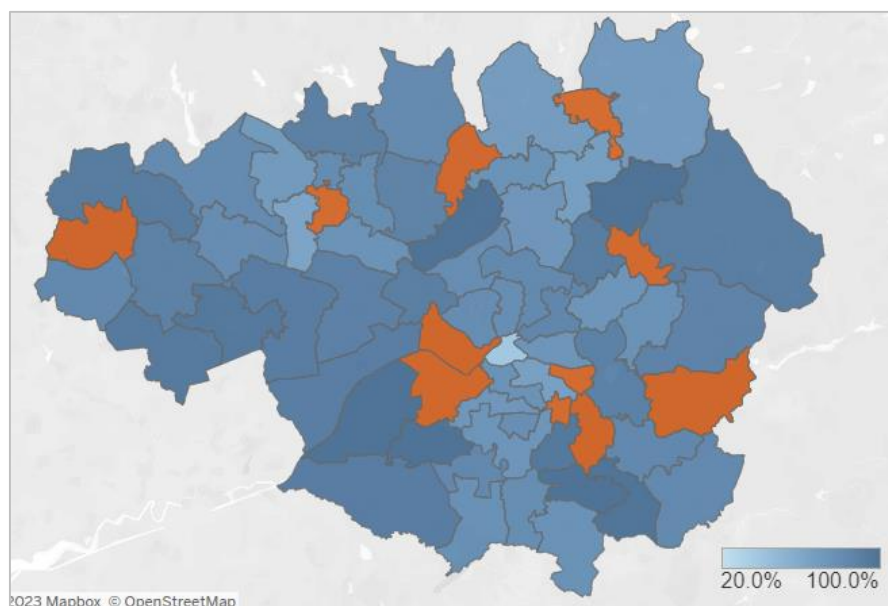
In recognition that there is considerable variance within neighbourhoods, this floor target adopts a finer-grained focus at the LSOA (lower-layer super output area) level. The latest (May 2022) data show that 66 GM LSOAs were above the

floor target threshold to have less than 12.1% of premises unable to access 30Mbps download speeds – this equates to 3.9% of all LSOAs across GM. This was **an improvement compared to the December 2021 position reported in the previous GMS progress report**, when 84 LSOAs (5.0% of all LSOAs across GM) were not meeting the floor target.

Implementation of the floor target involved analysis into differential performance across GM, the drivers at work in different places, and consideration of GM's ability to respond to these drivers in order to address identified spatial inequalities. Both urban areas in the regional centre and areas in the rural periphery have LSOAs with higher proportions of properties experiencing poor download speeds (73% in the worst performing LSOA in Manchester), demonstrating that the factors driving under-performance vary. The floor target analysis is informing tailored responses, including work in poorly performing urban areas with internet service providers (ISPs) and local authorities to address access barriers to properties and develop harmonised wayleave arrangements with a number of the telecom companies and housing associations.

In rural areas, part of the GM response is to lobby and co-ordinate activity between central and local government. In these areas, building on the Local Full Fibre Network programme, GM has been working with ISPs to address market failure by supporting delivery of new infrastructure where this would otherwise be uneconomic, including implementation of new trenching approaches that are cheaper than traditional methods. Whilst market developments are likely to drive better performance against the floor target even without public intervention, GM's evidence-based targeting should accelerate progress and help to support improved outcomes in those areas facing particular administrative or economic barriers. The benefits will be both economic (increased productivity) and social (reduced digital exclusion), thus contributing to GMS ambitions to support a more prosperous and fairer city region.

2. [The percentage take up of funded childcare and early education places for two-year-olds.](#)



Source: Department for Education / bespoke GM locality data

In light of the impact of the pandemic on take up and the likely widening of inequalities across demographics and places, early education leads in all of the GM localities have committed to focus on one prioritised neighbourhood where take up of the funded childcare offer for two-year olds (if certain criteria are met) is low or resistant to change compared to other neighbourhoods in the locality. In order to promote a targeted understanding and response, the floor target ambition is that by April 2024, take up in each of these neighbourhoods will have improved, reducing (and over time, beyond 2024, closing) the gap with the rest of the locality.

Overall performance on this indicator suggests that we are seeing positive trends against our floor target ambition. Locally-sourced data show that eight of the ten targeted neighbourhoods have seen a term-on-term increase in take-up from summer 2021 to summer 2022, and the gap between the prioritised neighbourhood and the locality average has narrowed in six of the ten areas. These positive local developments reflect the improving GM position that is demonstrated in the national data; the latest official data from the Department for Education show average take-up across GM in January 2022 at 74.4%, continuing a historic trend of GM performing above the

national average (71.9%), and demonstrating a return to pre-pandemic levels (an improvement of some 7 percentage points since January 2021). However, given that substantial variation remains across the city-region, our locally-sourced data remain an important tool in seeking a spatially differentiated response, as pursued under the floor target approach.

There is collective ownership of the floor target at locality level, with early years leads engaged in co-production of the approach, which is being implemented in different ways across districts. The floor target approach has helped to embed a step-change in the understanding of take up performance as a single conversation at GM level. The range of activity in place should support further improved performance in the targeted neighbourhoods, and is providing an evidence base of the effectiveness of different strands of activity, as highlighted in a reflective workshop held at the end of 2022 to reflect on the first 12 months of the new approach:

- Targeting resources in various ways – including targeted ‘play and stay’ events, social media work to build parental confidence and awareness, information sharing to support whole system understanding amongst health visitors, housing providers and voluntary and community sector partners of the importance of early education and the availability of childcare places in areas of low sufficiency;
- GM-commissioned support to local delivery – behavioural insights research has resonated locally, and micro-grants to VCSE organisations have promoted tailored responses in areas of greatest need. A new multi-agency group has been established in one locality to provide emotional support to parents with children starting at a setting and to support development of peer support networks;
- Strategic buy in – a common basis for complementary prioritisation in local strategic and corporate plans, ensuring senior buy-in and political visibility, and ensuring that early education is ‘mainstreamed as everybody’s business’;

- Lobbying – the neighbourhood level focus continues to highlight the fragile nature of the early years sector and local childcare sufficiency challenges, and the need to continue lobbying government on the importance of free early education in improving outcomes for children growing up in disadvantage, and the benefits of a universal 18-month child development assessment.

3. The proportion of young people (Year 10s) reporting good or higher wellbeing



Source: Greater Manchester #BeeWell Survey

Drawing on data from the GM #BeeWell programme, this indicator has an overarching GMS target for the pan-GM average proportion of young people reporting good or higher wellbeing to improve from the 2021 baseline figure of 51.5% good or higher wellbeing. Alongside, and reflecting #BeeWell’s core aim to use the data produced by the survey to instigate a place-based approach to young people’s wellbeing, the neighbourhood floor target is to reduce the range or ‘spread’ of wellbeing scores across the 66 neighbourhoods compared to baseline levels (39.1% to 61.0% in the initial dataset, a range of some 22 percentage points). The dual approach to targeting reflects one of the issues that the floor target concept is looking to address – the potential for the GM or locality average to increase, but for some neighbourhoods to remain ‘left behind’.

The latest pan-GM data, from the 2022 survey, show that 51.6% of young people reported good or higher wellbeing, **virtually unchanged from the previous year's baseline and indicating stability in wellbeing across the two years**. As shown in the above map, **the 2022 neighbourhood range (40.3% to 63.1%, or 23 percentage points) was also relatively unchanged compared to 2021**. Good progress was made in neighbourhoods identified with lower wellbeing in 2021, with average prevalence of good or higher wellbeing increasing across those neighbourhoods that had recorded the lowest 25% of scores last time the survey was run. However, this was offset by a corresponding decrease in scores among neighbourhoods that were in the highest 25% in 2021, which contributed to the largely unchanged distribution of scores across the city-region. Ideally, to reduce the range in future years, we would want to see a continued and ongoing increase amongst areas previously characterised by lower levels of wellbeing, whilst seeing stability (or potentially an increase) in wellbeing in those areas where higher levels of wellbeing have been identified.

The neighbourhood-level #BeeWell data are being used to improve support and share best practice across neighbourhoods, informing place-based targeting and prioritisation where appropriate, and catalysing community-led ownership of wellbeing as a local objective that helps to create the conditions for young people to thrive. In the first year, #BeeWell has seen over £700,000 committed in response to the data and inequalities highlighted within the publicly available reports and dashboards. Working with the youth steering group, young researchers and hosting Digital Dialogue sessions with the Politics Project, #BeeWell shares the data back with young people and co-creates a narrative that articulates priorities and the action required to improve young people's wellbeing. Organisations such as the GM ICP, Arts Council England and GreaterSport have pledged investment and altered ways of working to respond to the voices of 60,000 young people.

From a neighbourhood perspective, our #BeeWell Champions Social Prescribing Pilot is working at a place-based level in five of the GM neighbourhoods highlighted as having levels of wellbeing that are below the GM average. This involves working with colleagues in local authorities, health and education to

design and deliver a youth-led response and provide young people with the skills to support peer-to-peer health interventions alongside £100,000 of youth-led investment into voluntary and community sector partners across youth services, arts, and physical activity.

As demonstrated, **the three areas on which the floor target approach is being piloted have taken different directions both to how the data are being used to highlight spatial disparities, and to the policy response that has been adopted in light of the evidence.** It remains too soon to identify with confidence the extent to which the approach is impacting on performance, but further analysis over the 2023-24 period should bring a better understanding. In doing so, we will build the evidence base for sub-locality spatial targeting, in recognition that a focus on district-level averages inevitably obscures considerable variance. The availability of fine-grained data at the neighbourhood level inevitably limits the transferability of the approach to other thematic areas, and floor targets will not be appropriate for every outcome, either due to a limited rationale for spatial equity and/or a lack of levers to respond locally to improve outcomes. **Moving forward, we will continue to identify learning from the three pilots, whilst also exploring opportunities to extend the approach from 2024 onwards.**

4. Ways of Working

Our Ambition... To maximise the impact of our actions and ultimately achievement of our GM ambitions by further consolidating a system wide coordinated approach to activity, underpinned by our 'Ways of Working'

Findings from the first progress report: *There are some excellent examples of partnership, coordinated approaches to activity underpinned by our 'Ways of Working.'* Not unexpectedly however, given the size and complexity of the GM system as a whole, a number of systemic issues are apparent, which if responded to have the potential to improve partnership working, support the use and embedding of the ways of working in the GMS, enabled with support from Government, and ultimately drive improvements in outcomes, efficiency and effectiveness of collective actions being taken.

Current progress & delivery:

Across the GM system the use of the ways of working is not routine or wholesale embedded. There are examples of good practice shown below but also areas highlighted where more work is needed. **Consideration should be given to the development of toolkits, and case studies, along with facilitated sessions for learning and development which can support the ways of working applied use across the system, with practical advice and support being made available.**

Leadership

GM is committed to diverse, representative leadership. Actions being taken by leaders across the GM system are supporting opportunities for greater, more mature conversations, respectful challenge and collective agreement on the actions being taken across the GM system.

Examples of activity supporting this include:

- A commitment to explore across GM partners the revival of the GM Leadership Programme, with greater consideration of joint approaches to succession planning, development and retention of talent and greater sharing of leadership capacity.
- Commitment to development and delivery of Year Two of the GM Civic Leadership Programme, which aims to tackle the under representation of racially-minoritised people in many areas of civic and public life

Environment

The opportunity presented by the refreshing of the 5 Year Environment Plan is hugely significant in supporting the pivoting of policy and delivery across the GM system in enabling greater action supportive of the 2038 carbon neutrality target.

Examples of activity supporting this are detailed in the Greener section of this report.

Equality

The equalities agenda has gained greater traction across the system since the last report, however, further targeted action is required to achieve GMS ambitions. Evidence of the greater embedding of the understanding and development of targeted policy responses are positive.

Examples of activity supporting this include:

- Work instigated by the Tackling Inequalities Board will support systemwide delivery more responsive to those experiencing inequalities and disadvantage
- Improvements in systemic coordination of equalities agenda via the Tackling Inequalities Board, now increasingly holding the system to account, developing more specific priorities and greater coordination of activities led by the public sector partner agencies via the Tackling Inequalities' Executive group

- Introduction of £2 fixed fares on buses - as the early progress made under bus franchising - is already delivering results. This policy is directly benefiting some of GM's most marginalised communities, improving affordability and accessibility to the bus network
- Co-design work with Equality Alliance and Equality Panels on the national Police Race Action Plan
- Intelligent commissioning of some Employment & Skills provision to target residents who require support
- GM Equality Panels continue to meet regularly and are increasingly working more closely and impactfully with GMCA and wider stakeholders, supporting better policy development and design, more responsive and tailored, learning from the voices of lived experience
- Oldham: Continues to actively participate in GM wide equality related events. Adopted a new Equality Impact Assessment Framework, considering the effect of a decision in three areas: Equality Characteristics, Corporate Priorities and Future Oldham Aims, providing a visual tool, quickly showing both the positive and negative impacts of any decision taken.
- Trafford Poverty Truth Commission, informing a refreshed Trafford Poverty Strategy
- Tameside: Developed a refreshed approach to Health & Wellbeing Board, with Members signed up to a charter which commits them to working in a way that supports preventative approaches and tackling inequalities across the system, focused on improving key health outcomes for the population

Involving stakeholders

GM operates as a 'system' and therefore by its very nature involves a vast range of stakeholders across the many policy areas, programmes and delivery functions. The GMS way of working seeks to ensure meaningful, timely and honest involvement and engagement across the breadth of stakeholders, ensuring there are representative voices and enabling a sense of shared ownership of problems and solutions.

This reporting process has also identified areas where there are opportunities for greater connections across some parts of the GM system, e.g. colleagues responding to an identified need for schools and the education system to develop a greater understanding of the important roles they play in delivery of the GMS.

Examples of activity supporting this include:

- Core Investment and Delivery Teams continue to work closely with Districts and the private sector to accelerate delivery of key strategic priorities and ensure a joined-up approach to funding applications
- Gender based violence strategy has embedded the voice of lived experience and learned from this in co-design of responses
- The violence reduction unit is a community led endeavour involving communities in development and investment decisions
- Work to develop Strategic Place Partnership relationship with Homes England to better integrate Home England programmes, expertise and capacity into the delivery of GM and district ambitions
- Engaged GM Housing Providers in the Good Landlord Charter, to expand coverage of the Charter and engage a broader stakeholder group with the Charter
- Established cross-sector Truly Affordable Net Zero (TANZ) Task Force to drive progress on net zero affordable home delivery
- TravelSafe Partnership joined forces with community engagement and youth outreach charity Foundation 92 to help tackle crime and antisocial behaviour on public transport
- GMLEP evolving towards a new model of a GM Business Board fully integrated into GMCA with a remit to ensure it can be as ambitious as possible, maintaining a strong business voice and maximising economic growth across GM
- Economic Resilience Group plays a key role in bringing together partners across business groups, local authority leads and public sector bodies

- ICP development - Establishment of locality boards and supporting governance is almost complete in all 10 GM localities, with place and deputy place-based leads appointed. This focus on place and its crucial role in the GM system is vital. The Manchester Partnership Board currently working on next phase of Locality Plan, developing priorities for health & care system, and linking to wider city priorities
- Developing ICP Strategy - Engagement took place in October 2022 and was led by the VCSE sector including Healthwatch, GM Equality Alliance and local infrastructure organisations working in partnership with GM ICP Engagement leads. This has enabled engagement to reach deep into communities and involve those who are less likely to take part in surveys or provide their views in traditional ways. Overall, this reached more than 2000 people. Themes and things that would help were identified from all groups, include inclusion health groups.
- Wigan has benefited from secondments from GMCA in sharing expertise in specific areas. Also identifying there could be further opportunities to promote closer working and skills/knowledge sharing.

Effective communication

Examples of good communication mechanisms are evident within thematic areas or across programmes and projects.

Wholesale visibility of activity underway or shared priorities across the system can however be limited. This restricted visibility may be acting as a brake on progress in some areas, preventing better integration or joining up of activities or ensuring reduced duplication and maximising effectiveness of investment and interventions.

Progressive procurement and social value

Embedding of social value within contracts is proving effective. There are examples of how these are delivering demonstrable benefits, but also areas where greater monitoring / follow up on contractual requirements are needed in order to ensure the potential social benefits are realised.

Examples of activity supporting this include:

- Revised MoU between GMCA and HMPPS, enabling co-commissioning to deliver shared aim of reducing harm and offending in GM
- Social value has been fully – and successfully - embedded into the tender process for bus franchises, with successful operators making commitments around recruitment and the Real Living Wage, as part of becoming full members of the Greater Manchester's Good Employment Charter
- TfGM has published a social value statement, with defined approaches and commitments to social value in procurement. TfGM utilised the [GM Social Value Framework](#).
- Social Value Framework used within commissioning of AEB and Skills for Growth
- Under the Careers Hub social value impacts arising from businesses giving up time to mentor in schools and taking place in workforce safaris
- Manchester are reviewing their social value work to ensure opportunities generated through major development schemes are being maximised, also ensuring better use of these offers and targeting them appropriately
- Development of a new [GM Culture Investment approach](#), with a designated fund (Collaborate) to support delivery of GMS core missions, Greener, Fairer, More Prosperous

Robust evidence-based approaches

This update report has identified varying practices in the use and utilisation of evidence in informing policy, priority setting and delivery priorities. The provision of information, data and intelligence across the system is vast, with a plethora of dashboards, information reports and analysis. There is scope for the greater use of the intelligence being produced, including greater dissemination and responses to the findings of the GM Residents Survey. This process has highlighted that more shared approaches to measuring and monitoring performance across the ten districts has the potential to support improvement and collective monitoring of progress and across the system support greater targeting of service provision.

Examples of activity supporting this include:

- Increased efforts to collect equalities data as part of commissioned and develop mechanisms to ensure service provision is made accessible to those who need it
- Place-based review relating to AEB is underway with intention of expanding approach, ensuring delivery aligns with local need
- Use of the updated evidence base from the Independent Prosperity Review to shape and inform the refreshing of the LIS

Workforce

Good progress is being made with the Good Employment Charter and real living wage to drive up employment standards across all sectors. Some activities have been instigated which will support the GM system to ensure the workforce is diverse and eliminating discrimination in all forms from the workplace.

Examples of activity supporting this include:

- A new [people and culture strategy](#) has been agreed for NHS GM which sets out a shared ambition for the health and care workforce in GM

- Work underway to support the development of GM Race Equality Strategy is exploring the potential benefit of the introduction of workforce targets
- Priority work under the Tackling Inequalities Board will support the development of a GM system response to the findings of the Disabled People's Survey, ensuring people with disabilities are able to access and succeed in employment

Innovation

Innovative practices and working with universities, experts and collaborating across the system continues to drive GM forward. The testing of floor targets approaches within the GMS are testimony to the whole system's appetite to try innovative approaches in responding to the complex issues facing GM.

Examples of activity supporting this include:

- Work underway across three districts with the Kings Fund at the potential for unlocking public service improvement through more collaborative regulatory practices.
- Innovation GM continues to develop; delivering an innovation ecosystem across the city-region. A portfolio of projects are being developed under the Innovation Accelerate which will drive R&D investment into GM.

Thinking for the future

The need to re-energise the prevention agenda across GM could drive attainment of the GMS ambitions. However, without the investment in, and prioritisation of preventative measures, there are areas where GM could face greater issues in the future.

There is whole system recognition of this however no obvious solution to balancing limited resource allocation between urgent / current need and investment in prevention.

Examples of activity supporting this include:

- Development of the Reform Executive and evidence led approach to determining shared priorities / areas of focus and collective agreement on where GM activity can add value.
- Current pressure caused by increased demand in health services mean that preventive approaches continue to be seen as desirable but difficult to prioritise, but with system recognition of prevention being better than cure
- GM Youth Homelessness Prevention Pathfinder; increasing ability of system to prevent homelessness
- Learning and best practice from Housing First is being disseminated into wider reform agenda and service innovations for people experiencing multiple disadvantage

Understanding the impacts of our decisions

This update process has identified several areas where it may be beneficial for GM to create the time to share good practice more, reviewing activities and impacts across policy areas, and supporting effective and efficient delivery in all areas. Some positive improvements and innovative practices which were seen as part of the pandemic response for example, have not been retained, with loss of some potential benefits to achieving outcomes. The potential benefit of the decision support tool is not currently being fully utilised. The early completion of the assessment tool and development of policies and interventions responsive to its findings could drive significant progress in support of attaining the GMS ambitions. A greater systemwide approach to reflection, evaluation and learning could support collective improvement and may also provide for greater analysis of activities being designed and delivered which may be, at least in part, in conflict of counter to GMS ambitions.

Examples of activity supporting this agenda:

- Additional support has been put in place to support the completion of the decision support tool, enabling more robust and thorough assessments and ensuring that the information gathered through the assessment is being effectively considered in making decisions

Enabled by – Embedding the GM model of unified services

Changes made to the Reform Board, establishing a Reform Executive, has provided opportunity for review and evidence led priority setting. Following a self-assessment approach, GM reform priorities have been reaffirmed and reenergised, with greater clarity around areas of priority and GM led activities and a restated commitment to the prevention agenda. With growing recognition across the system of the need for a more disciplined approach to applying learning and bringing about the systemic changes that will ultimately free up capacity and lead to better outcomes for people. A concerted effort to tackle recurrent and complex demand across public services is required, providing space for innovation and development of stronger relationship and better ways of working across the public sector workforce.

Examples of activity supporting this agenda:

- Joint steering groups are in place for each of the Growth Locations, with work underway to re-ignite the Strategic Estates Group in localities to facilitate cross partnership working
- Improvements in mental health pathways between blue-light services and mental health providers has been made, with a new triage model under development
- Family help and family hubs – working to improve the offer of family help in communities. This work promotes a proactive prevention agenda/place-based integrated working to better respond to community need.
- Strong local coordination for NEET prevention via Local authorities, GMCA and providers which included provision mapping for young people – understanding the gaps.
- Place-based, multiagency homelessness and rough sleeper delivery continues to deliver in line with the unified model
- Let's Do It – Development of Bury's neighbourhood model, with integrated and coordinated public services in 5 neighbourhoods

- Bringing Services Together for People in Places (BST) is Manchester's approach to place-based reform of services, with the next phase strengthening and deepening connections between reform programmes (e.g. adults, children's, homelessness, BST) to improve how residents access services and receive appropriate support
- Salford has launched a new placed based neighbourhood transformation programme focused on further prevention and early intervention across communities, especially social care
- Stockport: Currently developing a more co-ordinated approach to place based integrated working through Neighbourhoods and Prevention Programme. Embedding engagement and co-production is also a priority for the development of the ICS and this is being designed and led by the People and Community Voice Sub-Group of the Health and Care Partnership Board
- Wigan will refresh its strategic vision this year, building on the asset-based approaches, permission to innovate, successful integrated placed based delivery methods and a working culture based on positivity, kindness, accountability and courage. The refreshed approach will take into account the social, economic, technological and environmental operating conditions and will have a deeper focus on community wealth and health building, addressing inequalities and a more systematic approach to community engagement and co-production.

Enabled by – Investing in the VCSE sector

Further progresses have been made in the development of the VCSE Accord Delivery Plan, jointly managed across the VCSE Leadership Group, GM ICP and GMCA, supporting the more effective engagement of the sector and ensuring alignment of priorities and joint working to achieve these. This approach will also support the most impactful use of resources across all sectors. The success of the GMS relies on all agencies and parts of the GM system; the current financial challenges posed to the VCSE sector is concerning. The increasing cost of delivery is a challenge even for established providers. Agile commissioning approaches are needed to support the sector, along with embedded use of the VCSE Accord, to support the sustainability and develop the capacity of the sector.

Examples of activity supporting this agenda:

- Continued investment of over £10 million delegated to community safety partnerships and £1.3 million to VCSE organisations across GM to support ongoing grass roots activity
- Financial support for GM Community Led Housing Hub has been extended, supporting community led housing groups
- To inform future skills and work commissioning a consultation aimed at the sector is about to be launched to understand the current landscape
- The Accord has been adopted by GMCA and all 10 districts
- Bolton – co-design of the next iteration of the local VCSE strategy. Awarding of contract to Bolton CVS to ensure local sector infrastructure support is in place
- Bury – refreshing SLA with Bury VCFA (infrastructure organisation), embedding the Accord commitments
- Manchester – the Accord is informing future approach to VCSE sector funding across the city
- Oldham – nearly £0.5m allocated under the cost of living response activity to organisations working with the most vulnerable and providing essential help and support including food and fuel vouchers and referrals to other services
- Salford – continued work with sector and local infrastructure organisation, delivering through Salford VCSE Accord.
- Stockport – developing VCFSE strategy with overarching priorities around investment, capacity building and community power
- Trafford – agreed a three-year strategy with strong links to the Accord and agreed VCSFE infrastructure contract providing critical support to the sector. Six community hubs continue to be resourced, which have developed since the pandemic ensuring they meet the needs of communities and provide a range of support for residents

Enabled by – The GM Good Employment Charter

The programme continues to be successful, with expanding reach across GM (as cited throughout this report). Notably, GM has committed to being the first city-region where all social care workers are paid the real living wage.

Enabled by – The GM Digital Blueprint

The refreshing of the GM Digital Blueprint provides a significant opportunity for GM to achieve GMS ambitions. The refreshed Blueprint will be more explicit in its responses to the environmental agenda and a greater focus on creating connected, inclusive, sustainable places. The actions led under the refreshed Blueprint will be more directly responsive to the greener, fairer and more prosperous GMS pillars.

Work undertaken to improve data sharing and connection of information across the system is supporting service improvement, more direct targeting and should be key in driving improvements in outcomes. The information gathered still finds areas of specific policy where data sharing between systems and thematic structures causes issues, delay and failings at transition points for individuals. This continues to be a priority and requires focused attention to ensure where GM systems and processes can be aligned that this is undertaken as quickly as possible to minimise the issues arising.

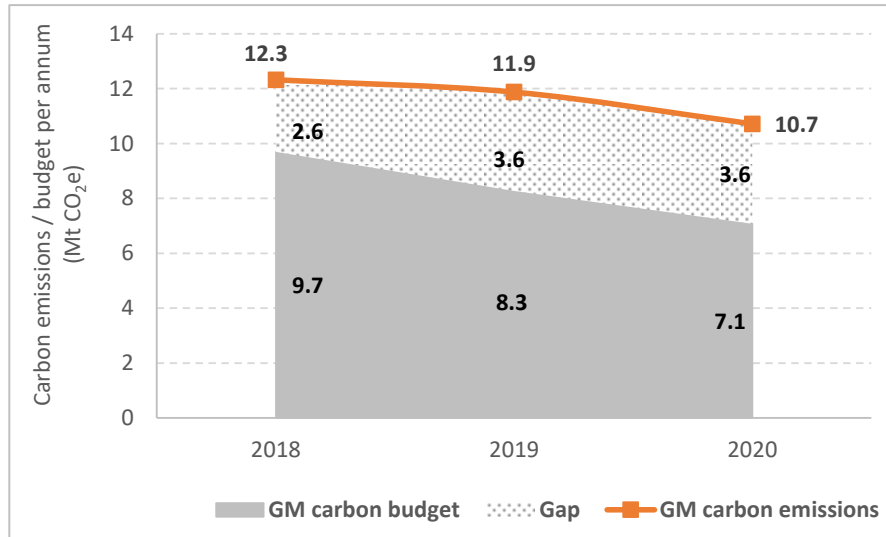
5. Greener

Our Ambition... We will create a carbon neutral Greater Manchester by 2038, with better air quality and natural environment

Findings from the first progress report: *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.*

Current progress & delivery:

A carbon neutral GM remains possible by 2038, but it seems increasingly unlikely that we will meet the carbon budget set for the 2018-38 period



Source: UK local authority and regional carbon dioxide emissions national statistics (BEIS)

Greater Manchester carbon emissions, Mt CO₂e

Although [GM emissions](#) in 2020 were **below those in 2019** (largely due to the impact of the pandemic on transport use and the economy), **we remain behind the trajectory needed to achieve the 2018-38 carbon budget**, with the 9.9 Mt CO₂ cumulative ‘overspend’ for 2018 to 2020 already higher than budgeted emissions for the whole of 2021. **GM’s objective to be carbon neutral by 2038 is still considered achievable, but the pathway towards that is likely to exceed the current budget, and by a considerable margin unless decarbonisation is accelerated.** The transport and domestic sectors were the biggest source of emissions, accounting for more than two-thirds of the annual total (excluding aviation).

Examples of activity supporting this include:

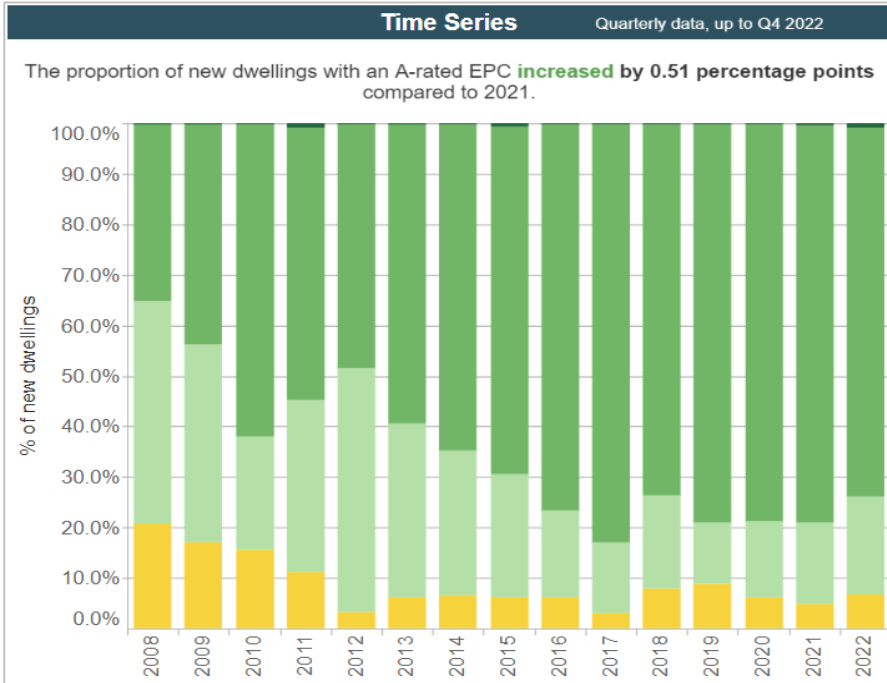
- *Five Year Environment Plan*: Early work is in train to develop the next 5-year Environment Plan which will launch in 2024.
- *Core Investment*: commenced a programme to assess the sustainability of its portfolio through a questionnaire.
- *Growth Locations*: Low carbon / environmental plan development are key aspects being considered in the plans for each GL.
- *Atom Valley MDZ sub-groups*: will consider carbon impacts/mitigations of bringing forward this strategic opportunity
- *Public Sector Decarbonisation Programme*

- *Bury*: built climate/carbon considerations into Regeneration Schemes; environment a priority within Radcliffe People & Communities Plan including Pocket Park initiative
- *Clean Air Plan*: Greater Manchester hasn't received a formal, detailed reply to its submission but in January 2023 has instead been asked by Government for more evidence to support the case for a non-charging Clean Air Plan. GM has submitted some of the evidence requested and will submit further evidence, which requires further detailed modelling, at the end of June 2023.
- *Bolton*: 19 new refuse collection trucks have been added to the council fleet, replacing older and less efficient vehicles. The new Euro 6 specification trucks emit less CO2 and reduce emissions of particulates and nitrogen oxide by 90%
- *Electric Vehicle (EV) Charging*: Target of 200 publicly-owned EV chargers has been exceeded, current total 287 for 22/23
- *Trafford* is leading the region on rolling out the BeEV Electric Vehicle Charging Infrastructure
- Detailed design for *taxi EVI* project has been completed; 7 planning applications approved. The Joint Air Quality Unit (JAQU) agreed to proposals for remaining Early Measures charging points
- *Tameside*: Electrification of Council's vehicle fleet and infrastructure
- *GM Digital Blueprint* refreshed to address the environmental/net zero agenda more explicitly.
- *GM One Network* a single active network platform across GM Public Sector organisations that leverages the GM LFFN Fibre and strategically enables digital transformation, multi-agency working and Smart GM Places initiatives and has carbon reduction outcomes has been successfully initiated with partners.
- *Innovation Accelerator Pilot (2022-25)*: a key objective of the pilot will be to support innovation activity linked to the sustainable advanced materials and overcoming the challenges of the net zero transition.
- *Foundational Economy Innovation Fund Go Live* work: will be providing funding to innovations that reduce or manage energy consumption as well as those that support local, sustainable and circular supply chains;

- *Bee Net Zero programme*: to support business to become Net Zero
- The roll out of the Local Business priority under the *UK Shared Prosperity Fund*, with its cross-cutting focus on net zero, will be an opportunity to further embed this ambition in GM's business support.
- *Skills Bootcamps*: £1.4m committed, supporting 459 learners through skills Bootcamps including retrofit, rail engineering, low carbon heating, solar, and green tech installation
- *Adult Education Budget (AEB) Level 3 entitlement* was extended relating to green skills, meaning residents can study for a first or second L3 qualification, which goes further than national provision. Work has also been carried out as part of the Skills for Growth programme; a course on retrofitting is offered to support GM's retrofitting targets
- *Green Skills Academy*: Launched by GC with assistance from GMCA, which is situated in Trafford Park. Courses available include: Ground and Air Source Heat Pumps, Solar Photovoltaic, Wind Turbine Technology, 18th Edition Inspection and Testing, Electric Vehicle Charging Point Installation
- *GMACS*: linking curriculum to net zero agenda and *Meet Your Future* which ran seven specific Green Industry sessions to directly connect GM's young people to employers
- *New Capabilities for a New World Leadership Programme* for Headteachers included session on eco-literacy, supporting education leaders to explore how they equip themselves and others to lead at this time of climate emergency
- *GM Careers Hub* have aligned careers education in schools undergoing re-development under *DfE's Schools Rebuilding Programme* to embed awareness of green construction of buildings that are net zero in operation
- *Curriculum for Life* activity includes a climate change and environment section
- The [*NHS GM Integrated Care Green Plan 2022-25*](#) has been developed and produced with a vision to improve the health and wellbeing of all residents of Greater Manchester whilst minimising environmental impacts through the delivery of sustainable healthcare and increasing focus on public health

- *Salford* to work to develop a pipeline of zero carbon projects and secure funding to map the move towards Carbon Neutrality by 2038, including accessing GM Go Neutral, Unlocking Clean Energy and PSDS funding. This includes delivery of the PSDS in March 2023, Little Hulton Solar Farm, and Solar carports in June 2023

Very few new GM homes are fully energy efficient, with a considerable proportion being the opposite



Source: Live Tables on Energy Performance Certificates (DLUHC)

Proportion of new build homes with an energy performance certificate (EPC) rating in the reporting year of A

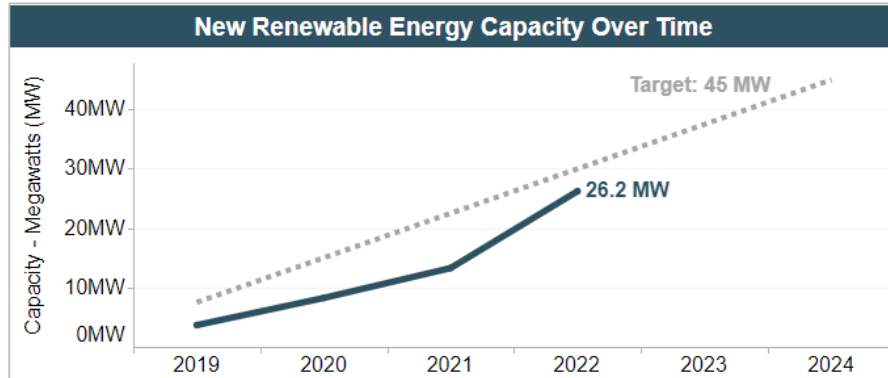
As shown by the blue sections at the top of the bars in the chart, [the proportion of new homes built in 2022 that had the highest EPC rating \(A\)](#) remained very small (just 0.9%, or 86 homes), albeit this was around double the rate in 2021 (0.4%). Although there are caveats to the data (for example, low carbon homes with electrified heating can have a worse rating than gas-heated homes, as the rating is, in part, influenced by cost), it is notable that **so few new homes are fully energy efficient**. At the opposite end of the EPC ratings, **a considerable proportion of new homes in GM have poor energy efficiency** (shown in the yellow sections on the chart) – in 2022, nearly 7% (679) received an EPC rating of D or below.

Examples of activity supporting this include:

- *Truly Affordable Net Zero (TANZ) Task Force*: brings together stakeholders able to contribute to and lead the shift of new housing delivery toward net zero carbon as business as usual, with a target of delivering 30,000 TANZ homes by 2038

- *Brownfield Housing Fund*: allocations including higher prioritisation for schemes within GLs delivering reduced carbon emissions.
- Work is ongoing with strategic partners such as GM Housing Partnership and Homes England to identify opportunities for reducing carbon emissions from developments being brought forward in Growth Locations

Installation of new renewable electricity capacity is gaining pace, with the expectation that the 2024 target will be met



Source: Renewable Energy Planning Database (BEIS, 2022); MCS database; public sector-led project monitoring data

Greater Manchester additional renewable generation capacity (MW)

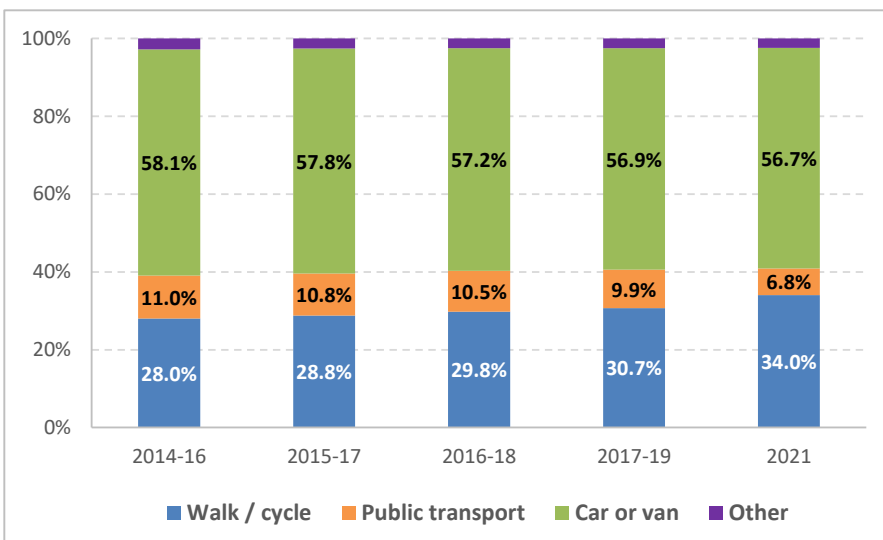
13 MW of [new renewable electricity capacity](#) was installed in GM in 2022, more than twice as much as was added in any single year since 2019, and **the first time that added capacity has exceeded the annual target trajectory** (calculated as 7.5MW). GM has committed to adding 45 MW of new capacity between 2019 and 2024, and on an even trajectory would expect to have installed 30 MW by the end of 2022. GM is therefore currently **slightly behind the target trajectory**, but given the current rate of increase in added capacity, the expectation is that by 2024 the target will be met.

Examples of activity supporting this include:

- *Local Area Energy Plans*: Work to develop a Strategic Outline Business Case for Local Area Energy Plans including Growth Locations
- *Go Neutral Smart Energy* - with recent activity including contracts awarded for Stockport Council for solar PV at Grand Central and SCC ERDF solar car ports. Consultancy commission is ongoing with Rochdale and Salford councils. Three councils (Bury, Oldham and Salford) have shown interest in participating in a second tranche of consultancy support.

- *Rochdale*: through the UCEGM programme building a 5.5MW Solar Farm at Chamber House to contribute towards the wider GM targets to increase renewable generation by 45MW across the public estate
- *City Deep Decarb Programme (CDDP) Phase 3* (Heat and Energy Network Opportunity Areas) – includes Stockport Council who are in the process of procuring a partner to complete detailed project design for delivering net zero heat through both sewer fed and geothermal.
- *Smart Energy* – consideration being given to publish school's solar PV engagement guide
- *Energy Innovation Agency (EIA)* – with an Innovation Project Manager appointed and in post. A bid submitted to Innovate GM to develop an energy accelerator for non- domestic building energy efficiency. The EIA also partnered with the University of Salford and Sustainable Ventures in their submission to the IGM fund.
- *Oldham*: A solar farm approved on a former landfill site at Wrigley Head

Public transport and active travel trips have increased gradually over time, but most trips are still made by car or van



Source: Greater Manchester Travel Diary Survey data
(Transport for Greater Manchester)

Proportion of trips made via public transport and active travel

In 2021, 40.9% of [GM trips were made either by public transport or active travel](#) (cycling or walking). The majority of these (31.7%) involved walking, with public transport (6.8%) and cycling (2.3%) accounting for much smaller proportions.

More than half (56.7%) of trips were made by car or van.

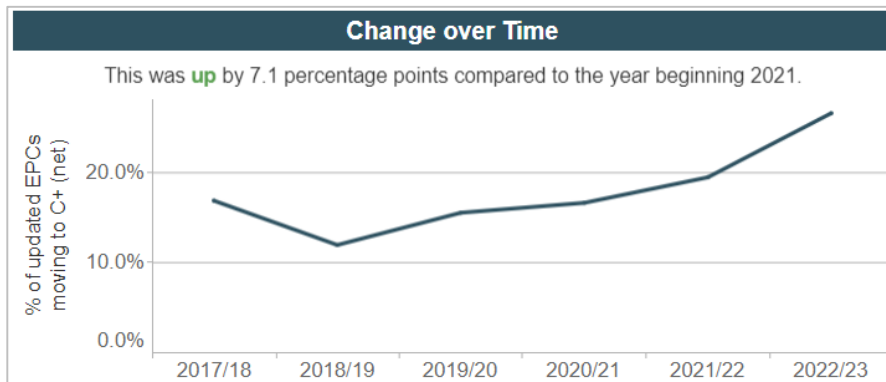
Over time, there has been a **slight upward trend in the combined proportion of GM trips made by public transport and active travel** (small year-on-year increases from 39.1% in 2014-16), although the city of Manchester saw a marked decrease between 2017-19 and 2021.

Examples of activity supporting this include:

- *Reduction in Bus Fares:* Adult bus fare price cap of £2.00 a journey (or £5.00 a day) introduced in Sept 2022. Single journeys capped at £1 a journey and £2.50 for a day ticket for children. A week of unlimited bus travel in GM was capped in Jan 2023 at £21 for adults and £10.50 for children.
- Initiatives to increase *safety and perception of safety on public transport* have taken place e.g. Operation Venture/Avro
- *Provision of new infrastructure.* Since 2017, GM has constructed over 100km of high-quality walking and cycling routes. GM's cycle hire scheme has now also been rolled out across parts of Manchester, Salford and Trafford with 180 stations and 3,000 stands within a five-minute walk of c. 200,000 residents.

- *Stockport* work continuing to develop the new train station in Cheadle.
- Refreshed [GM Active Travel Mission](#) launched by the new Active Travel Commissioner setting out her ambitions for active travel in the city region, focusing on accessibility, behaviour change and clear communications.
- *E-cargo bike operations* commenced by Amazon in Regional Centre with discussions ongoing with other last mile operators for similar initiatives.
- *Manchester*: The *Manchester Active Travel Strategy and Investment Plan* sets out Manchester's ambition to enable more walking, wheeling and cycling.

A higher proportion of GM homes improved their energy performance in 2022/23 compared to previous years



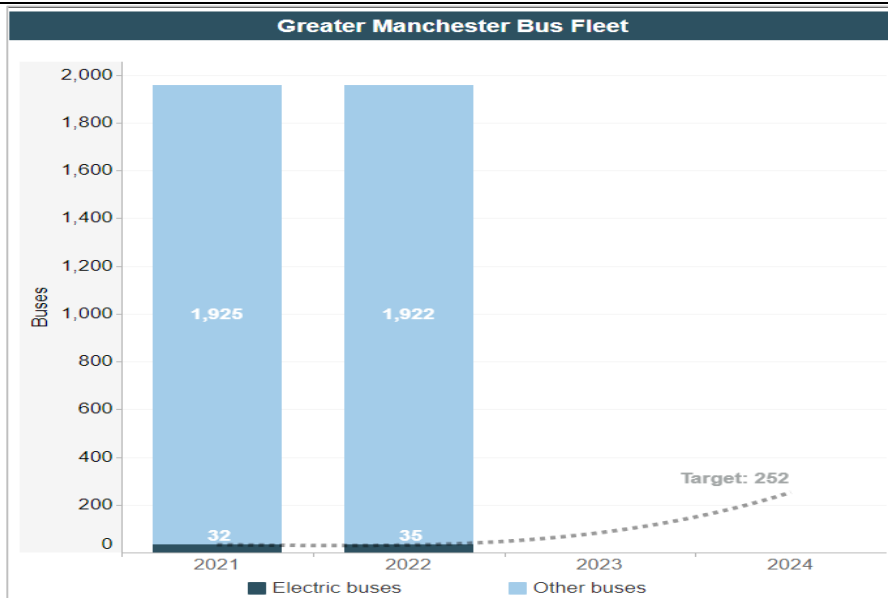
Source: Energy Performance of Buildings data (DLUHC)

Proportion of energy performance certificates (EPCs) for existing buildings (excluding new build) with a net movement in the reporting year from a rating of D or below to C and above

This metric gives an indication of trends in the proportion of existing homes that are [improving their energy performance from an EPC D rating or below \(inefficient\) to a rating of C or above \(more efficient\)](#). It is a proxy to track progress in retrofitting homes, although there are important caveats – not least that EPCs are valid for ten years and a new one is only needed when a home is sold or rented out, therefore retrofit

	<p>activity may be undertaken and not captured by monitoring this indicator. Encouragingly, the proportion of updated EPCs registering an increase from D or below to C or above during 2022/23 to date is considerably higher than previous years (26.4% compared to 19.3% last year). This could be driven by concern over energy prices, although cost of living pressures may also be militating against the likelihood that GM residents will be able to afford to retrofit their properties.</p>
<p>Examples of activity supporting this include:</p> <ul style="list-style-type: none"> • <i>Retrofit of social housing</i>: including Social Housing Decarbonisation Fund Wave 2.1 through a coordinated GM bid which will retrofit 5,485 homes (£97.4m total programme) if successful. • <i>Your Home Better</i>: service targeted at owner occupiers able to self-fund works to their properties • <i>Wigan</i>: Over 12,500 private property owners engaged in the borough raising awareness of energy efficiency improvements 	

The proportion of GM buses that are electric is currently small, but set to increase in line with the 2024 target



Source: Transport for Greater Manchester

Proportion of the GM bus fleet that is zero emission (at tailpipe)

In September 2022, there were 35 electric buses in GM, equating to 1.8% of the total bus fleet. This represented an increase of 3 buses compared to September 2021. The target trajectory was to remain on 32 buses in September 2022, so **although the number of electric buses is currently low, actual performance is ahead of target.** The target ambition is to increase the number of electric buses to 82 by 2023, then to 252 by 2024 – progress should accelerate over the next year as we move to the new bus franchising model. Further to the adoption of electric buses, through the Clean Air Funds associated with the Clean Air Plan, over 700 buses in GM have already been replaced or retrofitted to meet the Government’s Clean Air emission standards. As franchising is rolled out, there will be a further step change, leading to all buses meeting this standard and significantly reducing Nitrogen Dioxide emissions from GM’s public transport network.

Examples of activity supporting this include:

- *Electric Buses:* TfGM has ordered 100 new electric buses to operate in tranches one and two of GM's franchised bus operations from September 2023 and March 2024 respectively. In addition, a further 170 electric buses, funded from the DfT's Zero Emission Buses Regional Area (ZEBRA) scheme, will run in the tranche three area from 2024. The planned purchase and roll out of electric buses will exceed the GMS target once fully implemented.
- Euro VI standard: Through the Clean Air Funds associated with the Clean Air Plan, over 700 buses in Greater Manchester have already been *replaced or retrofitted to meet the Government's Clean Air emission standards*. As franchising is rolled out across the city region, all buses will be of this standard, significantly reducing Nitrogen Dioxide emissions from GM's public transport network.

Other activity supporting Greater Manchester's Green Ambitions

Examples of other activity that support Greater Manchester's Greener Ambitions includes:

- *Sustainable Production and Consumption:* The Textiles and Fashion Industry Challenge Working Group are progressing key actions to enable them to exploit funding opportunities as they arise. Actions include mapping of textiles flows in GM, knowledge gaps (e.g. recycling options), and potential for pilot activity in the region
- *Natural Environment:* Round 2 of the GM Green Spaces Fund opened in November 2022 until 27th January 2023. Business model and case development is underway with the Greater Manchester Environment Fund focusing on Biodiversity Net Gain (BNG) offer. In addition, a BNG workshop was held to support Districts in how planning applications including BNG will be processed through the planning system. A workplan up to mandatory BNG introduction in November 2023 has been agreed between Environment and Place Directorates. In addition, in the coming months subject to publishing of government regulations and guidance, gaps between the prototype Local Nature Recovery Strategy (LNRS)

and statutory requirements will be appraised, and a project and resourcing plan developed for delivery of a statutory LNRS.

- *Green social prescribing* continues to develop and deliver across GM

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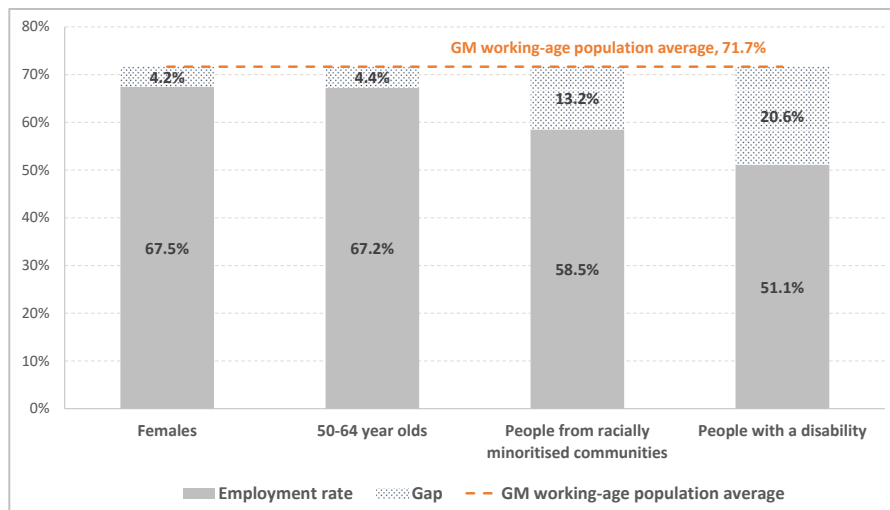
6. Fairer

Our Ambition... Greater Manchester will be a place where our people have good lives, with better 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.

Findings from the first progress report: *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.*

Current progress & delivery:

GM residents who are disabled or from within racially-minoritised communities, older workers and females are more likely not to be in work, and the gaps are proving enduring over time



Source: Annual Population Survey, Office for National Statistics

Working-age (16-64) employment rate by demographic group

There is considerable disparity in the [employment rate](#) for GM residents from different population groups. As charted, **the gap between the employment rate for disabled people compared to the working-age population average is the most stark**, at 20.6 percentage points in the year to September 2022, but the following groups also experienced **poor employment outcomes: residents from within racially-minoritised communities** (a gap of 13.2 points with the working-age population average in 2022); **older workers** (50-64 years old, with a gap of 4.4 points) and **females** (4.2 points). **Despite some variation, the gaps between groups have (largely) proved enduring over recent years. Only disabled people have seen a narrowing of the gap over time, but the disparity remains huge.**

Examples of activity supporting this include:

- The *Future Workforce Fund programme* designed to equip young people who are not in education, employment, or training (NEET), or at risk of becoming NEET, with the skills and experiences needed for adult life, with a focus on those most disadvantaged in the labour market. The programme supported over 7000 young people, with 13% of the cohort being care experienced, 23% of participants declared mental health related barrier, and 30% were from a BAME background. An external

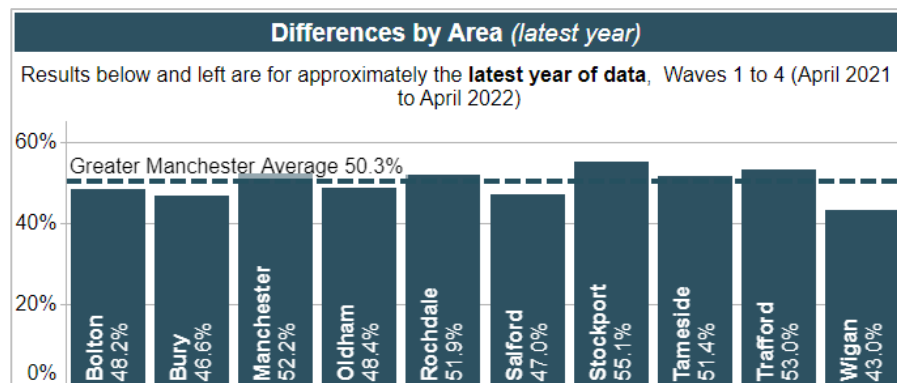
evaluation of the programme is due in January 2023 and will be used to shape the provision of future services for disadvantaged groups to increase progression into EET outcomes.

- *Core Investment*: £1m committed to the *Growth Impact Fund*. The landmark fund aims to tackle inequality and promote racial justice by being built around the needs of entrepreneurs historically locked out of social investment.
- *GMCA/ ICP /GMHP Tripartite Agreement*: work to improvement workforce development and employment approaches.
- *Growth Locations* - skills sub-group set up as part of the Atom Valley MDZ considering the skills provisions that can be delivered locally to support local residents into employment and development as Atom Valley comes forward.
- *Foundational Economy Innovation Fund Go Live*: will support innovations that help with developing, recruiting and retaining staff including those who have struggled to find stable work, particularly individuals experiencing inequalities
- The *Innovation Accelerator Pilot (2022-25)* a pilot which will support and build an innovation ecosystem that will deliver inclusive growth, increase skills, higher quality jobs and reduce health inequalities in all parts of the city-region
- The *Real Living Wage campaign* and the *Good Employment Charter* continue to run, raise awareness of the good employment agenda, with specifically targeted events aimed at improving employment outcomes for individuals with protected characteristics.
- *Better targeting*: Work is planned with the Economy Portfolio Lead and the Growth Board (following discussions at the Tackling Inequalities Board) around whether more specific targeting of groups and communities is necessary, rather than just assessing the impact of population-wide programmes. In addition, Greater Manchester Business Board (LEP) recognises that it works on behalf of all the people of GM and understands that different people bring different ideas, knowledge and perspectives and will refresh its board membership in early 2023 to ensure it reflects the breadth of industrial sectors on its Board as well as represents the diversity of GM's people.

- *Working Well Special Employment Service*: An 18-month extension to provide up to an additional 143 service starts (totalling 501) for GM residents with learning disabilities and/ or autism seeking work; and up to an additional 150 Individual Placement and Support (IPS) service starts (totalling 500).
- *The Work and Health Programme extension*: will include a refresh of the Social Value commitments and will include 10 GM wide commitments alongside 10 locally specific ones. It will also introduce a Community Investment Fund (1% of provider revenue) framework to directly monitor the provider's purchase of additional necessities/ support for WHP participants to alleviate cost-of-living challenges and their journey into work.
- The *GM Population Health Board* had a 'deep dive' on poverty and health which identified a range of actions, including the recognition that 'there is a big prize in a more productive, healthier, happier city-region'. The role of the health and care sector as a 'good employer' was described, with work planned to form a Community of Practice of health and care employers – supporting them to go through the process of signing up to the GM Good Employment Charter as a collective, sharing good practice and supporting one another.
- GMCA, with the support of NHS GM Integrated Care, has submitted a grant application on behalf of all 10 districts for Individual Placement and Support (IPS) in Primary Care Initiative (IPSPC). If successful, it will *support people with a severe mental illness in secondary care* to enable them to find paid, competitive employment and/or stay in work. IPS is an evidence-based model - GM's IPSPC initiative is for 1985 participants and is therefore best viewed as a small-scale as a 'test and learn' initiative, but is a good example of our strategic ambition to work more closely with Health colleagues.
- *Economic inactivity/ageing*: Data shows an increase in economic inactivity in the over 50 age group, in parallel with labour shortages in the economy. Reducing economic inactivity amongst the over 50 age group is important in supporting the economy and is a key focus of activity. Phase 2 of the 50+ employment pilot aims to secure funding to pilot a specialist digital platform in GM alongside some small 1-1 coaching pilots. The GM Age Friendly Strategy is currently undergoing a refresh,

this will include reviewing and agreeing priorities and key actions around work and skills for residents 50+. The projects within the current programme of work are progressing well. The GM Age-Friendly Employer Toolkit was launched in February and continues to be promoted. The Good Employment Charter is hosting an employer masterclass on recruitment and retention of older workers. Further work will be undertaken to explore opportunities around GM skills/ training provision and how these best support over-50s into/ progress within work.

Satisfaction with Greater Manchester Police services has been improving over time, but there is considerable variation, both across GM localities and amongst particular demographic groups



Source: Greater Manchester Victims and Witnesses of Crime Survey

Proportion of victims who are satisfied with the overall service received from Greater Manchester Police (GMP)

In the year to April 2022 (using combined data from four waves of the survey), 50.3% of victims of crime were [satisfied with the overall service they received from GMP](#). **Satisfaction rates have been improving steadily over time**, from 47.5% in the first wave of the survey (April to August 2021) to 52.7% in the latest wave (March to April 2022). **There was considerable geographic variation**, with overall satisfaction highest in Stockport (55.1%) and Trafford (53.0%) in the latest year of data, and lowest in Wigan (43.0%). **Demographic variation was also marked**, with lower satisfaction amongst **male victims** compared to female, **mid-age victims** compared to younger and older, **Black victims** compared to other ethnic groups, and **gay, lesbian or bisexual victims** compared to heterosexual. However, **victims with a disability** were more satisfied with GMP than those without.

Examples of activity supporting this include:

- *Core Investment:* A further £5m will be committed into social housing programmes funded by City Deal receipts. These funds will be invested into two investment funds providing additional homes to rough sleepers and individuals with learning disabilities, autism and/or mental health challenges.
- *Growth Locations:* Continued support has been provided for development of proposals within Growth Locations. Developing these propositions seeks to bring forward employment and housing sites with enhanced connectivity to surrounding towns of GM to enable access to opportunities that may arise.
- *Gender Based Violence:* a Housing Reciprocal is now in place to support GBV victims. This *#Is this OK* campaign has been relaunched with a focus on boys and men (video received 5 million views in first week). The *review of Rape and Serious Sexual Assault* has made recommendations on how to improve the outcome rate, with action planning work underway and developing a plan on how to support women with no recourse to public funds.
- *National Police Race Action Plan:* GM is now a national lead area for the action plan which focuses on improving trust and confidence with Black communities specifically which will focus on recruitment, representation, proportionality, and victims. The plan is being co-designed with communities and with the GM Equality Panels. The proportion of GMP's workforce (including officers, staff, and PCSOs) that are female or from an ethnic background other than White has increased in 2021/22.
- The building back of *neighbourhood policing and the development of prevention hubs* will ensure GMP are playing a crucial role in problem solving local issues and 'narrowing the gap' at a locality level.
- *Violence Reduction:* The Serious Violence Duty came into effect in January, placing a statutory duty on specific authorities to tackle violence and its causes. The Violence Reduction Unit – is taking a public health approach to tackling route causes/drivers of violence, which is even more critical with the cost of living crisis and increased poverty being experienced.

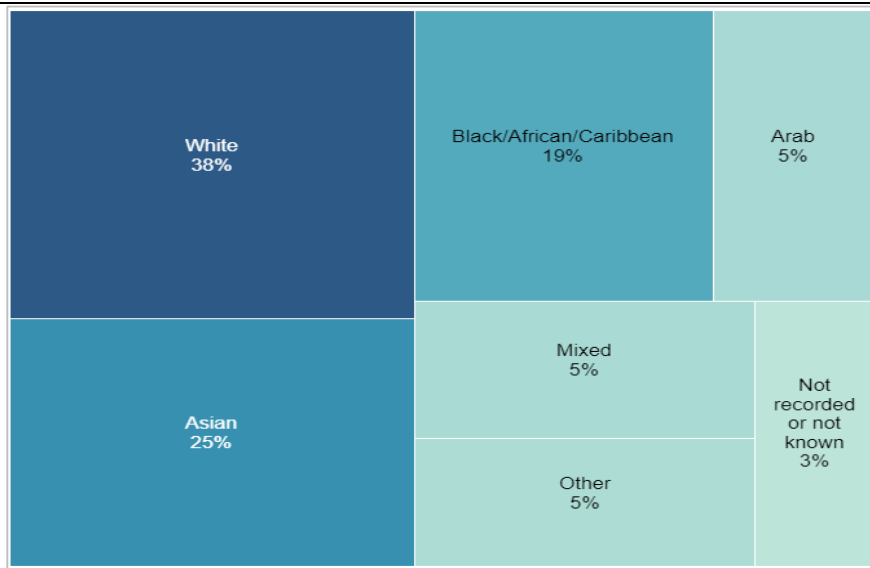
- *Wigan*: Awarded £100,000 of funding to 54 projects through the Community Safety Fund. Allocations are ringfenced for projects that improve community safety and reduce ASB and other neighbourhood related crime. Wigan won the best campaign nationally for its domestic abuse campaign 'Love is not abuse' which was co-designed by victims of abuse and has significantly increased the numbers seeking help.
- *The Good Landlord Charter*: Launched in Jan, following a co-production process, now to include both private rented and social rented sector, intended to raise standards for those in rented sectors which disproportionately provides homes for GM residents with protected characteristics.
- *Housing Enforcement Officers*: Greater Manchester's Good Landlord Scheme, funded through £1.5m from the Housing Investment Loans Fund, is creating 10 new trainee roles to increase capacity in housing enforcement. The Skills and Employment Team have supported this work and hard to reach NEET are being specifically targeted and with a good response so far.
- *Healthy Homes Service* has been developed to provide baseline support to assist residents to live safely and independently in their homes for longer.
- *Homelessness*: Continued investment in and development of new ways of working to end rough sleeping through programmes, including A Bed Every Night, Housing First and the Young Persons Homelessness Prevention Pathfinder and work to address the over representation of racially-minoritised people experiencing homelessness. In addition, work is underway to use capital money to bring the Private Rented Section into ethical management. Work is progressing towards a coordinated health system response to homelessness and rough sleeping and health investment is being sought in homelessness (emergency rough sleeping response ABEN) under new ICS governance for 2023/4, 2024/25.
- *Social Housing Pilot* – to provide connectivity access to devices and skills support in GM -the pilot areas are all progressing with their connectivity offers and community engagement activities to promote the pilot. Mike Kane MP met with GMCA,

Virgin Media, O2, Manchester City Council (MCC) and WCHG staff to hear about the combined approach of tackling digital exclusion, resulting in Mike Kane offering to raise the issue of digital inclusion in Parliament.

- *Stockport*: Fair and Inclusive Stockport cross cutting issue in the draft 2023/24 Stockport Council Plan
- Launch of the *GM Databank* in June - 87 organisations have signed up to provide free SIMS across GM, with at least one being available in each borough. The latest members include Somali Adult Social Care Agency, Stretford Public Hall and 10 independent Foodbanks;
- Ageing in Place Pathfinder (AIPP) – The Ageing in Place Pathfinder - £4 million to establish resident-led partnerships in eight neighbourhoods. In these neighbourhoods local organisations are working with residents to agree and prioritise ways to improve the quality of life for residents as they grow older and embed equalities more systematically. As part of AIPP the Ageing Hub is joining up with the Digital Inclusion team to explore opportunities to include digital inclusion activities as part of the programme in neighbourhoods. A proposed action plan will include using the [Doing Digital in Later Life guide](#) in neighbourhoods, and a short film is being planned to promote the key messages.
- The Digital Inclusion team have been successful in supporting two further LAs to partner with Henshaw’s to deliver their accessibility services in their areas. This service is now live in 9 of the 10 boroughs.
- *Rochdale*: embedding systemic inequalities into key strategies, pieces of work and processes such as corporate & directorate planning, promoting new approaches as well as driving them through key pieces of reform work e.g. Prevention Strategy, Digital Strategy, Anti-Poverty Strategy, People Strategy

Courses funded under the devolved GM Adult Education Budget are largely focused on lower-level learners

Trends in Adult Education Budget (AEB) starts and achievements



Source: Education and Skills Funding Agency

The GMS dashboards report on [starts and achievements for AEB-funded courses taken by GM residents](#). **The number of starts and achievements both saw an increase in 2021/22 compared to the previous year**, when learning was disrupted by the pandemic. **Almost all starts and achievements were at Level 2 (GCSE equivalent) or below** in 2021/22, with few (3% of starts and 2% of achievements) at Level 3 (A-level equivalent), which might be more vocationally focused and likely to make a greater contribution to the GM economy and the GMS 'more prosperous' ambition. People from within racially-minoritised communities were over-represented compared to the wider make-up of the GM population, as were females compared to males. **The demographic mix reflects communities that are engaged in lower-level learning, potentially having not benefited as fully as they might when in compulsory education.**

Examples of activity supporting this include:

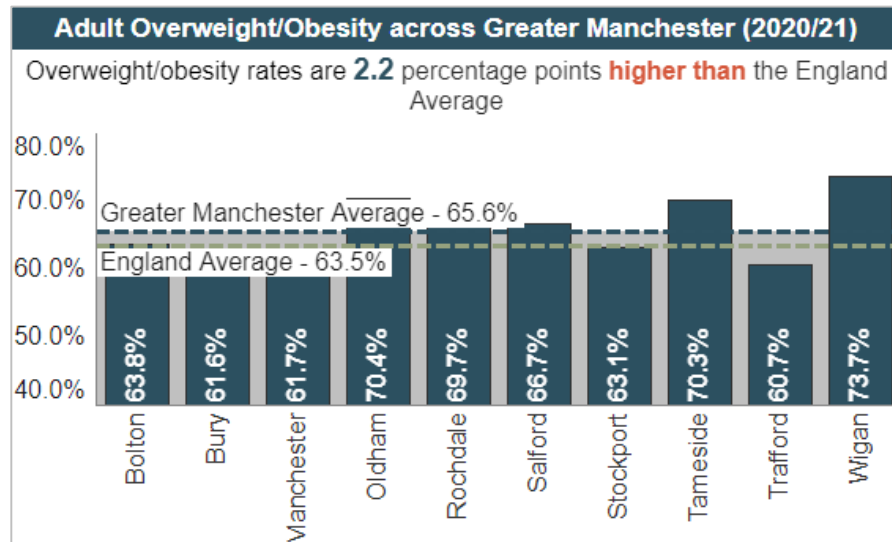
- *Bootcamps* – under-represented groups targeted have for example included women in tech. One provider is engaging Offenders in Category D prisons with 6 months remaining of their sentence to train them in rail engineering.

- *Recent AEB and Multiply procurement* has made more effective use of data to maximise targeting and a place-based approach; ethnicity, gender, qualification level attainment data was used. Tenders mandated that 50-70% of residents must be drawn from specific Lower Super Output areas (postcodes supplied).
- *AEB LA Grant programme* – alleviating barriers to skills, with a focus on the furthest away/lower-skilled residents. Three strands of approx. £50k given to LAs: digital exclusion, ESOL, alleviating barriers. Continuing from previous academic year.
- Creation of the GM-wide ESOL Advisory Service to engage with those from ethnic minorities and create easier access to ESOL provision. Literacy skills is one of (many) barriers for this group, so the service also provides wrap-around support
- *Trafford*: Developing targeted support sessions for Hong Kong and Ukraine newcomers and assisting them through bespoke job finding events with partners alongside delivering Business Start Up support sessions. These activities are complemented by a dedicated ESOL offer to develop and enhance English language skills.
- The *Removing Barriers Programme*, using available data, has identified cohorts of GM residents who were under-represented in take up of Apprenticeships and pre-Apprenticeship programmes. Projects have included a Supported Apprenticeship model for young people with SEN; engagement of men into early years roles; and single parents, minority ethnic residents, and those with mental health conditions. An evaluation of these projects has been produced and a further Supported Apprenticeship project is in development. Learning from the programme is now being used to develop a set of principles for providers to use in the development of effective Apprenticeship and pre-Apprenticeship offers for disadvantaged groups.
- A *NEET* data dashboard has been developed which monitors education and employment destinations for all young people and for priority cohorts, showing a clear differentiation in the likelihood of becoming NEET or unemployed for young people with SEN and those with care experience. In response GMCA has pivoted NEET reduction activity to focus on reducing the disadvantage gap for these cohorts. During 2022 a Care Leaver EET plan has been developed which sits under the GM Care

Leaver Guarantee and identifies specific actions to increasing recruitment opportunities and retention of care experienced young people. A working group has been established to begin this work for SEN and a plan will be developed during 2023.

- *Use of data:* A data exercise is underway, in collaboration with the Learning and Work Institute, which aims to better use programme and regional data to identify the benefactors of GMCA's programmes and most importantly, those falling through the gaps
- *GM Tech Fund* – which has donated 93 devices to PRU and SEND schools with 13 devices recently received at New Bridge College in Oldham.

Nearly three-quarters of adults in the worst-performing GM locality are overweight or obese, and childhood obesity for pupils in the final year of primary school is nearly double the rate for reception-aged children



Source: Active Lives Survey, Sport England. Childhood obesity data from the National Child Measurement Programme, NHS Digital

Proportion of GM residents who are overweight or obese

The GM average for the proportion of adults who were [overweight or obese](#) in 2020/21 (65.6%) disguised significant variance by locality, ranging from 73.7% in the worst-performing locality to 60.7% in the best. The childhood obesity data show considerably lower but still worrying rates, with **nearly a quarter (22.3%) of children in reception (4-5 years old) being overweight or obese in 2021/22**. Most alarmingly, in the same year, **prevalence amongst Year 6 (10-11 year old) pupils was 40.0%, nearly double the reception rate**.

The gap between the worst and best performing localities for the Year 6 data in 2021/22 was 10.2 percentage points. Given the causal role that obesity plays in poor health outcomes later in life, the childhood data clearly give considerable cause for concern, and raise policy implications for both GM leaders and central government.

Examples of activity supporting this include:

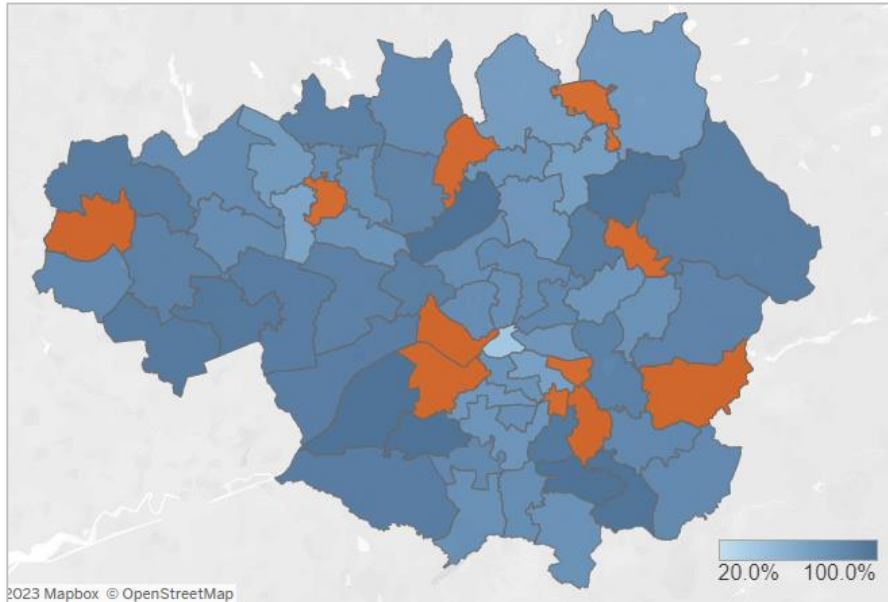
- *GM Moving*: recently presented the latest data and emerging findings from a deep dive (external) evaluation which indicated: inactivity levels in GM are recovering (compared to before the pandemic) faster than nationally, despite increasing faster than

nationally during the pandemic; Children and Young People inactivity levels are now lower than national (by 1.4%) for the first time since the survey began in 2017-18; and external evaluation showed significant social return on investment of sport and physical activity (pre-pandemic).

- *Making Smoking History in GM*: Significant progress was made pre-pandemic. Smoking prevalence was reducing at an unprecedented rate, closing the gap with England and remaining on trajectory to become smokefree. Whilst there remains a downward trend in smoking prevalence, GM must now refocus and recommit and, five years since the implementation of the GM Making Smoking ambition and overarching GMPOWER strategy (2017-2021), a review and refresh process is underway in partnership with the GM Association of the Director of Public Health. The review will take stock of the learnings to date and work within GM Integrated Care Partnership's governance to formulate and co-produce an updated Making Smoking History (MSH) five-year framework. The headline ambitions of which will be reflected in the emerging NHS Integrated Care Partnership Strategy recognising that becoming a smokefree is integral to tackling inequalities and aligned to the Building Back Fairer framework.
- *ICP Strategy*: Work to develop the ICP has enabled framing around GM's ambitions as set out in the GMS including:
- Development of locality boards and supporting governance which is almost complete in all 10 GM localities now, with place and deputy place-based leads appointed. This focus on place and its crucial role in the GM system is vital.
- *Manchester* Locality Plan for integrated health and care is in the process of being updated alongside new Greater Manchester strategy for Integrated Care. *Making Manchester Fairer is Manchester's new action plan to tackle health inequalities – the preventable gaps between people with the worse health and people with the best health over the next five years. The plan will take a whole system and evidence based approach to tackling health inequalities in a way that is inclusive and listens to the needs of residents*

- *Oldham*: A health inequalities plan has been developed and signed off by the Health and Wellbeing Board in June 2022. The primary outcomes which the plan is aiming to achieve is to reduce the gap in life expectancy and health life expectancy within Oldham, and between Oldham and the national average, ensuring that all residents can experience the best possible health and wellbeing throughout their lives.
- *Bury*: Mental wellbeing initiatives including: Bury Connect 5 free mental wellbeing training for all in 2023; new community bereavement support offer launched in Oct 2022; Connecting people affected by suicide via peer support and an annual remembrance vigil along with prevention training opportunities; New mental wellbeing for people with learning disabilities project in development; Month of Hope work which included health walks for Mental Health; Mental Health Schools Teams roll out from January; Cultural Bereavement Fund work for the South East Asian Heritage Community
- *Salford* continues to deliver its Equality and Inclusion Strategy which aims to support its ambition to make Salford an environment where everyone has an equal voice and access to opportunities, irrespective of their age, disability status, ethnicity, faith, gender identity, sex, sexual orientation or socio-economic background. This work is embedded within the council and wider Salford partnership through the Health and Wellbeing Board. Reducing inequalities is also embedded across a number of thematic work programmes in Salford. Progress on delivery can be found here <https://www.salford.gov.uk/media/398072/the-salford-way-yr1-progress-report.pdf>
- GM Falls Collaborative led by the Ageing Hub organised the 'GM Falls Collaborative Workshop', which brought colleagues together from across the GM health and social care ecosystem to engage in the development of key actions for implementation across the fall's prevention priority areas, delivering a vision for prevention activities throughout later life.

Positive progress on take-up of funded early education places for two-year olds in GM, with the gap between neighbourhoods prioritised under the GMS floor target and the locality average narrowing in six of ten targeted areas



Source: Department for Education / bespoke GM locality data

Neighbourhood floor target: take-up of funded early education places for two-year olds

Average take-up of [funded childcare and early education places for two-year-olds](#) from more disadvantaged families in January 2022 across GM was 74.4%, **above the England average by 2.5 percentage points and continuing the trend for GM to out-perform the national position over recent years**. The GMS floor target focuses on one priority neighbourhood in each GM locality, committing to improve take-up by ten percentage points by April 2024, to help close the gap with the rest of the locality – drawing on locally-sourced data, **take-up in nine of the ten localities in the 2021-22 academic year was higher than that in 2020-21, and the gap between prioritised neighbourhoods and the locality average had narrowed in six of the ten**.

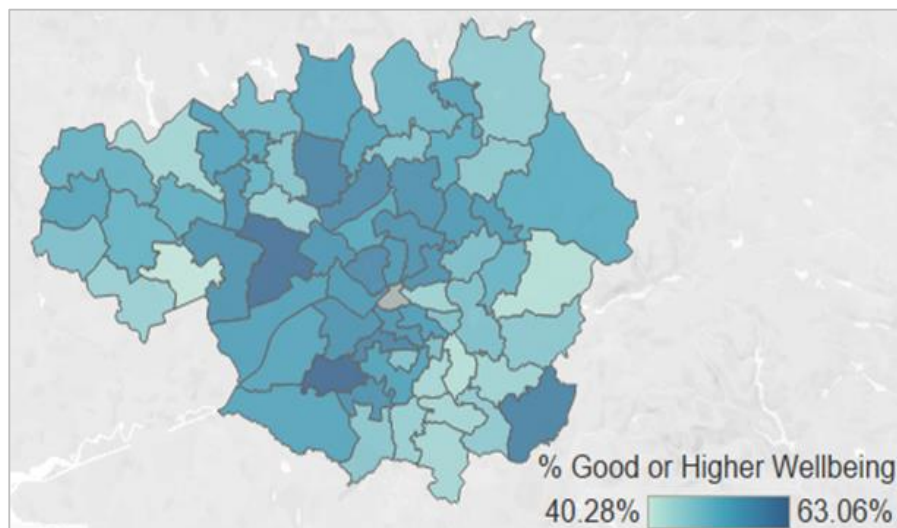
Examples of activity supporting this include:

- *Two-year old free early education entitlement* - The neighbourhood floor target is supporting understanding and response to increasing access to early education for children growing up in disadvantage. The GM programme has supported

neighbourhood specific initiatives to increase take up, including community specific comms and engagement campaigns to promote the value of the early education and building community capacity to reach target communities and utilising the role of trusted community leaders in engaging parents in the benefits of the offer. Year 1 data is showing an increase in take up across the 10 priority neighbourhoods.

- *EY Workforce Competency Framework* - a key enabler for strengthening the quality of GM's early years workforce. It aims to ensure that new entrants to the workforce are ready to practice and supports retention and progression across the workforce, supporting a workforce historically in receipt of relatively low rates of pay are equipped to progress in their careers
- In addition, recognising the acute workforce challenges being experienced as a result of the pandemic and low levels of national funding, there is activity focused around *recruitment and retention within early childhood education sector*. GMCA is working in partnership with the GM Good Employment Charter to recognise strong examples for employment practices, share learning and support providers to embed high quality working standards. Despite efforts to better support the early years workforce ongoing issues of workforce recruitment present a real challenge to the sector and the current funding model for the sector mean rates of pay continue to be below what people need within the context of the cost of living crisis. Activity continues to lobby government on a fair funding model for the sector, required to improve the pay of the largely, female workforce and reduce the levels of in-work poverty.

There has been little change in reported wellbeing amongst Year 10 pupils and the range in the neighbourhood-level data remained largely the same in 2021 and 2022, but the floor target approach is supporting targeted activity



Source: Greater Manchester #BeeWell Survey

Neighbourhood floor target: the proportion of young people (Year 10s) reporting good or higher wellbeing

The GM #BeeWell Survey showed that 51.6% of GM [Year 10 pupils \(aged 14-15\) reported good or higher wellbeing](#) in autumn 2022, **virtually unchanged from the previous year** (51.5%). Alongside an over-arching GM target to improve from the city-region baseline average as reported above, the floor target commits to reducing the range or 'spread' of scores across neighbourhoods, to be achieved by improving support and sharing best practice, place-based targeting and prioritisation where appropriate, and catalysing community-led ownership of wellbeing as a local objective that helps to create the conditions for young people to thrive. The data demonstrate considerable spatial variation, with the proportion reporting good or higher wellbeing in autumn 2022 ranging from 40.3% to 63.1% across the 66 GM neighbourhoods – this is a range of some 23 percentage points, **relatively unchanged** from the 22-point range in 2021.

Examples of activity supporting this include:

- The GMCA's decision to make *Our Pass* permanent will provide young people aged 16-18 across Greater Manchester with enhanced access to opportunities across the city region on an ongoing basis. The evaluation of the scheme found that the travel element of *Our Pass* was well-used and valued by the cohort.
- The *GMCA Careers Hub* aims for a careers system that has a measurable impact on young people - now and in the future. Coaching and monitoring ensures schools and colleges include all young people in careers education - working to remove barriers and supporting young people most at risk through transitions, including #BeInclusive which connected advocates for young people with SEND, bringing together careers professionals and Disability Confident employers from across GM
- *GM Care Leavers Programme* - organised broadly around the delivery of the GM Care Leavers Guarantee and designed to ensure GM maximises opportunities, with access to a common standard of housing, employment and health provision across GM. The project has supported 155 care leavers apply for various digital offerings, amongst other arranged support.
- *Curriculum for Life* has been designed to have views that are representative of the diversity of young people across GM. Various of the advice topics – chosen by young people, an indicator of how important this is to them – will touch upon issues of fairness, creating vibrant communities and how to get on with life with work and training
- The *Careers Hub Partnership* also connects to the *GM Good Employment Charter* to increase the number disability confident employers and support them to deliver additional work experience and employment opportunities for those young people with additional barriers to employment.
- *Bolton*: A new partnership focus on Adverse Childhood Experience (ACE) leading to widespread adoption of trauma informed practice - research commissioned and a framework is being developed to coordinate a population approach to reduce children and family's exposure to ACEs and, to prevent or mitigate the consequences of trauma and ACEs by becoming a Trauma and ACE responsive town.

Other activity supporting Greater Manchester's Fairer Ambitions

Equalities Infrastructure:

The role and function of the Tackling Inequalities' Board is driving the equalities agenda across the GM system. The Portfolio lead for Inequalities, Cohesion and Inclusion has also taken a GM lead on the cost of living response, in recognition of the interconnected issues, causes and actions required in response to communities experiencing poverty and unequal outcomes.

Children & Young People:

Operation Encompass has facilitated police advising schools of incidents at home that mean the young person may need additional pastoral support

Transport:

- TfGM has received *White Ribbon Accreditation*, signifying its commitment to ending gender-based violence. The accreditation also highlights its *ambition to deliver a transport network which is truly inclusive, addresses inequality and supports the Greater Manchester Strategy* vision. As an accredited organisation it is committed to developing and delivering a three-year action plan that contributes to culture change and promotes gender equality to support safe travel for all.
- *Reduction in Bus Fares:* Women, young people, those from mixed ethnic backgrounds, Black or Black British people, and those with a disability or mobility impairment are disproportionately more likely to travel by bus ((Greater Manchester Travel Diary Surveys (GMTRADS) 2017-2019)). The reduction in bus fares (as above in the Greener section) has been designed to support these groups and others during a period of significantly increased living costs.
- *Understanding the reduction in Bus Patronage:* Since the pandemic fewer people are using public transport in GM. However, the reduction has been greatest amongst older people: concessionary pass use in GM is considerably lower than pre-

pandemic levels. On 6 February, TfGM, in collaboration with GM Ageing Hub and the GM Older People's network, launched an online survey to understand why this is the case, and to help ensure that the Bee Network is accessible and attractive to all age groups.

- *Engagement:* Throughout the development of plans for the *Bee Network*, TfGM has engaged with Greater Manchester's diverse communities and the Mayor has made clear his determination that people will be at the centre of *the reformed bus network*. Engagement work is ongoing, including through consultation with the GMCA's Equality Panels.
- *TfGM is developing closer working relationships with colleagues* at both the GMCA and GM ICS with consistent membership on GM Boards such as GM Reform Board, GM Inequalities Board and GM Population Health Board, to ensure inclusive transport feeds into the development and approaches to reforming public services in GM, and equally to ensure TfGM/transport providers understand contemporary transport needs of public service users and providers.

Poverty: food and fuel

- GMCA has convened a cost of living response group meeting that serves to provide oversight, coordination, alignment and the sharing of learning across districts. The Mayor has also appointed the political portfolio lead for Inequalities, Communities and Cohesion as the political lead for the GM Cost of Living response. A range of initiatives have been brought together under this lead, addressing immediate needs and recognising the pressing pressures over the winter e.g. *Food Security Action Network Manifesto Delivery Group* – a mission based approach underpinned by an effective action network with action linked to Healthy Start Vouchers, ending Holiday Hunger, Doing More for those who just miss out, GM Food Map, Community Fridges, Wholesale Prices to Community Food Providers, CISCO Social Value offer to 6 food providers, Funding application to the Partnership for Healthy Cities Policy Accelerator . The need for upstream and longer-term strategic approaches is

recognised, with much of this activity rightly focused at district level. Work is ongoing to understand where a GM approach can add value to the wider poverty agenda, beyond existing programmes and ongoing lobbying.

- On fuel poverty specifically, a series of roundtable discussions have been held with energy suppliers and providers. As a result, a working group has been formed to focus on practical actions that could be taken forward in relation to data sharing, social tariffs, prepayment meter issues, awareness raising and the allocation of available additional funding.
- The residents survey provides rich data into issues around food and fuel poverty and there appears to be a further opportunity to build capacity for organisations / partnerships to be able to engage with the data and adapt / develop responsive actions.
- The Ageing Hub have been coordinating the Winterwise campaign centred around 3 themes: stay warm, stay safe and stay well - a printed guide aimed at older GM residents, which contains information and advice on cost-of-living and other support. The guides aims to improve financial security and wellbeing, with over 300,000 leaflets distributed since November.

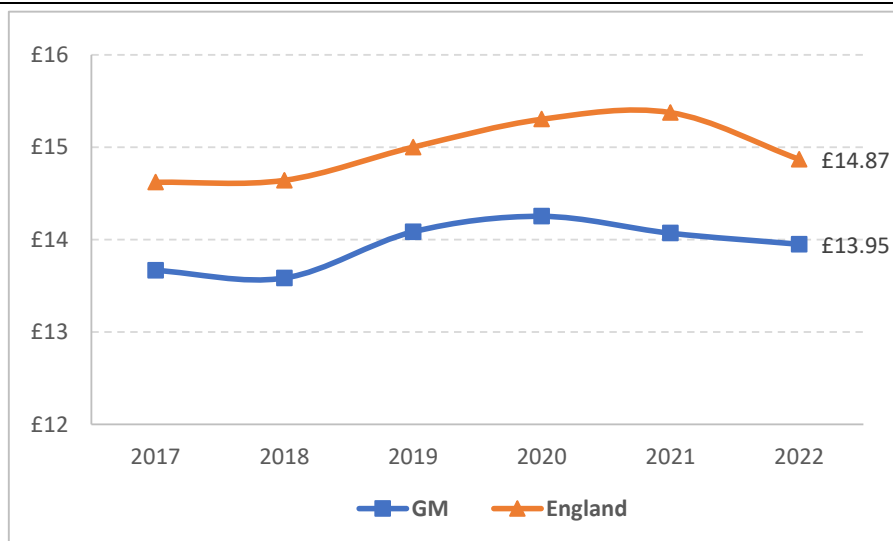
7. More Prosperous

Our Ambition... Greater Manchester will flourish driving local and UK growth through a 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

Findings from the first progress report: *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.*

Current progress & delivery:

Earnings in GM have decreased slightly and lag the national average, with female and part-time workers earning less



Source: Annual Survey of Hours and Earnings (ONS, 2017-22). Note that data are quoted in real-terms values, at 2022 prices (after adjustment for inflation) – this differs from the dashboard charts, which plot nominal values (i.e. not adjusted for inflation).

Median resident earnings – hourly pay

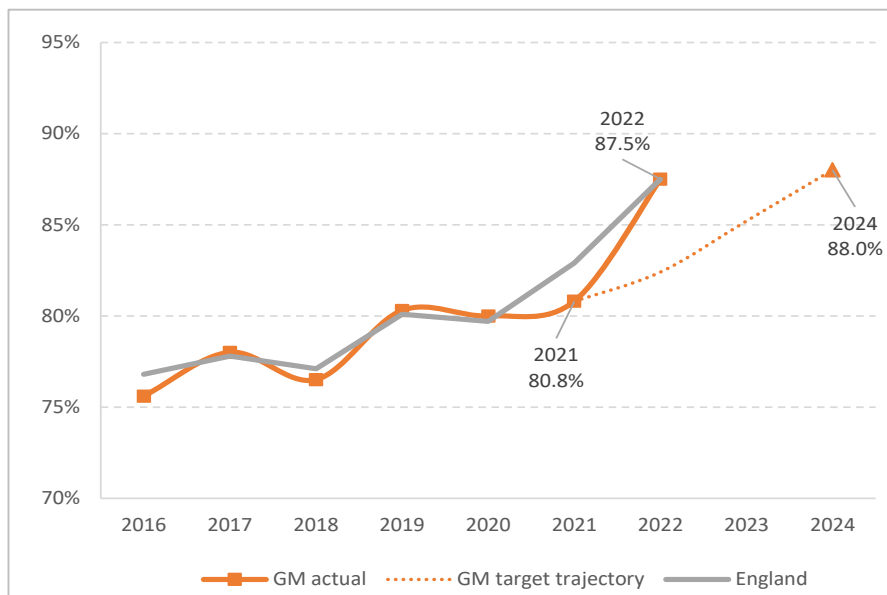
[Median hourly pay for GM residents \(all workers\)](#) was £13.95 in 2022, **down slightly (by £0.12) in real terms compared to 2021**, but **nearly £1 below the England average** (£14.87). The median earnings of male workers in GM were £1.64 per hour higher than their female counterparts in 2022, although the gap closed by £0.06 between 2021 and 2022. There was considerable variance by GM locality in 2022, as there was between median hourly pay for full-time and part-time workers in the city-region, at £15.29 and £10.65 respectively.

Examples of activity supporting this include:

- *The Skills for Growth programmes* provide a range of sector specific targeted activities to support the GM economy's needs, with progression being a key outcome on this programme. Upskilling those already in work, giving them higher earning potential, and also freeing up more entry level routes for other residents as they progress. However, it remains unclear whether the scale of intervention will meet the growing need

- *The Good Employment Charter.* TfGM is a member of the Greater Manchester Good Employment Charter and continues to maintain its membership. Through the bus franchising tender process, Go North West and Diamond North West have made commitments around the Living Wage, recruitment and working towards membership of the Employment Charter.

More employees earn above the Real Living Wage, making it more likely that we will meet our 2024 target, although the latest data might be something of an anomaly



Source: Annual Survey of Hours and Earnings (Office for National Statistics); GMCA modelling of target trajectory

Proportion of employees paid above the Real Living Wage

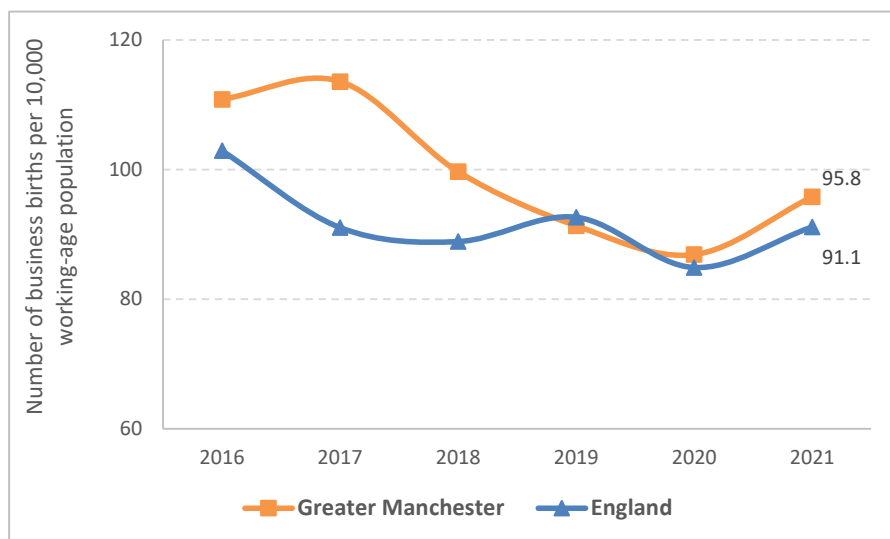
There has been a big uplift in the [proportion of GM employees earning above the Real Living Wage](#) (RLW), with **an increase from 80.8% in 2021 to 87.5% in 2022**. The GM target is to reach 88% by 2024, and **actual performance in 2022 was well ahead of the trajectory to the 2024 ambition**; the GM position was also **the same as the England average**. The drivers for this uplift are likely to be a relatively modest uplift in the RLW rate in 2022, which was announced in autumn 2021 before inflation really started to ramp up, and wage increases in lower pay sectors such as hospitality and retail due to high labour demand. Increases in the national minimum wage have also helped to close the gap with the RLW over time. The 2023 RLW is £1 higher than in 2022, so we may well see a downturn in performance against this indicator when the 2023 data are published.

Examples of activity supporting this include:

- *Real Living Wage Campaign*
- *Manchester's Work and Skills Strategy* looks to increase the quality of work in the city as well as connecting more residents to good quality opportunities, focusing on those furthest from the labour market. The Work and Skills Strategy includes a focus

on the living wage, living hours, and secure employment. It is also focused on boosting employment in our growth sectors.
[Manchester become a recognised Living Wage City in November 2022.](#)

GM is out-performing the national average on new business start-ups, but with wide variance across the localities



Source: Business Demography – Enterprise Deaths, Births and Survivals; Mid-year population estimates (both Office for National Statistics)

Business births per 10,000 working-age population

In the latest data for 2021, there were 95.8 [new business start-ups \(business births\) in GM per 10,000 of the working-age population](#), 4.6 above the England average. **There was considerable locality variance**, ranging from 137.8 in the best-performing locality to less than half that number (65.3) in the worst. Over the period charted, GM births peaked in 2017 – the decline since is in part likely to reflect uncertainty following the Brexit referendum and subsequent exit from the EU, and more latterly the impact of the pandemic. **The 2021 GM data show early signs of recovery, up 8.9 per 10,000 of the working-age population compared to the previous year.** However, related data on the survival rate of new business start-ups show a different picture: for GM business births in 2018, the 3-year survival rate by 2021 was 51.9%, 5.5 percentage points **below** England; for GM births in 2016, the 5-year survival rate by 2021 was 31.0%, 7.0 points **below** the national average.

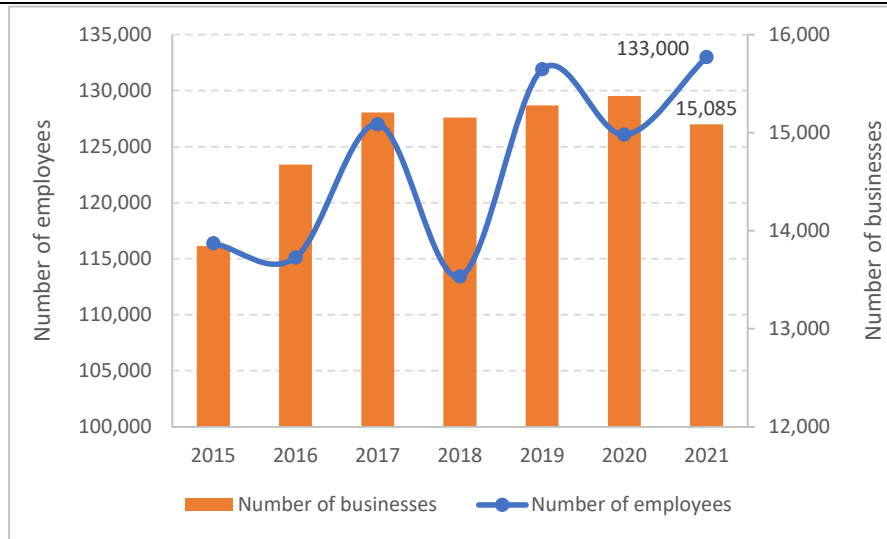
Examples of activity supporting this include:

- *Core Investment*: Innovation and growth finance: GMCA continues to manage its own investment funds with a focus on helping companies operating in the key industrial sectors get access to the finance they need to grow. It achieves this via

direct investment into GM-based businesses alongside private sector investment and the creation of sector specific investment funds. Notable recent investments would include Vector Homes, an innovative start-up looking to produce low carbon modular housing, and Evergreen Life, a business looking to scale up its health and wellbeing software platform.

- *Foundational Economy Innovation Fund Go Live*: will support innovations that help create or integrate new ways of delivering services or products to a higher standard by doing things more efficiently and effectively, i.e. productivity improvements.
- The *Local Business Priority of the UK Shared Prosperity Fund*: will be an opportunity to reshape the business support offer in the GM to build prosperous businesses and the *refresh of the Local Industrial Strategy* will be an opportunity to reprioritise our work, based on the latest evidence and understanding.
- Oldham: £20 million of funding has been secured through the Levelling Up fund for eco-friendly projects in Oldham; including a learning centre at Northern Roots; a new “Green Shoots” business centre, and an “Oldham Greenway”.

Whilst the number of employees in GM’s frontier sectors has increased, the number of businesses decreased



Source: UK Business Counts / Business Register and Employment Survey (both Office for National Statistics). Note that one of GM's frontier sectors, clean growth, is not included in the charted data, due to the current lack of a robust industrial definition (definitions are also not clear cut for the other frontier sectors either).

Examples of activity supporting this include:

- *Core Investment:*
 - Northern Gritstone, an investment fund aimed at supporting the commercialisation of science and IP-rich businesses many originating from partnering universities (Manchester, Leeds and Sheffield). Northern Gritstone was established

Number of employees / companies in GM's frontier sectors

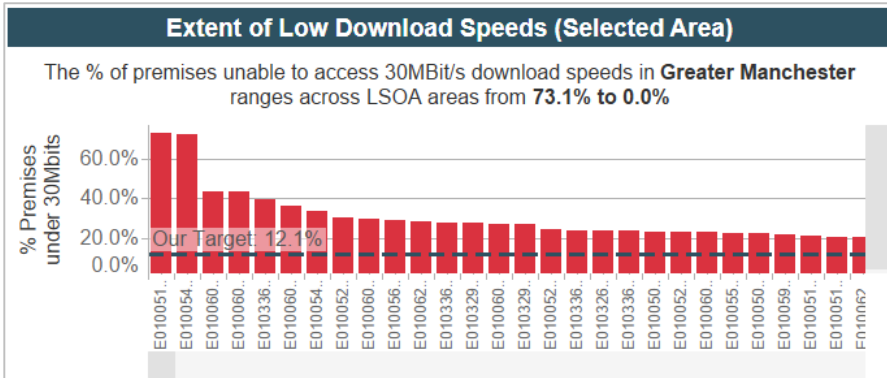
There were 133,000 [employees in GM's frontier sectors](#) in 2021, and 15,085 businesses. Whilst **the number of employees represented an increase of 5.5%** (nearly 7,000) compared to 2020, the **number of businesses decreased** (by 1.9%, nearly 300) – so the average size of frontier sector businesses (in terms of the number of employees) increased over the period. Digital and creative industries accounted for the largest number of employees in 2021 (nearly 78,000, or 59% of all frontier sector employment); advanced manufacturing employment totalled 53,000 (40%) and health innovation some 3,000 (2%).

with the philosophy of Profit with Purpose, combining attractive returns for investors with wider positive, societal and economic impact including supporting Levelling Up and high-skilled job creation

- GMCA's Evergreen Funds provide debt funding for commercial developments within GM to accelerate the provision of high-quality employment space. It has a specific focus on enhancing the region's Research and Innovation offering, alongside the development of new energy efficient office and industrial stock;
- Building upon the success of the first fund, a successor Greater Manchester and Cheshire Life Sciences Fund launched in mid-2022. The fund is managed by Praetura Ventures and made its first investment in the Digital Health and Wellbeing sector in October 2022.
- *Growth Locations*: Development proposals are being brought forward for each of the Growth Locations with engagement across policy areas through the GM Growth Location Steering Group. Local Authority Chief Executives are overseeing to ensure the GMS ambitions are being factored into the approach. Sub-groups have been set up as part of the Atom Valley MDZ - these groups will consider and develop the approach to bring forward this strategic development opportunity. The TANZ implementation plan will be agreed in March and will include specific actions focussing on driving skills and growth in relation to Net Zero Housing development. Ongoing work will consider the interactions with projects that are awarded Innovation Accelerator funding.
- *Rochdale*: Atom Valley Mayoral Development Zone now established
- *Bury*: People and Communities Plans to build upon Levelling Up Plans for Bury Town Centre (including FlexiHall) and Radcliffe (including new civic PSR Hub) to link local communities into Town Centre masterplans and Atom Valley, raising aspiration, ambition and opportunities to connect local people into full lifecycle of skills and employment opportunities for current and future roles.

- *The Innovation Accelerator Pilot (2022-25)*: a key objective of the pilot will be to support innovation activity linked to the Net Zero sector
- *Memorandum of Understanding with Innovate UK*: GMCA and Innovation Greater Manchester signed a MOU with Innovate UK in December 2022. The Agreement is for parties to work together to strengthen research clusters and drive innovation in the region. This a step forward in realising Innovation Greater Manchester vision for world-renowned innovation ecosystem.
- *Memorandum of Understanding with the High Value Manufacturing Catapult*: HVM Catapult, Innovation Greater Manchester and GMCA signed an MOU on the 16 November 2023 to drive industrial transformation across the city-region, help the attraction and retention of an additional £1.2bn high tech foreign direct investment and ensure stronger relationships with innovation stakeholders and the Catapult across GM.

Digital download speeds have improved, but vary considerably across areas of GM – poor performance was found in both central urban and more peripheral rural areas



Source: Ofcom Connected Nations

Neighbourhood Floor Target: premises unable to access download speeds of at least 30MBit/s per second

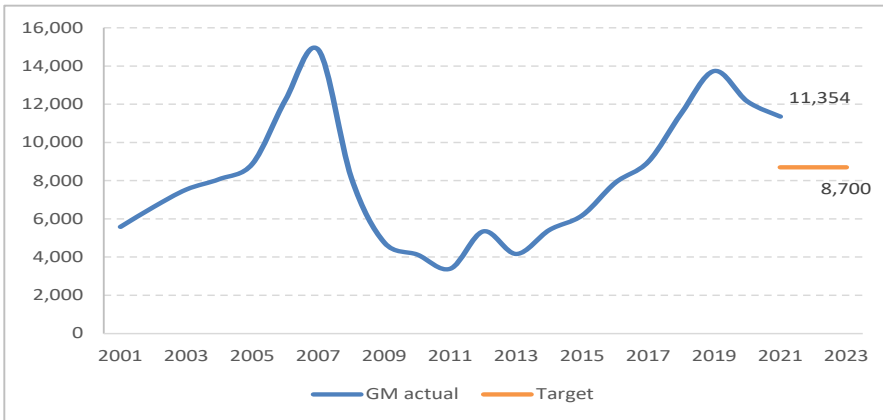
In May 2022, 66 of 1,672 LSOAs across GM (3.9%) did not meet the floor target that the proportion of premises [unable to access download speeds of at least 30 MBit/s](#) should not exceed 12.1%. This represented **an improvement from December 2021** (as reported in the previous GMS progress report), when 84 LSOAs (5.0%) were not meeting the floor target. Performance in May 2022 varied considerably across the GM neighbourhoods, from 73% of premises in one LSOA in the regional centre being unable to access speeds of 30 Mbit/s, to 0% in a number of other LSOAs. **High proportions of properties unable to access good download speeds were found both in central urban locations and the GM rural periphery**, impacting negatively on both the more prosperous (improved productivity and efficiency) and fairer GM (increased digital inclusion) ambitions.

Examples of activity supporting this include:

The Digital Blueprint is being refreshed ensuring GM is digitally enabled to deliver on growth ambitions. Some areas of activity which are currently supporting a more prosperous city-region include:

- Development of the GM Cyber Strategy
- The Business Growth Hub was successful in bidding for funds from the DCMS Creative Scale up Programme
- GM Cyber Representatives had a presence at International Cyber Expo in London, (28th/29th September) engaging over 130 individuals to raise the profile and reputation of the GM cyber proposition. Leads are still being followed up via MIDAS.
- In Digitober GMCA Digital supported and contributed to panel and keynote discussions at a number of industry and partner led events focusing on digital economy and work & skills
- National Cyber Security Centre (NCSC) Industry100 (i100) Manchester engagement event held to mobilise local business collaboration with NCSC so supporting GCHQ expansion in GM, and securing a commitment to co-design the model with GM Cyber ecosystem to maximise local impact
- Launch of the Digital Innovation and Security Hub and outreach across all 10 local authority areas to engage with skills and business support offer
- *Stockport*: The development of new workspace for high growth businesses in the digital and tech and creative sectors is a key priority, for example Merseyway Innovation Centre and Studios@Stockport
- *Tameside*: Delivery of Ashton Moss and St Petersfield Mayoral Development Zones

New additions to the housing stock reduced for the second year in a row, but remained above the GM target



Source: Net Additional Dwellings, Table 122 (DHLUC).

Net additional dwellings are defined as the overall increase in housing stock, accounting for new buildings but also conversions, demolitions and other housing changes. Note that the target aligns with Places for Everyone ambitions, and does not include Stockport.

Net additional dwellings per annum

In 2021-22, there were 11,354 [net additional dwellings](#) in GM, **down 795 (6.5%) from the 12,149 reported in 2020/21, and the second annual decrease in a row**. However, **performance remained above our target to deliver 8,700 net additional dwellings per annum, out-performing it by a margin of more than 2,650 (30.5%)**. This target number has been exceeded in every year since 2017. As might be expected, the highest number of net additional dwellings in 2021-22 was in the regional centre, where new development is particularly concentrated. The range in locality numbers was very wide, ranging from a maximum of 3,737 in 2021/22 to 289.

Examples of activity supporting this include:

- *Core Investment: Housing Investment Fund* – supports housebuilders deliver projects within GM. Since its inception it has invested £682m into residential property supporting the development of 8,465 new homes. The Fund is on track to achieve its target of delivering 10,000 new homes across GM. Of the total invested, £69m has been provided to support SME developers and £15m invested into social impact housing. The Housing Investment Fund has generated £14m of surpluses to date which have been used to fund a dedicated delivery team, local authority support and progressing initiatives such as Net Zero Homes and Green Finance for Retrofit.

- *Housing:* Work continues to support the delivery of new homes as a key element and supporter of economic growth. The TANZ Task Force focus on economic opportunity for GM as a centre of excellence for net zero construction and skills.
- *Salford:* Plans were approved for Salford RISE – the 5-acre ‘podium’ to be built over Frederick Road in Salford. This is part of the wider £2.5bn, 240-acre Crescent masterplan, which aims to deliver 3,000 homes, more space to innovate and collaborate, alongside offices, retail, leisure and a new multi-modal transport hub.

Other activity supporting Greater Manchester’s More Prosperous Ambitions

A safe and vibrant community

- In addition to building back of neighbourhood policing and the development of prevention hubs, as detailed above, an increasing focus is being placed on addressing shoplifting. This includes improving responses to shoplifting in addition to a taskforce which is considering the impact of the cost of living crisis and poverty driving shoplifting and how more can be done to support those who are shoplifting due to these pressures. Fraud prevention is another area of focus with investment in Scambusters Prevention Champions - supporting victims of fraud and helping to stop them becoming repeat victims. Other areas of focus include the Nigh time Economy – with robbery/assault being down, and focus on safer transport.
- *Trafford* has successfully secured £18M for the redevelopment of Partington Sports Village. The bids will see significant progress made within town centre regeneration, creating sports and physical opportunities for one of the most in need communities.

Culture

- Delivery of strategic initiatives, including [GM Town Of Culture](#), [GM Music Commission](#), [Creative Improvement Districts](#) and [StreamGM](#)
- *Bolton* and partners have commissioned Counter Culture to develop and co-design a cultural strategy with a bottom-up approach that engages and involves residents, businesses and Bolton's multiple and diverse creative and cultural communities. Counter Culture visited cultural, retail and public spaces Bolton to understand the current cultural offer and the potential for strategic cultural development
- *Wigan* was successful in its Levelling Up bid for Haigh Hall of £20m to create a cultural and heritage destination of national importance

Transport

- Work continues to develop transport options that will serve the strategic growth locations that have been identified across the conurbation, supporting access for all residents to the economic opportunities arising
- The delivery of a £2 bus fare cap across GM has supported people from all parts of the conurbation to access economic opportunity and utilise cleaner, more sustainable forms of transport
- Both successful operators in the first tranche of franchising contracts have made social value commitments around the recruitment of staff, bringing opportunity to more people in the city-region
- Work is ongoing to develop GM's plans for a future reformed bus network and access to economic opportunity will be a core consideration
- Decision to Our Pass permanent, providing young people across GM with enhanced access to opportunities on an ongoing basis. The evaluation of the scheme found that the travel element of Our Pass was well-used and valued by the cohort.

Skills

- The Apprenticeship Levy Matchmaking Service – this draws investment into GM. Roughly 50% of SME spending from the apprenticeship levy comes from contributions from companies outside of GM, drawing inward investment. More than £10m has been redistributed by the service, with many of these Apprenticeships being in the digital and creative sectors.

Children & Young People

- The Careers Hub is a multi-agency partnership that brings education and industry together. A part of this partnership is a network of Enterprise Advisers and businesses provide strategic support and employer-led opportunities to schools and colleges across GM aligned to emerging local skill improvement plans and position careers education in the context of the local labour market. To support young people with increased access to businesses the Careers Hub on behalf of the Mayor delivers *Meet Your Future* – Delivering virtual employer-led events during National Apprenticeship and National Careers Weeks and expanding workplace experiences for young people. This takes place through GMACS – the Greater Manchester Apprenticeships and Careers Service Website, which offers a direct digital service to young people to explore the world of work in GM.
- GM Fostering Marketing Campaign – work underway to launch the campaign with the aim of increasing the number of foster parents across GM. Whilst an important element of the campaign is to get more cared for young people into suitable foster homes it is also anticipated that it will increase opportunities for appropriate families to access an additional income stream.

Health

- The NHS contribution to economic and social development in GM has been detailed in a case study by NHS England and is shortly to be publicised by GM and NHSE as an example of good practice.

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GMCA OVERVIEW & SCRUTINY COMMITTEE

Date: 22 March 2023

Subject: GMCA Overview & Scrutiny Committee Task and Finish Review - An investigation into the wider determinants of effective integrated water management in Greater Manchester.

Report of: Councillor Mandie Shilton-Godwin, Chair of the Task and Finish Group

PURPOSE OF REPORT:

To present the findings of the GMCA Overview and Scrutiny Task & Finish Review into the wider determinants of effective integrated water management in Greater Manchester.

RECOMMENDATIONS:

The Committee is asked to –

1. Endorse the recommendations within the report for consideration by the GMCA.
2. Comment on the any areas within the report, with specific focus on recommendation ten which refers to an ask of the Overview & Scrutiny Committee.

CONTACT OFFICER:

Nicola Ward, Statutory Scrutiny Officer, GMCA
nicola.ward@greatermanchester-ca.gov.uk

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Integrated Water Management

An investigation into the wider determinants of effective integrated water management in Greater Manchester.



Greater Manchester Combined Authority Overview & Scrutiny Committee
February 2023

Chairs foreword, thanks and acknowledgements and timeline of the review

Chairs Foreword

One of the key recommendations contained within the Independent Review of the GMCA scrutiny function was to use Task and Finish Groups to undertake more in-depth investigations, for which under the previous arrangements, there was insufficient capacity. This is the first review to be undertaken under these new governance arrangements.

The topic of 'flood risk' was initially chosen as a subject considered by most members of the committee to be amongst those that most concerned them.

We became aware at the outset that localised flooding was the product of the much wider issue of integrated water management (IWM) and so began to take a broader approach to the review.

The general misconception that flood risk was largely attributable to riverbank bursts immediately emerged, as the group learned of the more significant risk relating to surface water flooding across Greater Manchester.

It was also apparent that the issue of water management was not the responsibility of one single person or agency, creating a complex governance and accountability situation.

With floods already predicted for early 2023, we determined that it was important that this review should highlight the current challenges, barriers, manageable causes and impacts in relation to integrated water management for immediate action.

We were also made aware of the very significant challenges associated with addressing water quality pressures particularly in the urban area and how this

impacts the environment. Unfortunately, time did not allow for significant exploration of this matter, but it is critical and needs to remain high on the agenda.

This review does not attempt to provide a detailed subject briefing but brings together all the evidence and information we have gathered throughout its duration which have shaped our recommendations as outlined in section 1.

Those of us who have heard this evidence over the last few months are determined to bring it to the attention of the GMCA, our Local Authorities, and to the wider public, recognising that all have a role to play in addressing improved integrated water management.

We know that the climate emergency is with us now. Increased flooding is one of the ways that it will affect our future lives and those of our children here in Greater Manchester, by acting now, there is much that we can do to address this. We urge that our recommendations are brought to the attention of all those with the power to act on them so that we can improve the lives of all our citizens, not just those at greatest risk.

Members of the Task and Finish Group

Cllr Mandie Shilton Godwin, Manchester	Chair
Cllr Colin McLaren, Oldham	
Cllr Tom Besford, Rochdale	
Cllr John Leech, Manchester	
Cllr Mike Hurleston, Stockport	
Cllr Jill Axford, Trafford	
Cllr Joanne Marshall, Wigan	

Acknowledgements

Members of the group would like to extend their thanks to those who contributed to this review, including –

- David Hodcroft, Infrastructure Lead, GMCA
- Jill Holden, Greater Manchester Flood and Water Management Programme Manager, GMCA
- Councillor Alan Quinn, Greater Manchester representative on the Regional Flood and Coastal Committee
- Helen Telfer, Growth and Infrastructure Advisor, Environment Agency
- Dee Grahamslaw, Place Based Planning Pilot Lead, United Utilities
- Andrew Leysens, Planning Manager, United Utilities
- Robert Woods, Principal Engineer, Bolton Council
- Andy Southgate, Group Engineer, Bury MBC
- Richard Thomas, Flood Risk and Highway Development Control Manager, Manchester City Council
- Laura Peacock, Flood Risk Engineer, Manchester City Council
- Talha Esmail, Flood Risk Engineer, Manchester City Council
- Gareth Owen, Lead Local Flood Authority Senior Engineer, Trafford Council
- Laura Morrison, Flood Risk Engineer, Wigan Council
- Andrew Vincent, Environmental Services Manager, Tameside MBC
- Ben Scott, Area Flood Risk Manager, Environment Agency
- Sam Evans, Head of Natural Environment Strategy & Policy, GMCA
- Johnny Phillips, Surface Water Strategy Manager, United Utilities
- Nicola Ward, Statutory Scrutiny Officer, GMCA

Review timeline

The review was structured over a series of meetings between October 2022 and February 2023 as set out below –

17 October 2022	Initial scoping session
23 November 2022	Meeting with representative from the NW Regional Flood and Coastal Committee
14 December 2022	Meeting with representative from the Environment Agency

6 January 2023	Meeting with representative from United Utilities
16 January 2023	Meeting with Local Authority leads
8 February 2023	Draft report to GMCA Overview & Scrutiny Committee
8 February 2023	Meeting to explore further the potential of nature-based solutions
22 March 2023	Final report to GMCA Overview & Scrutiny Committee

1. Executive summary and recommendations

- 1.1 Most of Greater Manchester sits in a bowl surrounded by the Pennines to the North and the Peak District to the East. It is subject to run off from this higher ground in addition to rain that falls within the conurbation. It also consists of a complex hydrological network that connects the ten local authorities and intersects four river catchments; Irwell, Upper and Lower Mersey and Douglas which cross administrative boundaries incorporating parts of Lancashire, Derbyshire and Cheshire.
- 1.2 The Irwell and Mersey catchments account for 78% of the total GM catchment area and Glaze Brook, the River Bollin, Sinderland Brook and the River Douglas make up the remainder of the fluvial catchments. All catchments within the sub-region, apart from the River Douglas, drain into the Manchester Ship Canal.
- 1.3 Future climate change projections evidence a potential precipitation rise of 59% by 2050¹ even if we are able to meet our carbon reduction targets, with the Northwest projected to have the highest percentage increase in rainfall in the country. Winters will be wetter and summers drier. Rainfall will be more intense.
- 1.4 Flooding can come from many sources including rivers, 'fluvial', or surface water, sewers and ground water; 'pluvial'. Flooding is one of the greatest risks identified on the Greater Manchester Community Risk Register.

¹ [Future-Flooding-Main-Report-Sayers-1.pdf \(ukclimaterisk.org\)](#)

- 1.5 In Greater Manchester, there are 63,478 properties at risk from river flooding. However, there are also currently 162,979 properties at risk from surface water flooding². Surface water is the greater and more complex risk and, in some areas of GM is this risk that increases the most significantly due to increased rainfall levels and at a greater intensity.
- 1.6 Historically the drainage system in the UK was designed for less intensive rainfall and to convey water quickly from the urban development via the drainage system into the main rivers. It is already clear that current drainage and flood management infrastructure is struggling to cope with increasing weather volatility in Greater Manchester even now, let alone that predicted for the future.
- 1.7 To address the shortcomings of our legacy drainage systems would require significant investment and significant land capacity. United Utilities have estimated that using conventional water storage solutions would require a modelled volume equivalent to 35 Beetham Towers to ensure that all the predicted rainfall between now and 2050 could be managed in compliance with the Environment Act.
- 1.8 Ensuring new buildings and developments incorporate integrated water management into their initial design phase is one of the most effective approaches to managing Greater Manchester future flood risk. Conventional and hard engineered water storage options, which are traditionally below ground would require significant disruption, land, cost and carbon. Above ground Sustainable Drainage Systems and nature-based solutions will provide multifunctional benefits including carbon sequestration and biodiversity net gain. As increased levels of rain are now unavoidable and climate risks increase, more sustainable options must be used.
- 1.9 Research from the University of Manchester has shown that green and blue spaces currently make up half of the city region³. Every year the natural

² [Economic Development \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/economic-development)

³ [Measuring Greater Manchester's Green and Blue Spaces: Creating an Urban Green Infrastructure Baseline - GM Green City](#)

environment in GM reduces the financial risk of flooding by £6m. Deploying nature-based solutions ⁴ at scale will be our strongest defence against the impact of increased levels of water in the future. However, these can not deliver the required outcomes in isolation and there needs investment at significant scale, alongside other solutions.

- 1.10 The climate is already changing, and we have a responsibility to act. We urgently need to rapidly scale up and deploy every tool that we can to mitigate the risks for our children and grandchildren from flood and drought brought about by the human-induced heating of the planet.

Recommendations

Recommendation One – Increase awareness

Use the roundtable discussions with the GM Mayor and other key partners to highlight the scale of the problem ahead publicising the projected scale of increased rainfall on Greater Manchester and the impact it will have on residents and communities if no action is taken.

Share this report with Local Scrutiny Committees to ensure they are aware of its findings and can make recommendations to their Local Authority as appropriate.

Agree how GMCA Overview & Scrutiny will monitor the implementation of the recommendations of this review in future.

Recommendation Two – A clear co-owned plan

Co-create a GM Integrated Water Management Plan with all responsible partner agencies, establishing a set of shared objectives, agreed outcomes against metrics, with clear lines of responsibility and accountability.

Recommendation Three – Strong governance framework

⁴ [Nature-based solutions: using the power of nature | IUCN NL](#)

Ensure that there are clear lines of accountability at GM level through an improved governance framework that actively engages with the relevant GMCA Portfolio Leads and ultimately reports to the GMCA.

Create a specific thematic board to oversee integrated water management, recognising its significance, building on from round table discussions and creating a mechanism to ensure that the objectives of the Integrated Water Management Plan are delivered.

Recommendation Four – Effective use of knowledge, skills and resources

Continue to lobby for adequate additional national resources to support Local Authorities to manage and mitigate the issues arising as a result of a poor legacy of integrated water management and to develop and strengthen the resources available at GM level to offer Local Authorities support, additional specialised advice and guidance and provide capacity for better collaboration to enable the effective delivery of projects.

Recommendation Five – Ensuring social justice is at the heart of action

Ensure that the co-owned strategy provides clear guidance to all partner organisations that all GM schemes must be viewed through the lens of social justice.

Recommendation Six – Influencing planning laws and guidance

Request that DLUHC (Department for Levelling Up, Housing and Communities) seeks guidance from GM Local Authorities as to how best to review current planning policy to ensure that integrated water management is a predominant consideration for all new planning developments.

Request that DLUHC implement Schedule 3 of the Flood and Water Management Act 2010 in line with the outcome of the consultation to ensure effective delivery with an appropriate level of central government resource devolved.

Recommendation Seven– Improving advice and information

Provide briefings, supported by a portal of information for all councillors, MPs, Council Leaders, portfolio holders, and planning committees.

Raise citizen awareness of the situation, and the role that everyone can play to manage water, by launching a calendar of campaign messages as part of the Integrated Water Management Plan.

Recommendation Eight – Effective measures

Introduce more effective ways of measuring the impact of improved integrated water management with a focus on wider benefits such as carbon sequestration or improved biodiversity over the number of homes at risk of flooding.

Develop mechanisms by which these and others can be used as a more appropriate metric to measure progress towards the successful delivery of the Greater Manchester Strategy.

Recommendation Nine – Learn from others

Seeking the experience of other areas of the UK will expand the awareness of good practice and collaboration in Greater Manchester. Developing relationships with Greater London Authority (and other highlighted examples) in order to share best practice, innovation and common messaging is recommended.

Recommendation Ten – Further areas for scrutiny review

Consider how the issue of water quality objectives from the North West River Basin Management Plan are integrated into future work plans for the GMCA Overview and Scrutiny Committee.

2. Introduction, purpose and scope of the review

- 2.1 The issue of flood management was raised by a number of members of the GMCA Overview & Scrutiny Committee as an area of concern across the city region and for many residents. It was considered that the most efficient way to scrutinise the current landscape surrounding this issue would be through a task and finish exercise.

Objective one – to investigate the effectiveness of integrated water management across Greater Manchester, including organisational responsibilities, current governance, funding and resourcing arrangements.

Objective two – to consider the effectiveness of the current Memorandum of Understanding between the GMCA, United Utilities and the Environment Agency and determine where there are any areas that should be strengthened through Greater Manchester's forthcoming Integrated Water Management Plan.

3. Context

Climate Emergency

- 3.1 On Friday 26 July 2019 the GMCA declared a climate emergency alongside the creation of a Five-Year Environment Plan⁵ to address climate change risks across GM.
- 3.2 Assuring population resilience in the face of the climate crisis is recognised as a key role for the GMCA, and the role of water management a significant challenge to achieving population resilience. Water supply will come under increasing pressure from periods of dry weather. The risk of flooding is also increasing significantly, impacting communities, infrastructure and pollution.
- 3.3 The fundamental issue is that the planet is warming. This results in higher levels of rainfall and more frequent flash flooding, amongst other outcomes, which some of the existing flood defences, such as those around the river Irwell, cannot withstand. 12% of flood defences in GM currently require improvements. There is insufficient funding to strengthen the resilience of existing assets, build new defences and address the growing risk from surface water.
- 3.4 This was evidenced⁶ in Radcliffe on Boxing Day in 2015 when over 2250 properties and £11.5m of critical infrastructure in GM were damaged by flooding caused by storm Eva and river heights rose to the highest seen for 80 years. Significant rainfall and increased surface water and river levels have become a more regular occurrence. In January 2022 over 300 properties in Didsbury were 20mm off being flooded following storm Franklin.
- 3.5 Although our region is wetter than some other parts of the UK, droughts and other extreme events are a natural feature of the region's climate. United Utilities

⁵ [Five-Year Environment Plan - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

⁶ [Boxing Day floods 2015: six years on from when Storm Eva battered the boroughs of Greater Manchester | ManchesterWorld](#)

Drought Plan⁷ cites the measures by which the risk of drought is mitigated and states that there is enough water in the Northwest to meet demand up until 2045 and beyond unless there is a significant change to the plan. Although there had been reports⁸ of low reservoir levels during 2022, the current risk level of a Drought Permit, whereby the Environment Agency gives permission to UU to take an increased level of water from specific sources, remained at 2.5%, which equates to one in 40 years.

The Greater Manchester Strategy (GMS)

- 3.6 How we manage water is already of key importance to achieving a fairer, more prosperous and greener city region.
- 3.7 The Greater Manchester Strategy⁹ provides a vision of “a place where everyone can live a good life, growing up, getting on and growing old in a greener, fairer, more prosperous city region.”
- 3.8 It is now unavoidable that climate change will bring about more extreme and unpredictable weather patterns increasing risk of flood, heat and drought.
- 3.9 The Greater Manchester Strategy refers to the Greater Manchester resilience Strategy, stating: “We will use our Resilience Strategy to build the capacity of individuals, communities, institutions, businesses and systems within a city to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience”. In the Strategy, progress towards mitigating flood risk is measured by the number of properties at risk of flooding.
- 3.10 The data which contributes to this GMS performance measure of ‘number of properties at risk of flooding’ focuses on both river and surface water flooding –

⁷ https://www.unitedutilities.com/globalassets/z_corporate-site/about-us-pdfs/final-drought-plan-2022/drought-plan-2022-customer-summary---english-v5.pdf

⁸ [Greater Manchester reservoir is 'lowest ever seen' as drought declared in eight areas of England - Manchester Evening News](#)

⁹ [Greater Manchester Strategy - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

the GM Flood Risk Investment Programme is aiming to reduce the risk of both across the city region. Evidence¹⁰ suggests that properties in more deprived communities are less resilient: at greater risk from extreme weather events and most vulnerable to shocks and stresses. This data does not capture flood risk to infrastructure, or risk from sewer flooding or reservoirs.

3.11 The GMS Progress Report (July 2022) stated that “Resilience and Adaptation work is underway to support this agenda, however the progress report has found further, and faster activity is needed in this area.”

3.12 Progressive policy commitments include –

- Taking an integrated catchment-based approach to managing flood risk.
- Expecting developments to manage surface water runoff through sustainable drainage systems and as close to source as possible.
- Working with natural processes and adopting a natural flood management approach to slow the speed of water drainage and intercept water pollutants.
- Securing the remediation of contaminated land and the careful design of developments to minimise the potential for urban diffuse pollution to affect the water environment.
- Conserving water and maximising water efficiency in new development.
- Ensuring Net Zero carbon development by 2028.
- Achieving 10% ‘Net Gain’ in biodiversity.

Greener GM

3.13 Pressures on water resources are increasing due to urbanisation, population growth, increased living standards, growing competition for water and pollution, all aggravated by climate change. Water is pumped around the network in GM requiring a significant amount of energy and generating energy, and where this is not green energy, carbon.

¹⁰ [Heading 1 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

3.14 To create a region more resistant to climate change will take more than one intervention e.g., flood risk management, biodiversity net gain and carbon reduction. Conventional approaches to water management infrastructure known as ‘grey’ solutions, such as dams, drains and sewers, were built to supply water to the population then remove it as efficiently as possible. It is now appreciated that this approach has serious limitations and that there are real benefits to using alternative approaches through working with nature. ‘Green’ solutions range from restored ecosystems mitigating flood risk, to trees in urban areas improving water absorption. These approaches in themselves also have the benefit of supporting carbon sequestration.

Fairer GM

3.15 As the map below illustrates, many of Greater Manchester’s least affluent communities already live in areas at higher risk of flooding. It is imperative that impact on equalities is a central consideration when mitigation programmes are developed and prioritised, not least as these communities often have less access to personal resources to recover their position.



3.16 If more deprived communities are less resilient: at greater risk from extreme weather events and most vulnerable to shocks and stresses, its vital that these areas are prioritised for investment of integrated water management solutions,

however reducing the risk of flooding is just one outcome of such interventions as there are many health, environmental, well-being and social benefits.

3.17 The most vulnerable are more likely to be disproportionately affected by high CO2 emissions. Carefully planned place management can not only provide solutions for improving water management and air quality but provide natural habitats and access to green spaces for people, enhancing the social capital of a community.

More Prosperous GM

3.18 The economic losses from the winter 2019/20 flooding across the country were estimated to be about £333m¹¹.

3.19 In urban centres, natural watercourses have a significant role for generating and sustaining economic growth as well as providing a unique opportunity to contribute to the quality of the local natural environment. They also provide critical ecosystem services in reducing the urban heat island effect and mitigating air pollution, particularly when enhanced by the planting of appropriate species.

3.20 The natural capital approach values nature as an asset, or a set of assets, which benefit people. Life depends on water. Having plentiful supplies of water for our people and our economy, ensuring the quality of water for wildlife and recreational use, and managing flood risk all underpin the wider objectives outlined in the Greater Manchester Strategy. However, benefits are difficult to calculate and quantify in direct comparison to traditional 'grey' infrastructure solutions as outputs are very situation-specific dependent upon the intervention, situation, location, surroundings, soil type etc. The government published guidance (2021) on [Enabling a Natural Capital Approach \(ENCA\)](#) for policy and decision makers to help them consider the value of a natural capital approach. The guidance is supplementary guidance to HM Treasury Green Book.

¹¹ [Counting the cost of flooding - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

3.21 Modelling has been able to illustrate that the baseline natural capital accounts for Greater Manchester¹² show that current natural assets provide £1bn in annual benefits from the ecosystem provided.

3.22 In relation to jobs and skills, the sector also provides an opportunity for significant skills growth as there is a high demand for specialist integrated water management knowledge both in the public and private sector. In improving the skills offer in Greater Manchester there is the potential to increase the talent pool available and ensure that it ultimately contributes to economic growth.

4. Key issues

Current roles and responsibilities

- 4.1 Roles and responsibilities for the water environment are complex.
- United Utilities provide potable water and treat wastewater and is a significant landowner in the North West.
 - The Government provides policy direction to Ofwat through statutory regulation.
 - The Department for Environment, Food and Rural Affairs (Defra) is the policy lead for flood and coastal erosion risk management in England.
 - The Department for Levelling Up Housing and Communities provides funding to the Lead Local Flood Authorities and sets policy for planning and regeneration.
 - Local Authorities are responsible for new development, managing local flood risk i.e., surface water, ground water and ordinary watercourses and highways drainage and they have a legal duty in exercising their functions, to have regard to River Basin Management Plans which contain the main issues for the water environment and the actions needed to tackle them.
 - The Environment Agency have strategic overview of all sources of flooding (as defined in the Flood and Water Management Act 2010), responsibility for

¹² [MergedFile \(gmgreencity.com\)](#)

risk management activities on main rivers and reservoir safety as well as being the responsible body for producing River Basin Management Plans.

- There are catchment partnership groups delivering a more integrated and inclusive approach to managing the water environment at the catchment scale, working with charities, NGOs, public and private sector organisations that contribute to River Basin Management Plan objectives.
- Public and private landowners and infrastructure providers are instrumental in unlocking areas that can facilitate nature-based solutions. Landowners are responsible for maintaining the assets on their land and may not choose to do this.
- Homes, individuals and businesses create demand on the water environment from both a water abstraction and also impact water quality from their actions, such as creating litter, and disposing of pharmaceuticals, contaminants, either voluntarily or involuntarily.

4.2 There are no clear lines of accountability within GMCA governance in relation to integrated water management in GM. Work on the agenda crosses three portfolios at GM level, and also many portfolios at individual Local Authority level. There are a wide range of projects delivering on the ground, but there is no clarity to shared objectives or effective partnership arrangements, therefore there still remains a lack of integration across the Environment Agency, United Utilities, Local Highways Authorities, Local Planning Authorities, Lead Local Flood Authorities and Local Resilience Forums.

4.3 There are three Greater Manchester representatives on the North West Regional Flood and Coastal Committee. They are able to vote on the local levy, which provides an invaluable resource to help fund local priorities. It has already provided large contributions to major schemes, including Radcliffe and Redvales, and Rochdale and Littleborough.

4.4 Unlike many other public finances, local levy balances can be carried forward across financial years and earmarked for use in future years, providing flexibility to respond to evolving needs and programme changes, however further devolved

powers and responsibilities could enable them to prioritise funding and resources to the right places.

- 4.5 The North West Flood Risk Management Plan has recently been published, which is a requirement of the Flood Risk Regulations (2009). These are published every six years and are reviewed by Local Authorities. They contain national measures and special measures for identified flood risk areas. In GM only Ashton Under Lyne in Tameside is recognised by these criteria.
- 4.6 Policy direction is set nationally by different Government departments with guidance and detailed directions provided by government regulators such as Ofwat. Recently the Government published their Environment Improvement Plan that attempts to streamline national plans and offer further opportunities for devolved funding. It also references new surface water models the creation of Sustainable Approval Bodies (SaBs), and guidance on 'water positive' or 'net zero water' developments and roles for developers and water companies, however at the time of the review there was no clear indication as to how this would be delivered on the ground.
- 4.7 Each GM Local Authority is responsible for and has produced its own Flood Risk Management Strategy, but most have been done in isolation. Local Authority funding is not ringfenced to integrated water management which provides a further challenge for programme delivery. Grant Aid requires the ability to provide match funding to secure drawdown.
- 4.8 At local level, capacity is highly limited and constrained. In relation to flooding incidents, support is also outsourced in some instances.
- 4.9 Each investment programme for the GMCA, United Utilities (UU) and the EA run against different programme cycles and as a result are difficult to align. There have been a number of further identified opportunities for the potential alignment of programmes, but these are often restrained by current funding frameworks.

4.10 For example, the Flood and Coastal Erosion Risk Management (FCERM) six-year capital programme where capital investment is prioritised to the most economically deprived communities. Their current programme has an associated cost of £142m but requires £40m match funding which is often challenging to source. The Environment Agency also report that there is also circa £3m annual maintenance costs for infrastructure repairs to EA assets.

4.11 The GMCA agreed in September 2021¹³ to enter a Memorandum of Understanding with UU and the EA to strengthen partnership working in recognition that:

- Geographical boundaries did not fit and there was no place for water management to be brought together at a political or strategic/regional level.
- There were overlapping responsibilities and a lack of sufficient clarity regarding is decisions-making powers and responsibilities.
- Siloed policy and objectives were driving siloed decision-making via siloed planning and funding mechanisms, with insufficient time spent locating issues within a broader context and enabling the most effective and efficient measures funding to be identified and deployed.
- Lack of long-term strategic policy direction, with often short- term policy objectives and funding uncertainty, mean that we are in a stop-start competitive bidding processes, attempting to make funding bids meet govt criteria which may or may not be appropriate, and we lack the certainty to make and deliver long-term plans. There remains the challenge of multiple funding pots with different rules being applied by different departments that don't align.
- There were a plethora of activity and projects working across different elements of water management with different ways of working resulting in duplication of effort and inefficiencies and that at a time of such scarce resources, we can ill afford duplication of resources.

¹³ [GMCA agrees Environment Agency and United Utilities partnership to manage water differently - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/news/gmca-agrees-environment-agency-and-united-utilities-partnership-to-manage-water-differently)

- 4.12 There was a consensus that the MOU would allow a number of different strategies to be brought together in order to deliver integrated water management more strategically and there would be greater efficiencies through collaboration.
- 4.13 Following the introduction of the MOU, both UU and the EA have allocated additional resources to support its integration and provide further focus on integrated water management across GM. Regular tri-lateral meetings take place with the GMCA to identify strategic issues and monitor the delivery of agreed actions.
- 4.14 The partnership through the MOU has also enabled joint sessions with Government departments to be held in order to influence change and provided a source of support across projects and funding bids. Greater Manchester is considered to be at the forefront of other sub-regional partnerships as many do not have arrangements in place to work with the Environment Agency or water companies as the GM MOU allows. However, there is further good practice that Greater Manchester could reflect on, such as the arrangements within the Greater London Authority.
- 4.15 The MOU has provided a clear mandate for partnership delivery and improved collaboration across three agencies involved. This forms the foundation from which to build a clear set of shared objectives within an Integrated Water Management Plan. It is clear that partners recognise the benefits of aligning delivery programmes to maximise outcomes.
- 4.16 Previous successful partnership working had been evident through programmes including Urban Pioneer, Natural Course and the Ignition Project. However, these were short term, specifically funded schemes without ongoing legacy arrangements. A clear example of this is the Green Recovery Programme¹⁴ (overseen by the Ofwat) within which there is a project for Sustainable Drainage Systems (SuDS) and Natural Flood Management (NFM) equating to £9.1m investment in sustainable drainage and natural flood risk management schemes

¹⁴ [Green Recovery 2022.pdf](#)

within the target areas of Eden, Fylde coast and Greater Manchester to reduce flood risk and mitigate the impact of climate change. The potential of such a scheme is enormous, however as funding is time limited and application deadlines too short, some the projects selected may not actually be able to bring about the widest benefits.

- 4.17 Individual Local Authorities are the Lead Local Flood Authorities. GMCA is not a regulator and does not hold Local Authorities to account. However, although the GMCA is not a Lead Local Flood Authority and has no statutory duties under the Flood and Water Management Act (2010), it can provide support to Local Authorities in terms of policy and leveraging of investment, convene partners to facilitate cross-sector, multi-agency working on this agenda and assist in influencing and shaping national policy, advocating on behalf of GM as mandated by the districts.
- 4.18 Within the Greater Manchester Combined Authority responsibility is dispersed across a number of portfolio areas and governance structures, including the Planning and Housing Commission, Green City Region Partnership, Resilience Forum and Strategic Infrastructure Board. Water management is a subset of many other issues rather than a strategic theme in its own right. Until recently there has been little challenge or opportunity for review against current good practice. Nor has a gap analysis been undertaken or any shared aspirational standards been developed, therefore it is difficult to prioritise projects as to which are required to achieve a determined target. As it stands the GMCA can only react to those projects led by the Local Authority, Lead Flood Authority, EA or UU with no overarching objectives for improved integrated water management.
- 4.19 Given the complexities and interdependencies that are apparent, a long-term coordinated approach to governance and accountability needs to be developed which involves all stakeholders.

Surface water

- 4.20 The increased risk from 'pluvial' (surface water) flooding is significantly higher than fluvial, in the urban areas of Greater Manchester. Much of our drainage system is a legacy of the Victorian era during which industrialisation significantly began to increase the population across the sub region. Its primary function was to transfer waste away from dwellings as quickly as possible in order to reduce the risk of disease and it was not designed to cope with the increased density of development, let alone increased rainfall levels, rainfall intensity and a reduction in Local Authority gully cleaning programmes.
- 4.21 There is still a lack of understanding as to how climate change is impacting our weather patterns, leading to flash rainfall, increased storms and levels of water that were not anticipated when drainage systems and flood defences were designed and installed in GM.
- 4.22 Pluvial flooding does not just affect homes and businesses but impacts on transport networks and utilities. An increase in intense rainfall events, population growth and the need to build new homes will further exacerbate this problem, as more of the land is covered with impermeable surface. This reduces the ability for the rainfall to drain away naturally putting additional pressure on the existing drainage network.
- 4.23 55% of sewers in Greater Manchester are combined, that is foul and surface water combined. The national average is 33%. Analysis of Met Office data¹⁵ shows that average annual water runoff in the North West is 28% higher than the average for England and Wales which means more water runs into our sewers.
- 4.24 Sustainable urban drainage (SuDS) provides a slow-release water and filtration management solution and helps to reduce the risk of surface water flooding and containments in town and city landscapes. This approach is still not widely adopted as standard in relation to new planning applications or highways developments. However, there is some work underway with Transport for Greater Manchester (TfGM) to develop a SuDS design guide which, it is hoped will be

¹⁵ [United Utilities - Storm overflows](#)

available for adoption across Local Authorities and partner organisations imminently. Currently there is a requirement for new builds to consider SuDS as a key component to their development. However, its utility is dependent on location and ground conditions and is not always the best method of diverting water. Developers can use 'viability' as a reason not to deliver the most effective SuDS.

4.25 Trees also provide effective water sequestration; however, encroaching Ash die-back is likely to cost 10% of the trees in Greater Manchester. The consequence is that a very significant level of sequestration will be lost, and it is unlikely that this will quickly be restored in the short term by smaller, younger trees.

4.26 The Surface Water Management Plan (2013) led by the Association of Greater Manchester Authorities included data from a Defra study which highlighted a number of areas in GM where 129 people or more are at risk of flooding from surface water within one 500m square.



4.27 In current planning guidance homeowners are allowed to pave up to five square metres using traditional materials under permitted development, or over that level if the surface used is permeable or drains away within their curtilage, for example, to a lawn or flower bed. However, many people are not aware of this and pave over greater areas. Residents are unlikely to be very aware of the impact on public drainage, for example, resin driveways, property extensions and artificial grass all reduce the overall amount of permeable surface. Stipulating the extent of permeable ground on a development site may be beneficial, but this is dependent on many other factors including soil type. Many Greater Manchester

boroughs have clay-based soil, which does not effectively aid natural drainage. Swales or tree pits are considered as more effective types of sustainable drainage and should be a preferred approach considered for any part of a new development.



Swales - [West Gorton, Manchester, gets a new park that drinks water - GrowGreen \(growgreenproject.eu\)](https://www.growgreenproject.eu/)



Tree pits - Bloom Street, Salford

Funding and resources

- 4.28 In the 2020 spending review the Government confirmed a £5.2b multi-year Grant Aid settlement for investment in flood and coastal defences to offer better protection for some 336,000 properties in England by 2027.
- 4.29 Since 2016 several million pounds have been spent in Greater Manchester on asset repair work and defence schemes for Salford, Bury, Radcliffe and Redvales.
- 4.30 Whilst these schemes help reduce the risk c. 57,000 homes remain at risk of flooding from both rivers and surface water across Greater Manchester, as the table below highlights:

Table 1 - Properties at risk of flooding in GM:

Flooding source	≤ 1:100 yr.	≤ 1:1000 yr.
Rivers(fluvial)	19,000 properties	60,500 properties
Surface water (pluvial)	25,000 properties	118,000 properties

- 4.31 The Grant Aid funding often requires partnership funding to unlock the money which is often challenging to acquire. There is also an expectation that Local Authorities will make significant financial match funding contributions but given continuing austerity that impacts heavily on local budgets.
- 4.32 Within GM, Lead Local Flood Authorities resource and capacity is limited. In some instances, there is just one flood risk officer per Local Authority and just one strategic Flood and Water Manager post sits within the GMCA. Therefore, there is a significant shortfall in resources to support Local Authorities to address planning breaches etc. In a recent Defra Select Committee Flooding Report¹⁶ (February 2021) there was a recommendation that Government should fund an expansion of local resourcing. This has not materialised to date.
- 4.33 Currently the Government also have access to the EU Solidarity Fund¹⁷ to provide financial support following natural disasters, however the majority of grants had been awarded outside of the UK due to the requirement for prompt applications from Government directly.

Skills and knowledge

- 4.34 With cuts across Local Authorities and partner organisations, together with the fragmentation of responsibilities, there is often insufficient skilled knowledgeable and experienced people resource for strategic proactive water management at

¹⁶ [Flooding \(parliament.uk\)](https://www.parliament.uk/business/committees/committees-a-z/commons-select/defra-select-committee/committees-reports-and-publications/committees-reports-and-publications/2021-22/2021-22-flooding-report/)

¹⁷ [Inforegio - EU Solidarity Fund \(europa.eu\)](https://ec.europa.eu/info/eu-solidarity-fund_en)

LA level. In addition, such skill sets are also highly sought after by private companies, resulting in real difficulty attracting and retaining staff.

- 4.35 More collaborative working, using the knowledge and skills held across GM would facilitate increased support for Local Authorities and other partners. For example, TfGM have used the knowledge of colleagues in the GMCA to support the development of their recent SuDS guidance document.
- 4.36 As well as additional capacity, effective leadership is also needed to ensure that an integrated approach is not only applied to new developments, but to all place-making activities across Local Authorities and partner organisations, especially within Greater Manchester's growth location areas.

Planning laws and guidance

- 4.37 Places for Everyone, the GM Spatial Framework, is likely to result in circa 180,000 more houses alone in the city region. The current drainage system will not be able to accommodate these additional new developments unless surface water is managed sustainably. Current planning requirements expect developers to design solutions into their developments to ensure there is no increase in flood risk, but this does not always happen.
- 4.38 Ensuring peat land and flood plains are not used for building land is vital to maximise remaining natural drainage routes. However, that alone is not sufficient to deal with current levels of heavy rainfall.
- 4.39 Current national planning policy frameworks need to be strengthened in relation to water management. The forthcoming introduction of Schedule 3 under the Flood and Water Management Act from Government would introduce the requirement to implement SuDS as a legal requirement in the planning process for new developments. Under the current arrangements Lead Local Flood Authorities can comment on a planning application, however once they reach the planning approval stage this comment is often excluded from the application pack submitted to the Committee. Schedule 3 would be a formal pre-requisite to a

planning application being granted, alongside a requirement to consider water efficiency and therefore together, ensures that an integrated water management approach cannot be overlooked.

- 4.40 The EA is currently a statutory consultee on planning applications, under the Town and Country Planning Act 1990, but for flood risk this relates to fluvial matters only when as we know pluvial risk is greater and increasing. Water companies are currently not a statutory consultee for drainage matters so it is difficult for them to influence development decisions.
- 4.41 Current building regulations require sewage to be kept separate from surface water until the last manhole on a development, where they can both be taken into the combined sewer. Ideally surface water should be diverted from the combined public sewer. and currently there are three options open to achieve this known as the drainage hierarchy) Developers however do actually have the right in law to connect to the public sewer. Schedule 3, if implemented, will remove this automatic right to connect making other options in the drainage hierarchy more appealing. Diverting to the natural water course is a preferred option in the drainage hierarchy but legally can be blocked by other landowners downstream or other ownership issues. There is currently no legal requirement for access to be granted across land for drainage and there are no incentives for landowners to cooperate. Legislative changes are needed for landowners to consider factors such as bio-diversity net gain or carbon offsetting.
- 4.42 All GM Local Authorities currently work under the Strategic Flood Risk Assessments (SFRAs) which inform policy and are useful in determining permissible discharge rates for new developments. When approving planning applications, integrated water management is considered so far as any runoff is required to be no more than the current run off rate, unless there is specific policy within Local Plans for a betterment following recommendations from the SFRA evidence.
- 4.43 All current new builds are charged to connect to the combined sewer at £300 per dwelling by United Utilities, a statutory charge, unchanged since the 1990's.

United Utilities offer a 90% charge reduction as an incentive to connect only foul water, but this sum is tiny in relation to the cost of improving infrastructure or installing alternative surrounding sustainable drainage, solutions that often do not fall to the developer. A financial incentive for new builds to consider sustainable drainage options first is required, and a change in legislation which enhances developers' rights access natural water courses.

- 4.44 Retaining water on site, 'water harvesting', is another, often overlooked alternative in the drainage hierarchy, as it can be expensive. This is when rainfall is collected onsite and used for internal or other non-potable uses such as watering plants or for flushing toilets. One of the greatest benefits of this method is to slow water into the combined sewer at the point of heavy rainfall.

Natural capital

- 4.45 Climate resilience should have nature recovery at its heart. Nature-based solutions can offer immense co-benefits including improved health and wellbeing, homes for wildlife, enhanced water quality and, depending on the type of nature-based solution, quite considerable carbon sequestration. A natural capital approach is a key tool in integrated water management, with the further benefit of slowing and managing water flow. Restoring peatland and wetland is particularly effective at carbon sequestration. The Peak District is one of the most degraded peat sites in the world. However recent work has demonstrated some amazing possibilities using sphagnum moss.¹⁸
- 4.46 DLUHC are currently consulting on a step change in relation to national planning policy which would see any future highways development being required to be tree lined.
- 4.47 Greater Manchester already has £1bn worth of natural capital benefits per year, which is not widely acknowledged and recognised.

¹⁸ <https://www.theguardian.com/environment/2022/sep/30/superhero-sphagnum-moss-save-communities-flooding>

4.48 Some recent examples of place-making in GM with natural capital and integrated water management at its heart include Mayfield Park, plans for Stockport Interchange and proposals for the River Irk. The Nature Recovery Initiative¹⁹ planned for 2023 would also support the delivery of IWM with nature recovery at its heart.



River Medlock and New City Park - Mayfield



Plan for green roof at Stockport Interchange

¹⁹ [Biggest ever nationwide initiative to restore nature in England set for launch - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/biggest-ever-nationwide-initiative-to-restore-nature-in-england-set-for-launch)



Proposals for River Irk Park – Northern Gateway

Water quality

- 4.49 Improving water quality across Greater Manchester is a priority recognised in the Five-Year Environment Plan. 97% of GM rivers are failing to meet the statutory requirements under the Water Management Directive Regulations (2017)²⁰.
- 4.50 The majority of waterbodies in GM are recognised as moderate status but a small number are classified as poor.
- 4.51 There are over 2400 km of river valleys within Greater Manchester, in addition to over 150 km of canals, which form a central component of the landscape, making a major contribution to biodiversity, geodiversity, wider green infrastructure, local identity, the sense of place and heritage.
- 4.52 Poor river quality is one of the direct outcomes of ineffective water management as a result of agricultural land contamination, surcharges from the combined sewer network and run off from highways. This is a significant issue however,

²⁰ [The Water Environment \(Water Framework Directive\) \(England and Wales\) Regulations 2017 \(legislation.gov.uk\)](https://www.legislation.gov.uk)

unfortunately time constraints for this review did not allow for the detailed consideration that this topic does require.

5. Conclusions

5.1 An integrated water management approach should consider a mix of solutions, e.g., green infrastructure, sustainable urban drainage and other nature-based catchment solutions to become standard, making space for water whilst slowing the flow. Small scale projects in GM have shown how these approaches can be delivered, including through:

- River Roch - approximately 6.72 million inward investment over the 10 years²¹ as a result of the town centre improvements. Which has reduced flood risk for 40 properties in the town centre bringing money into the local economy and increasing employment opportunities for local residents.



- Peatland restoration in upper catchments – such as around Dovestone (Oldham), which has increased the capacity for water storage in the Upper Mersey catchment alongside storing more carbon.

²¹ [Reopening the River Roch in Rochdale and reducing flood risk - Creating a better place \(blog.gov.uk\)](https://www.blog.gov.uk/2019/06/12/reopening-the-river-roch-in-rochdale-and-reducing-flood-risk-creating-a-better-place/)

- Slow the flow projects – such as Smithills Estate (Bolton) where natural “leaky dams” have slowed the flow of water in the upland areas of the Irwell catchment and provide local biodiversity benefits.



- Sustainable Urban Drainage – such as implemented in highways in parts of Salford (as per the image on the front cover of this review), reducing surface water and providing natural spaces in urban areas.
- Salford Wetlands - The £10 million Salford flood scheme will reduce flood risk to almost 2,000 homes and businesses. In addition, it has created more than 5 hectares of urban wetland, bringing attractive landscapes for people and wildlife.



5.2 The wider benefits of effective integrated water management need to be shared. There are a number of projects that have already been delivered in Greater Manchester or are currently planned or being delivered which have not only contributed to reducing the risk of flooding but have provided a wealth of other benefits which are not widely recognised.

5.3 Gorton 'Sponge' Park in Manchester has been specifically designed to manage the flow of rainwater into the existing drainage system. Design features such as swales, wide shallow trenches planted with aquatic vegetation, will help capture excess water from nearby roads and slow the rate at which it flows into drains.



5.4 Often residents are not aware of the impact of their home improvements, such as the installation of resin driveways or artificial grass on surface water drainage. Information is available on the [Flood Hub Website](#), but not actively promoted. If

this issue is to be effectively addressed, this must be brought to residents' attention. We must all play our part.

6. Recommendations

Recommendation One – Increase awareness

- 6.1 Currently, flood and water management is not progressing at the pace of the rapidly changing climate. Therefore, first recommendation of this review is to raise awareness wherever possible of the scale of the problem we face and potential consequences for not taking action now.
- 6.2 An initial roundtable discussion has been held with the GM Mayor and key stakeholders to enable this agenda to be stepped up. However, this level of engagement is an ongoing requirement to ensure that the potential impact of poorly managed water and the need to act at scale attracts the level of attention it requires.
- 6.3 This review shall also be shared with local MPs and the Minister for Environmental Quality and Resilience to ensure that Government are aware of the recommendations it sets out for them to consider and highlights the issue as prominently as possible.
- 6.4 We also recommend that this review is shared with each GM Local Authorities through their relevant Overview & Scrutiny Committee in order for them to be made aware of its findings and discuss any relevant actions for each authority.
- 6.5 To ensure that the recommendations of this review are taken on board by the relevant organisations, it is suggested that a follow up report be brought to the GMCA Overview & Scrutiny Committee in 12 months' time to provide such evidence.

Recommendation Two – A Clear Co-Owned Plan

- 6.6 There is currently no vision or strategy for Integrated Water Management across Greater Manchester. The proposed Integrated Water Management Plan is anticipated to be co-owned and to co-ordinate strategy and plans for delivery over the next 10-15 years, within which SMART objectives and responsibilities are clearly defined. This is the next natural step to follow the introduction of the MOU with United Utilities and the Environment Agency which has been useful in building relationships and trust and created a mandate for increased opportunities for collaboration.
- 6.7 The Plan should be a high-level document that sets out –
- The current stage of the water environment in GM, key issues and challenges, and very much highlighting the scope and scale of the challenges ahead and the urgency of the need for action.
 - A long-term vision and aims for integrated water management for the next 10 years.
 - A framework of the key actions that need to be delivered.
 - The existing metrics and targets (and gaps) that relevant stakeholders are working towards to that the size of the challenge can be fully understood, and progress towards better management can be measured.
 - Quick win actions that can be progressed in the short term whilst working in parallel to address more longer-term goals.
 - Investment mechanisms and co-investment opportunities.
 - A 5-year initial delivery plan with annual milestones, ensuring that the plan is monitored, revised and reviewed on a regular basis.
 - An appropriate high level governance structure, identifying who has responsibility and accountability for delivery of the outputs as set out in the delivery plan, as well as how and to whom it is held accountable.
- 6.8 Commitment to a shared evidence base is also a prerequisite for providing modelling forecasts from a universal platform. This will lead to a framework of issues, required action, key stages, milestones, maturity requirements and metrics to challenge and measure performance. This will also enable a funding

strategy to be developed in order to enable GM to have access to as much available funding as possible.

- 6.9 It is also important to align the strategy with Greater Manchester's proposals for growth locations and future planning strategies to ensure that any new developments do not increase flood risk.
- 6.10 It is positive that the Greater Manchester trailblazer proposals make reference to nature recovery and improved planning guidance, however they also need to recognise that the proposed Integrated Water Management Plan requires accountability in order to build on from the successful partnership arrangements that have been created through the MOU.

Recommendation Three – Strong governance framework

- 6.11 With ten Local Authorities, ten Local Planning Authorities, ten Local Flood Authorities and a range of partner organisations with a role and remit surrounding water management it is important to ensure a strong governance framework with clear lines of accountability.
- 6.12 There needs to be a review of governance at a GM level to ensure that there are clear lines of accountability and reporting mechanisms that include the GMCA Portfolio Leads.
- 6.13 Creating a specific thematic board specifically for integrated water management would strengthen accountability, scrutiny and provide clarity of responsibility for all contributory partners. It would also create a mechanism by which the objectives of the Integrated Water Management Plan could be held to account for their delivery.

Recommendation Four – Effective use of knowledge, skills and resources

- 6.14 There is currently no central funding source, with all Local Authorities bidding for the same pot of Grant Aid with little ability to raise match funding. Other

Government funding to Local Authorities is not ring fenced, so often is used against other budgetary pressures.

- 6.15 LA funding should be fully devolved and encapsulated within a costed joint investment plan with oversight from the Regional Flood and Coastal Committee and regulated by the most appropriate body. Funding should be reviewed every 5 years, in line with single joint plan cycles in order to ensure coherency across investment plans.
- 6.16 Further devolution would enable projects to be completed quickly and efficiently without additional levels of bureaucracy. It would also enable Local Authorities and partner agencies to deliver more than their statutory duty and take a more holistic view to integrated water management solutions.
- 6.17 Once a flooding incident had occurred, a Government funding stream similar to the EU Solidarity Fund would enable areas of the UK to access funding to address national disasters. At the present time, this requires Government to promptly apply against other countries and therefore funding has not been forthcoming in recent years.
- 6.18 It is imperative that the current knowledge base is used as effectively as possible. Connecting Local Authorities to share knowledge and best practice across Greater Manchester and holding specific expertise at GM level will allow local authorities and partners to access this as required, rather than attempting to build their own detailed knowledge base with no additional support.

Recommendation Five - Ensuring that equality impact is prioritised

- 6.19 As with any of the other human-made issues that we face such as global heating, poor air quality, etc, we know that those with the least are often first in line to experience the worst issues. The Greater Manchester Combined Authority has social justice at the core of its values, and this means that schemes that also work towards the closing the gap between the best and worst off in our communities should be prioritised.

6.20 Improving social justice requires broader thinking than just focusing on the delivery of individual projects. It means targeting the education, work and skills opportunities that will arise in this sector at less advantaged communities to promote and encourage access to good jobs and rewarding and meaningful careers. A one-size-fits-all approach to integrated water management would result in inequalities for communities whereby it does not meet their needs. Therefore a 'place based' solution to every individual issue is required. This will ensure that the outcomes can be modelled against a very specific location to ensure that the most appropriate solution is found for that community.

Recommendation Six – Influencing planning laws and guidance

- 6.21 Planning policies are out of date in some areas, therefore DLUHC (Department for Levelling Up, Housing and Communities) should take advice and guidance from GM Local Authorities to review current planning policy to ensure that integrated water management is a predominant consideration for all new planning developments, with no adverse effect to local housing targets.
- 6.22 Furthermore, following the consultation, ensure that the amendments to Schedule 3 to enable it to be delivered effectively within Local Authorities are taken into account and that the right level of resources are provided from Central Government in order to enable delivery.

Recommendation Six – Improving advice and information

- 6.23 There are a number of general misconceptions amongst the public regarding effective water management, the first being the lack of awareness of the legacy infrastructure that is often the main cause of poor water management, secondly the blame culture that is often attributed to new developments which have met all the drainage requirements but can often be cited as the only cause of longer standing drainage issues.

- 6.24 However, there are also developments which do not follow planning guidance, often small-scale home improvements including tarmacking of drives and pathways which cover permeable surfaces. There are also larger scale developments which also do not comply, however with limited resources in Local Authorities to address these, they remain a contributing factor to poor integrated water management.
- 6.25 Improved promotion of planning and building advice should be made available to residents at all stages of the planning process, advising them about SuDS solutions and pointing them to further sources of information.
- 6.26 Furthermore, the provision of advice to all residents on how to make best use of water that falls on their property should also be increased, to ensure that all homeowners are aware of the benefits of water harvesting, drainage diversion and rain beds for their own gardens, green spaces and the wider benefits to the drainage network.
- 6.27 This information and additional briefings on the importance of integrated water management should also be easily available to elected councillors, especially those on Planning Committees taking decisions regarding proposed planning applications.
- 6.28 It is not right that the lack of consistency across Greater Manchester makes it difficult for residents and councillors alike to navigate the system in order to seek information that should be readily provided to them.
- 6.29 All of these elements should be considered when developing the communications plan for the Integrated Water Management Plan as this would be an ideal opportunity to seek greater engagement on the subject and increase awareness of the impact of not considering sustainable drainage solutions.

Recommendation Eight – More focus on effective measurement to ensure progress

- 6.30 The delivery measurable against this ambition in the Greater Manchester Strategy is the number of homes at risk of flooding. However, this is a very one-dimensional approach and does not fully capture the issue nor the solutions which have been put in place.
- 6.31 The measurable outcome for the current EA scheme Littleborough flood basin is the number of properties protected from flooding. This is clearly positive, but there are other measures which could have been used to fully capture the wider benefits of such a project.
- 6.32 A fully developed Integrated Water Management Plan will require a range of key performance indicators against which the scale and scope of the challenge as well as progress toward the shared vision can be monitored. Some of this will be very specific, for example might include the rate of waterflow; restored peatlands might include depth, volume of retained water number of species; or volume of carbon sequestered; and a new housing development on a brownfield site might look at the % of rainwater captured on site rather than diverted into the combined sewer network. The work currently being undertaken by the University of Manchester in relation to the Biggershaw Colliery may further support future projects in being able to quantify the value added through natural flood management solutions.
- 6.33 This should be considered in detail by lead officers to ensure that the most appropriate measures are included in the Greater Manchester Strategy performance monitoring going forward.

Recommendation Nine – Learn from others

- 6.34 Undertaking this review has illustrated the depth of the issue of integrated water management, and the more knowledge gained, the more knowledge it was apparent could be sought.

- 6.35 Although GM are noted as advanced in their partnership arrangements following the introduction of the MOU, there is still so much good practice to be learnt from across the UK and further afield.
- 6.36 Continual learning, sharing and collaboration will enable Greater Manchester to introduce improved measures within our City Region, so this is greatly encouraged.

Recommendation Ten – Further areas for scrutiny review

- 6.37 There were many areas that this review could have gone on to consider, however its scope and timeframe did not allow. Therefore, consideration should be given as to how to provide scrutiny to these topics in alternative ways.
- 6.38 Specifically, the GMCA Overview and Scrutiny Committee is asked to consider how the issue of water quality, in particular the spillage of sewage into water courses and run off from agricultural land and highways could be integrated into their future work programme.

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