TITLE: Update on Greater Manchester Combined Authority

RECOMMENDATIONS:

The Overview and Scrutiny Board are asked to:

- Note the report, which provides an update on developments at Greater Manchester level: including new governance arrangements, key appointments, progress in devolution, and Salford’s strategic role.

- Provide comments on the update

EXECUTIVE SUMMARY:

The Overview and Scrutiny Board last considered an update on the Greater Manchester Combined Authority in September 2016. There have been significant developments since that time; this paper provides a round up of the key issues and developments in the 12 months since then.

In addition, this update considers how Salford’s role at Greater Manchester level is evolving, including our contribution to the devolution, public service reform and economic development agendas and Salford’s leadership role in Greater Manchester.

BACKGROUND DOCUMENTS:

- The GMCA constitution
- Refreshed Greater Manchester Strategy
- Burnham for Mayor Manifesto

KEY DECISION: NO
DETAILS:

Context

1. Greater Manchester councils have a long history of collaboration and innovation. Since its creation in 2011, the GMCA has been working towards greater devolution. Following the agreement of the first Greater Manchester City Deal in 2012, the city region has continued to break new ground with government; including the devolution deals of November 2014, November 2015 and March 2016 and the Memorandum of Understanding on Health and Social Care devolution in February 2015.

2. In total Greater Manchester has gained control of over £8 billion of capital and revenue budgets in recent years. The GMCA has a long term strategic goal of either controlling or influencing all public spending decisions that affect Greater Manchester, which amounts to approximately £23 billion.

3. The election of Andy Burnham as the first elected Greater Manchester Mayor in May 2017 marked the start of a new era in Greater Manchester. The newly elected Mayor attracted more than 63% of the vote to win in the first round of the election and succeed the appointed interim mayor, Tony Lloyd. Since then, the GM Mayor has emerged as a figurehead for the city region and has begun implementing manifesto commitments. At the same time, Greater Manchester’s mature governance arrangements, long-standing collaborative work programmes and pre-existing devolution deals mean that there is much continuity.

4. At national level, the policy landscape regarding city regions has become more complex in the past 12 months. The business of government has been affected by both BREXIT and the snap General Election held in June. In particular, BREXIT raises questions about EU funding for Greater Manchester and BREXIT negotiations could delay progress with devolution. Despite this challenging background, there are still opportunities for Salford and for Greater Manchester:

- Developments such as the Industrial Strategy green paper are creating opportunities for the city region, including the potential relocation of public bodies

- there is also opportunity for the GMCA to articulate how powers repatriated from the EU can be transferred to the city region to strengthen devolution

Priorities and portfolios

5. Andy Burnham was elected as Greater Manchester Mayor with a strong mandate from the electorate, wining more than 50% of the vote across all boroughs of the city region. Since the election, the newly elected mayor has set about implementing a number of manifesto commitments:
• The Greater Manchester Spatial Framework will be re-written to reduce the impact on the green belt and the GM Housing Fund is to be refocused towards developing affordable housing across the city region.

• Half price bus tickets for 16-18 year olds will be introduced in September 2017, a first step towards the mayoral commitment of free public transport for 16-18 year olds in Greater Manchester.

• The GM Mayor has led pointed criticism of the back peddling by government on northern rail electrification.

• A GM Homelessness Action Network has been put in place to lead on the mayor’s goal of eradicating rough sleeping in Greater Manchester by 2020.

• Chris Boardman has been appointed as GM cycling and walking commissioner to grow the numbers of people travelling actively in Greater Manchester.

Full details of the new mayor’s manifesto are available as a background document above.

6. Following the GM mayoral election, GM council leaders have been given new portfolios at Greater Manchester level (details available as an appendix).

Governance and decision making in the mayoral system

7. The GMCA has broad functions in areas such as transport; economic development, regeneration and housing; education, skills training and culture; fire and rescue; and police and crime.

8. With the election of a GM Mayor, some functions are now reserved for the GM Mayor, including:

• Transport powers (adopting a Local Transport Plan, bus franchising)
• Compulsory purchase powers
• Designating mayoral development areas
• Decisions on the use of ‘earn back’ funds
• Developing a spatial framework.

9. However, at the same time, the Greater Manchester system has some important governance features, which ensure that individual authority members retain influencing and veto powers, and the Greater Manchester system should be seen as one that encourages consensus:
• The constitution requires the GM Mayor to consult GMCA members on strategy and spending plans
• The GMCA can veto mayoral proposals, subject to a two thirds majority
• The Greater Manchester Spatial Framework must be approved by all members of the GMCA.

10. The GMCA constitution was updated most recently in June 2017 and is available online (please see background documents above).

11. Following the previous update to the Overview and Scrutiny Board in September 2016, there have been a number of developments in individual Greater Manchester work streams. The details of which are summarised below:

Greater Manchester Strategy

12. The Greater Manchester Strategy has been refreshed in the first half of 2017 to ensure that Greater Manchester’s strategic approach – under the dual priorities of economic growth and public service reform – is updated to take account of recent developments such as BREXIT and the UK Industrial Strategy. The priorities for the refreshed strategy are:

• Children starting school ready to learn
• Young people equipped for life
• Good jobs, with opportunities for people to progress and develop
• A thriving and productive economy in all parts of Greater Manchester
• World class connectivity that keeps Greater Manchester moving
• Safe, decent and affordable housing
• A green city region and a high quality culture and leisure offer for all
• Safe and strong communities
• Healthy lives, with quality care available for those that need it
• An age-friendly Greater Manchester

Health and Social Care

13. Full responsibility for NHS powers and funding was passed to Greater Manchester in April 2016. Since that time the following has been achieved:

• Publication of the GM Strategic Plan for Health and Social care – ‘Taking Charge’ and the GM Population Health Plan

• Work to transform the acute care system

• Confirmation of a £450m Transformation fund to support this work by Government. Around half of this money has already been allocated to programmes of work across GM (including £17m for Salford Together to date, with further Salford bids in the pipeline)
- Development of proposals to prepare and support the health and social care workforce through the changes ahead, as well as rationalise the built infrastructure and maximise use of digital technology

14. As part of the agreement between Greater Manchester and NHS England, individual boroughs have developed specific locality plans to transform their approaches to health and social care. In Salford, Anthony Hassall, the Chief Accountable Officer of NHS Salford Clinical Commissioning Group, is the Senior Responsible Officer for our locality plan, supported by David Herne, our Director of Public Health, who leads on the Salford Population Health proposals. Broadly perceived to be one of the strongest in Greater Manchester; Salford’s Locality Plan is intended to address a projected health and social care shortfall in of £65 million by 2021, through tackling issues such as obesity, early mortality and lifestyle diseases, and child poverty. To date, progress with Salford’s Locality Plan includes:

- Creation of Salford’s Integrated Care Organisation
- Draft Salford population health plan developed and outline GM bid for development funding submitted for population health transformation.
- The service model and service specification for Substance Misuse Service across Bolton, Salford and Trafford has been approved, and will be operational from January 2018.
- Commencement of the Safer Care Homes collaborative aimed at improving standards of care
- Successful capital funding bid for Salford Royal Foundation Trust’s Major Trauma Centre.
- Successful funding bid for digital transformation led by Salford Royal Foundation Trust.
- Mental Health services - Police triage positively evaluated and business case approved for recurrent investment.
- Wi-Fi programme for GP practice now in place. Salford Integrated Record (SIR) - first acute data feed now live.
- Extensive public engagement campaigns –
  o START WELL - following engagement on success of campaign, sugar free vending to be made permanent at Salford Community Leisure with extensive press coverage.
  o LIVE WELL – Communications work to promote national walking month & Active Steps app.
  o AGE WELL – Developing phase one of Falls campaign (focussing on home & personal safety messages for mass population) to prevent falling
• Improvements in life expectancy, healthy life expectancy, reductions in the level of deprivation, and child poverty. However, these high level statistics are underpinned by continuing poor relative health and wellbeing outcomes for Salford people. It is however, very early stages and the effort that we are putting in now is not likely to see improvements in health outcomes for several years in the future.

15. Salford enjoys significant institutional strength in the area of health and social care: both Salford Clinical Commissioning Group and Salford Royal Foundation Trust are rated as outstanding by NHS England and the Care Quality Commission respectively. Salford is also a pioneer in integrating health and social care, with the Salford integrated care organisation being one of the earliest created in the country.

Economic development and investment

16. Since the 2012 City Deal, the GMCA has been granted a range of powers intended to assist Greater Manchester to unlock economic growth and realise inward investment. These include:

• The Greater Manchester ‘earn back’ deal – which allows the city region to earn back up to £1.2 billion of infrastructure investment

• Control over local bus services, via the Buses Bill

• Provision of business support activity, including the GM investment framework to supplies loans to local businesses

• Creating a low carbon hub

• Control of a consolidated transport budget

• powers to create a single pot for investment in economic growth, pooling transport, growth and investment funding.

• Intermediate body status for the purposes of European Funding

17. Salford has a prominent role in the Economic Development agenda at Greater Manchester level, the City Mayor has recently been appointed as GM Lead for planning and Cllrs Jones, Garrido and Warner sit on the Transport for Greater Manchester Committee.

18. Jim Taylor, Salford Chief Executive, represents the city at the Chief Executive’s Investment Group and is the lead Chief Executive for Business and the Economy. Jim Wensley, Assistant Director for Regeneration and Infrastructure, sits on the Greater Manchester Transport Growth Group.

19. Salford also has a strong track record of success in attracting Local Growth Fund investment, with multi-million pound schemes including the Salford Bolton Network Improvement scheme and the Regent Road / Water Street
capacity improvement scheme. In recent months, further Local Growth Funding has been confirmed for Salford schemes:

- Improvements at Trafford Road have been allocated £10.5m
- Road improvements at the ‘western gateway’ / Port Salford will receive circa £4.4 million
- Improvements to platforms at Salford Central Station

20. Since September 2016, several Salford businesses have been successful in seeking loans and funding from Greater Manchester:

- SGV (Salford) – a special purpose vehicle of Vengrove Ltd and Siguler Gulf – received £2m to develop industrial units at Agecroft Business Park
- Private White VC Limited was granted a loan for up to £1.1m funding to expand the facilities and develop the company’s e-commerce, supporting the creation of 88 jobs in Salford.
- Datacentred, based in premises in Salford Quays, secured a further drawdown of funding worth £250,000.

Skills and employment

21. Greater Manchester has long recognised that improving the skills system is central to achieving economic growth and the GMCA has negotiated the devolution of various powers and responsibilities related to skills and employment, including: a Greater Manchester apprenticeship and skills hub; control of working well; joint commissioning responsibility for the work programme; control of the apprenticeship grant for employers; powers over further education provision; and devolution of the adult skill budget.

22. Since September 2016, developments in this agenda include:

- It has been confirmed that Working Well will continue through to January 2018 and that the Work and Health Programme will begin in early 2018 and continue for five years through to 2023.
- Greater Manchester has developed a collective approach to implementing the apprenticeship levy, that will help to maximise the number of apprenticeships created in the public sector
- In February 2017, approval was agreed to create a GM Digital Talent and Skills Programme using £2 million funding from the Local Growth Fund
- Greater Manchester is bidding to create an Institute of Technology in the city region, which will operate on a hub and spoke model that provides each borough with an opportunity to host a spoke
Housing and Planning

23. The November 2014 devolution deal provided Greater Manchester with the power to create a statutory Spatial Framework. The Greater Manchester Spatial Framework will be the statutory spatial framework for the city region, setting out residential and commercial land requirements through to 2035.

24. A formal consultation on a first draft of the Greater Manchester Spatial Framework took place from October 2016 – January 2017. The draft received a strong response from communities, with concerns about green belt release being prominent. Following his election, Andy Burnham has committed to redraft the GMSF in light of these concerns; the revised GMSF will place more emphasis on brown field site regeneration and reduce the impact on the green belt. The decision to redraft the GMSF means that much of the underlying evidence base for the framework needs to be revisited; as a result it is likely that consultation on the next version of the framework will not take place until early 2018.

25. Greater Manchester has had a Housing Investment Board since 2012, which is tasked with delivering the additional homes the city region needs (with a target of 6000 annually). As part of the November 2014 devolution deal, Greater Manchester took control of a £300 million recyclable Housing Investment Fund, which subsequently launched in April 2015. Salford based schemes have been successful in accessing the fund, most recently, FICM Ltd (an investment vehicle controlled by Fred Done) received part funding (co funders are RBS and the Done Family) of a development with a projected value of £77 million.

26. The GM Mayor has signalled a change in approach to housing policy, which he has previously criticised as being too developer – led. Important elements of this include:

- Refocusing the GM Housing Fund away from large city centre apartment development and towards creating affordable housing in all boroughs
- A pledge to end rough sleeping by 2020 through measures such as contributing 15% of the mayoral salary to a homelessness fund and creating a Homelessness Action Network.

27. Salford takes a leadership role in the areas of housing and planning. Salford’s role in housing and planning matters has also been strengthened by the appointment of City Mayor, Paul Dennett, as the portfolio lead for Housing, Planning and Homelessness in Greater Manchester. As part of his remit, the City Mayor is leading on Greater Manchester efforts to eliminate rough sleeping by 2020 and the on-going efforts to improve tower block safety following the tragedy at Grenfell Tower.

28. Chris Findley, Assistant Director for Planning, also acts as planning lead for the GMCA and Salford officers are leading on the development from the Greater Manchester Spatial Framework.
Children’s Services

29. Greater Manchester has undertaken a whole system review of services for children, culminating in a funding bid to government to deliver Greater Manchester wide transformation. The city region is awaiting formal feedback on the bid. In addition Greater Manchester Directors of Children’s Services agreed in Feb 2017 the following priorities for collaboration:

- rolling out the Salford Strengthening Families and the Stockport Family Models across districts
- scoping a Care Leavers Hub
- developing a Looked After Children commissioning and sufficiency plan
- a workforce development plan
- rolling out a complex safeguarding hub and spoke model
- a proposal for an Education and Employment Board; consulting on the Early Help Strategy
- developing youth justice proposals
- establishing a Children’s Health Board

Charlotte Ramsden, Salford’s Strategic Director for people, has led the development of the bid.

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KEY COUNCIL POLICIES: N/A

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EQUALITY IMPACT ASSESSMENT AND IMPLICATIONS: N/A

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ASSESSMENT OF RISK: N/A

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LEGAL IMPLICATIONS Supplied by: N/A

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FINANCIAL IMPLICATIONS Supplied by: N/A
PROCUREMENT IMPLICATIONS Supplied by: N/A

HR IMPLICATIONS Supplied by: N/A

OTHER DIRECTORATES CONSULTED: N/A

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WARDS TO WHICH REPORT RELATES:

All
Appendix

Following Andy Burnham’s election, Greater Manchester political portfolios have been revised as follows:

<table>
<thead>
<tr>
<th>Leader</th>
<th>Portfolio area</th>
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<tbody>
<tr>
<td>Baroness Beverley Hughes</td>
<td>Policing &amp; crime</td>
</tr>
<tr>
<td>Sir Richard Leese</td>
<td>Economic growth &amp; business</td>
</tr>
<tr>
<td>Cllr Rishi Shori, Bury MBC</td>
<td>Young people &amp; social cohesion</td>
</tr>
<tr>
<td>City Mayor Paul Dennett</td>
<td>Housing, planning &amp; homelessness</td>
</tr>
<tr>
<td>Cllr Alex Ganotis, Stockport MBC</td>
<td>Environment, green spaces &amp; air quality</td>
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<tr>
<td>Cllr Richard Farnell, Rochdale MBC</td>
<td>Digital City Region</td>
</tr>
<tr>
<td>Cllr Sean Anstee, Trafford MBC</td>
<td>Skills, employment &amp; apprenticeships</td>
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<tr>
<td>Cllr Jean Stretton, Oldham MBC</td>
<td>Equality, fairness &amp; inclusion</td>
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<tr>
<td>Cllr Kieran Quinn, Tameside MBC</td>
<td>Finance &amp; investment</td>
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<tr>
<td>Lord Peter Smith, Wigan MBC</td>
<td>Health &amp; social care</td>
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<tr>
<td>Cllr Cliff Morris</td>
<td>Culture, arts &amp; leisure</td>
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The GMCA has also seen changes at officer level: Eamonn Boylan, former Chief Executive of Stockport MBC, was appointed Chief Executive of the GMCA in January 2017.