

# SCRUTINY REPORT



**MEETING: Overview and Scrutiny**

**DATE: Thursday 21<sup>st</sup> November 2019**

**SUBJECT: Update on devolution in Greater Manchester**

**REPORT FROM: The Leader of the Council**

**CONTACT OFFICER: Chris Woodhouse, Corporate Core**

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## **1.0 BACKGROUND**

- 1.1 In February 2018 a report was presented to Overview and Scrutiny on devolution in Greater Manchester. The Committee welcomed the report and requested that such an update became a regular agenda item
- 1.2 This report highlights the most recent updates in relation to the work with the Greater Manchester Combined Authority (GMCA) and Greater Manchester Health and Social Care Partnership (GMHSCP), both of which Bury has active involvement with.

## **2.0 GREATER MANCHESTER STRATEGY (GMS) – OUR PEOPLE OUR PLACE**

- 2.1 The GMS is the GMCA's main strategy document to which, with its accompanying implementation plan, an update is provided on every six months. The most recent update was presented to the GMCA meeting in October and marked the three-quarter point of the initial two year plan.
- 2.2 The updates provide a combination of data and narrative against key indicators of success, and updates on activity against each of the ten priorities of the GM Strategy. Some examples of this in relation to Bury are:
  - Bury 2<sup>nd</sup> best in GM for school readiness but still behind England average
  - Bury has relatively low level of NEETS, those not in education, employment or training
  - Median earnings of Bury residents are second highest in GM exceeding local and national averages and growing at decent levels, yet percentage of jobs earning above the living wage is lower than several GM authorities.
  - Bury recorded a low level of 'active or fairly active' adults which is sought to be addressed through the Bury Local Pilot in Radcliffe which the Integrated Wellness Service is leading on as part of GM Moving.

- 2.3 This latest update is being used locally to help inform both our Council (and wider Borough's) plans going forward but also to support the refresh of the GM strategy. Within Bury Executive Directors have been presented with the elements of the GM implementation plan that relate to their work area so that GM level activity can be reflected in the emerging Bury 2030 (Community) Strategy and subsequent Corporate Plan; whilst also ensuring specific initiatives in Bury are articulated in future iterations of the GM plans. This would include where Bury are piloting activity such as the Early Years digitisation project or Energy Path Network.
- 2.4 *Bury 2030* will be the overarching plan for the Borough of Bury; setting out a clear shared vision, outlining our levels of ambitious and bringing together our plans for transforming the Borough and the change in relationships needed to make this a success. When considering how best to structure this it was noted how appropriate the foundations of the GM Local Industrial Strategy (LIS) were – these being *people, infrastructure, place, the business environment* and *ideas* – and these are being used as the building blocks for our plan locally.
- 2.5 Greater Manchester, as one of three national trailblazers, launched the GM LIS in June 2019. This is based on the model of the national Industrial Strategy. Whilst there is no requirement to have a LIS at Borough level, by adopting the foundations of the LIS into our wider strategic thinking, Bury can position itself as demonstrating how wider activity in the public, voluntary and private sector can stimulate business, whilst mainstreaming activity that might otherwise be seen as only relevant to the business sector. An example would be the GM Good Employment Charter, which encourages and supports employers to develop good jobs, deliver opportunities for people to progress and help employers to grow and succeed. Bury was represented at the launch of this in the summer and taking steps to be a Charter Supporter.
- 2.6 The GM LIS recognised health innovation; advanced materials and manufacturing; digital, creative and media; and clean growth as the pillars to drive GM forward. Bury is working together through our Business Leadership Group, Bury Means Business network, colleges and education provision to ensure Bury positions itself as the plan in the conurbation to gain and use the academic and life skills required to take advantage of these growth sectors.

### **3.0 HEALTH AND SOCIAL CARE (WITHIN THE CONTEXT OF PUBLIC SECTOR REFORM)**

- 3.1 One of the flagships at the start of GM devolution was the production of the five year plan for health and wellbeing of Greater Manchester. *Taking Charge of our Health and Social Care* outlined how we would collectively improve wellbeing by helping people to better manage their own health, provide more jointed-up care near where people live, and develop the health and care workforce.
- 3.2 £19m was secured from the Transformation Fund to enable the development of new models of care, self-help and behaviour change initiatives as outlined in Bury's initial Locality Plan. This outlined Bury's transformation to drive towards financial and clinical sustainability through the integration of health and social care, keeping people well for longer, reducing failure demand and tackling the wider determinants of health.

- 3.3 At an event in the Elizabethan Suite at the end of October 2019 the progress made with regards to health and care integration was discussed and celebrated. This included an update with regards to the Bury Local Care Organisation, a formal partnership of seven organisations to provide integrated care for the people of Bury in a sustainable way that improves the outcomes for local people. This includes the acute hospital trust (Pennine as part of the Northern Care Alliance), the Council's Adult care provision, Persona, the Bury GP Federation, BARDOC and the Voluntary Community and Faith Alliance.
- 3.4 This work has seen the establishment of 5 integrated neighbourhood teams - Bury East (Bury Town Centre), Bury West (Radcliffe), Prestwich, Whitefield and North (Tottington, Ramsbottom). Each team uses multi-disciplinary meetings involving GPs, mental health services, voluntary organisations and others to plan to meet the needs for individual patients and residents.
- 3.5 This is coupled with on 'People Powered Bury' to take an asset based approach to have difference conversations with the people of Bury - which has included ethnographic training for front line staff so that conversations can be around helping people to help themselves based on positives rather than starting the conversation with asking what is 'wrong'.
- 3.6 At the same time development has taken place locally of our One Commissioning Organisation. This brings together the Council and Bury CCG into a single commissioning function. This October saw the first Strategic Commissioning Board meeting take place, bringing clinicians and Cabinet members together. Whilst initially focusing on health and care commissioning the intention is for the remit of the board to expand into wider determinants of health such as other 'non-care' functions of the Council.
- 3.7 Work is now taking place within Bury and GM to bring together health and social care integration in the context of public sector reform - in effect bringing the work of the GMCA and GMHSCP closer together. This work has already begun in Bury as part of the early thinking around 2030 as outlined in 2.3-2.6 above. Regionally the GMHSCP have been developing *Taking Charge: the Next 5 years - our prospectus* which recognises the importance of unlocking the economic potential of the region through the LIS and building a population health system.
- 3.8 As part of this have asked each Borough to refresh their Locality Plan. Our refresh will focus bringing together the different models of neighbourhood working locally, such as the Integrated Neighbourhood Teams, New Early Help Approach and Six Town Housing estate management. In doing so this will articulate Bury's approach to the GM Model of Public Services, as a means of organising resources (people and budgets) around neighbourhoods rather than organisational silos.
- 3.9 Linked to this, Greater Manchester's Working Well System continues to provide a whole population approach to health, skills and employment, with the Work and Health programme supporting those furthest from the labour market, due to being long term unemployed, or with a long-term health condition or disability, to find and sustain work. The Early Help programme supports employees with health issues at risk of falling out of the labour market and for newly unemployed people to help deal with emerging health issues. The delivery principles of these schemes have been developed through a test and learn pilot which Bury has been central to. These are of personalised support;

integration; and the need for work, health and skills to act as an ecosystem.

#### **4.0 GREATER MANCHESTER PLAN FOR HOMES, JOBS AND THE ENVIRONMENT**

- 4.1 On 7<sup>th</sup> October, GMCA published the latest summary report into the consultation on this plan, also known as the Greater Manchester Spatial Framework (GMSF).
- 4.2 Over 67,000 comments were received on the draft GMSF from across the region with 80% of these in relation to one or more strategic allocations (which in Bury are Elton Reservoir Area, Seedfield and Walshaw) rather than the wider thematic plan. The responses are available upon the gmconsult.com website. Major concerns raised within the responses centred on congestion and wider transport issues and the potential total of greenbelt land in proposed allocations.
- 4.3 The comments submitted are now being considered within the GMCA and along with the wider evidence base will inform the next version of the plan which is to be consulted on in summer 2020. A full consultation report will accompany this consultation which will set out how issues raised have been addressed other through changes to the plan or as an explanations as to why the issue has not resulted in any changes to policies or proposals.
- 4.4 Bury's Local Plan will reflect the Spatial Framework once confirmed. In the meantime the emerging Bury 2030 strategy will look to address infrastructure and environmental issues. Connectivity is a key theme includes connecting people within the region to assets and opportunities including employment, education provision, culture and leisure offers.
- 4.5 GM has been successful in securing £23.8m from the Local Full Fibre network Challenge to connect 1,500 public sector settings, to increase full fibre coverage from 2% to 25% by 2021. Bury Council and CCG officers have been engaged in this process as part of determining potential sites within the Borough and will lead discussions with economic development, highways and communications as this moves into implementation stage.
- 4.6 Bury has benefited from GM's Transforming Cities funding through the Mayor's Cycling and Walking programme, Streets for All. This includes joint work with Metrolink on cycle paring for the Bury line and the recent announcement of improvements as part of Chris Boardman's *Bee Network* initiative. 71 new or upgraded crossings are proposed, enabling 88% of the population to use the network as part of an integrated walking and cycling network across the region.
- 4.7 The *Bee Network* is part of the wider integrated public transport system being proposed for the future as part of GM's *Our Network*. For Bury this sets out proposals for the next 20 years including Metrolink capacity and infrastructure expansions (such as a link to Middleton and proposed tram-train link to Rochdale) and quality bus improvements linking the Bury and Radcliffe to Bolton and the Northern Gateway site into Manchester city centre. Buses more generally are a subject of current consultation as the GMCA seeks views on a proposed franchising system, possible through reform powers available locally through the Bus Services Act (2017). This would allow GM to decide the routes, frequencies, fares and quality of standards across the region. Hard copies of the consultation plans are available at Bury Town Hall, the libraries in Bury,

Radcliffe and Ramsbottom; along with the Longfield Centre in Prestwich and Tottington Centre (Market Street).

- 4.8 This year saw the second GM Green Summit and the launch of a five year Environment Plan for Greater Manchester. The plan outlines five key challenges
- Mitigating climate change
  - Air quality
  - Production and consumption of resources
  - Natural environment (protection)
  - Resilience and adaptation to the impacts of climate change.
- In Bury, the Council declared a climate change emergency this summer which is leading to the development of a Climate Change Action Plan. This will set out local actions in light of the the GM Environment Plan and include existing steps on reducing air pollution as part of our Clean Air proposals and progressing with plastic-free Bury.

## **5.0 ADULT EDUCATION**

- 5.1 The devolution of Adult Education budgets (AEB) to the region is now underway, focused on a place based approach to the development and delivery of learning and training that meets local needs particularly around resident progression.
- 5.2 Local Authority Partnership Meetings are being established with all providers locally who receive funding from the AEB who deliver in Bury and these will be facilitated by the GM Strategy and Partnership manager. This will be a positive step in moving towards a co-ordinated and collaborative approach to mapping the current local offer of learning and training within the borough, identifying need and gaps within provision and determining who is best placed to deliver particular learning programmes to avoid duplication and maximise funding.
- 5.3 The GMCA has stated that the principle purpose of the AEB is to “engage adults and provide them with the skills needed for entering and sustaining work or further learning ....with a clear line of sight into the local labour market and future economic development opportunities”. Within this definition there is limited opportunity for recreational learning and as such has meant that many traditional adult learning programmes e .g creative arts and textiles, languages, creative writing have been withdrawn from being eligible for government funding and become self-financing in order to remain available to Bury residents. Bury Adult Learning took this decision 2 years ago and although numbers have declined in this provision, there were 407 learners (727 enrolments) on courses in 18/19. This provision plays an important part in strategies for tackling loneliness and supporting the wellbeing of communities The Service continues to include a small number of introductory courses as part of funded provision and may use traditional courses as engagement activities to widen participation in learning in disadvantaged areas within the borough.

## **6.0 OTHER ACTIVITY**

- 6.1 The Council has continued its commitment to participate with the Rough Sleeping initiative. It has made arrangements to employ 1 Rough Sleepers Co-ordinator and 1.5 Rough Sleepers Outreach workers. This is in the context of establishing a Rough Sleepers Operation group to provide a forum for partners to progress pathways for rough sleepers to access accommodation and support. These are held every fortnight and include representation from the Bury

Council, Housing First, Greater Manchester Police, voluntary sector providers and GMCA. Housing First referrals are made via this Group. With respect to A Bed Every Night (ABEN), this is delivered locally by Adullam Homes. This is a 10 bed provision which enables a warm place for rough sleepers to stay and also provide food and drink. Pathways have been established for move on into more structured and secure accommodation.

- 6.2 Bury Council, along with the other local authorities, has signed up to the GM Armed Forces Covenant. There is a Bury Covenant group who meet and will be focused on generating an action plan, owned across the system, identifying ways to address the themes in the GM Armed Forces Covenant and ensure there is support, services and connections in Bury for our military community.
- 6.3 We have recently launched our new Community Safety Plan for 2019-2021 and this has been designed to strategically align with GM's 'Standing Together' Police and Crime Plan to enable the co-ordination of resources more effectively and undertake regional work where beneficial – to keep people safe; to reduce harm and offending; and to strengthen communities.
- 6.4 In terms of children and young people work has continued to drive school readiness improvement across the region, through engagement of the GM Learning Partnership and an initiative with the BBC to support speech, language and communication resources for parents and professionals. Bury has led the way as trial locality for a data visualisation pilot with regards to embedding early intervention and preventative services in place based teams. Supporting people through education, there has been a second phase of the Mentally Healthy Schools Programme launched in September with a third phase to follow; the implementation of a consistent care leavers offer; and the launch of the Opportunity Pass enabling young people (16-18 year olds) free travel on local buses across Greater Manchester (in addition to half price off peak, day and weekend travelcards on Metrolink) to provide greater freedom to travel, work and learn. This is all particularly pleasing given that Bury Council's Leader is the GM lead for Children and Young People.
- 6.5 It is worth noting that the current term of the GM Mayor will end next year with the Mayoral election scheduled for May 2020.

## **7.0 RECOMMENDATION**

- 7.1 Scrutiny are asked to note this report and indicate if they would like to receive future reports on any particular element of this paper. Should future updates be requested it is proposed to structure these along the themes of the GM LIS, ie Bury 2030 theme.

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### **List of Background Papers:-**

#### **Contact Details:-**

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