

Submission to the RSA Inclusive Growth Commission

Summary

- A.1** The RSA's Inclusive Growth Commission can shape a new place-based approach which gives all communities the opportunity to contribute to, and benefit from, growth. This will require a strategy for raising productivity which focuses on people, assets and place – bringing policies together in places so that they can be more effective. It must be underpinned by a strong, integrated, growth-driven regeneration strategy that tackles barriers to investment and enterprise, and combine the economic and social – aligning policies focused on delivering growth with those focused on reforming services. Inclusive growth, which extends opportunities, reduces inequality and tackles poverty, requires system-wide change – investing resources in early intervention, supporting individuals, families and communities to build on the assets they hold, and investing in skills and infrastructure.
- A.2** This response to the Commission draws on Greater Manchester's (GM's) extensive, and in many ways unique, experience of understanding and removing the barriers that prevent people from playing a full part in economic success, so that no-one is left behind, and reforming the way that public services are delivered, tailoring them to the needs of individuals and places. The 2013 GM Strategy (GMS), *Stronger Together*, set out our shared ambition to pioneer a new model of sustainable economic growth based around a more connected, talented and greener city region where all residents are able to contribute to, and benefit from, sustained prosperity and enjoy a good quality of life. GM therefore adopted an approach encourages economic growth while reforming public services so that the city-region's residents can take advantage of the benefits growth brings.
- A.3** There is a long history of strategic collaboration and capacity building in GM, with close collaboration not only between districts but also between civic authorities, businesses, voluntary and community groups and social enterprises. This has provided a rich body of evidence and experience on which to draw, built up from a strong track record of delivery and intelligence-gathering, with analytical and case-making capabilities. The strength of this approach has been reflected in the freedoms, flexibilities and up-front investments awarded to GM in a series of City and Devolution Deals. This will reach a

new level with the introduction of the organisational arrangements and devolutionary measures that will accompany the direct election of a GM Mayor in May 2017.

- A.4 GM's experience of growth over the last 20 years is impressive by the standards of the UK outside London and the South East with higher productivity sectors and businesses, at the cutting-edge of innovation, playing an important role in driving productivity growth and creating well-paid jobs. In the decade before the Financial Crisis, real wages grew by 15.3 per cent and the employment rate rose by 4 percentage points. Inequality tended to fall as wages for those on low pay rose more quickly than those of the higher paid.¹
- A.5 But significant challenges remain. Despite relatively strong recent productivity and employment growth, productivity is still significantly below the UK average – with an 'output gap' of £10bn between GM and the UK – and there are still pockets of entrenched worklessness. Some communities and neighbourhoods face high barriers to the labour market, with just 39 of 215 wards accounting for 70 per cent of the employment rate gap between GM and the UK average. The proportion of GM neighbourhoods in the bottom fifth most deprived nationally has fallen over the past ten years (from 39 per cent to 35 per cent) but is still very high. There are concentrations of deprivation both close to regional centre and in areas close to town centres across the city region. Low paid work is widespread with low levels of skills, lack of career progression and firms who are forced to compete with business models based on low skills and low pay.
- A.6 **Raising productivity – a basic requirement for inclusive growth – has been a long-standing challenge for the UK, and one which the heavily centralised approach over recent decades has failed to meet.** It has failed because although it has identified many of the right levers for raising productivity – better infrastructure, more investment, higher skills, greater innovation – it has been unable to bring these together effectively. Central government silos have failed to join up and co-ordinate strategies and policies at the level where they can work in a collaborative way to affect people and businesses – the places where they are living, working and investing.
- A.7 A recent example is the Science & Innovation Audits (SIAs) which took a place-based approach to science and innovation assets – giving a rich analysis, endorsed by Central Government, of how these assets can drive growth locally, nationally and internationally. However, since their launch Government announcements on further investment in science and innovation have only given passing reference to the SIAs as a criterion for

¹ Resolution Foundation, *New Order: devolution and the future of living standards in Greater Manchester*, November 2016

decision making. Government could demonstrate its commitment to inclusive growth by using such a local evidence base, endorsed nationally, to drive its decisions joining up people, assets and place to achieve inclusive growth in a way that 'spatially blind' central policies are unable to do.

- A.8 A new place-based strategy is needed which joins up people, assets and place, combining the economic and social, addressing both growth and reform.** The factors which are preventing inclusive growth range from global economic trends through to local issues at the level of individual communities, neighbourhoods or families. Addressing them will therefore require a jointly-pursued place strategy, with the policies of central government, city regions and districts working together to regenerate places, creating communities where businesses want to locate and invest, and people want to live.
- A.9** A clear example of where this lack of co-ordination undermines inclusive growth, as the detailed assessment below sets out, is the lack of an integrated system improving education and skills and the failure to raise ambition and resilience right through from early years to lifelong learning. Instead, the current centralised system is fragmented, inconsistent and unresponsive, with a plethora of agencies and competing priorities in the system, not only undermining skills but failing to provide the information, advice and guidance needed by young people to develop their careers. The Government's Green Paper *Building Our Industrial Strategy* has recognized the need to take action in areas where where skill levels are too low and holding back opportunity and growth. But Government needs to back this approach with integrated place-based tools to achieve it.
- A.10** Reform also needs to be properly funded. The significant squeeze on public spending since the Financial Crisis has severely restricted the ability of authorities to invest in areas – such as skills development, infrastructure, health services and pre-emptive investment to tackle social issues – which are vital to raising productivity through inclusive growth. The economic and social infrastructure which support people into work, to progress in work, and business to grow, needs proper investment.
- A.11 GM's place at the forefront of reform has led to the development and implementation of innovative programmes and policies.** With local services working together, focused on people and place, GM is transforming the role of public services, taking a more proactive approach rather than responding to crises. This includes transforming the way information is used, enabling frontline workforce to make informed decisions about how and when they work with individuals and families. Building on the principles of prevention and early intervention, GM aims to deliver the appropriate services at the

right time, supporting people to become healthier, more resilient and empowered. This is crucial for inclusive growth as skilled, healthy and independent people bring jobs, investment and therefore prosperity to GM and enable residents to connect to opportunities being created. The Voluntary, Community and Social Enterprise sector are a key strategic partner in delivering this, and are an important provider of social and structural capital in GM, often best placed to engage with GM's most excluded residents.

A.12 The reform programmes and pilots that GM has implemented over recent years have had a significant impact. However, the rising demand caused by complex issues within individuals and families continues to pose a challenge. GM has redefined its reform programme to recognise the need for a new relationship between citizen, state and society. The pace and scale of reform needs to be raised in order to realise the savings that reform can generate and ensure that all communities become increasingly resilient.

A.13 Delivering on this agenda poses a significant leadership challenge for public services. Even where greater co-ordination is beginning to take place GM faces an unprecedented challenge: the £6 billion currently being spent on health and social care has not improved the long term outcomes for people living in GM. If action is not taken now to radically change the way things are done, by 2021 more people will be suffering from poor health, outcomes will remain worse than the rest of the country and GM will be facing a £2 billion shortfall in funding for health and social care services. Current centralised systems have no way of accounting for the future demand which is building up in the current system or, therefore, the impact of social investment. Individuals, families, and communities require a system that understands the issues, takes ownership, and eradicates duplicated effort. **The urgent need is for a significant shift in the system, made possible through place-based budget settlements, not just for adjustments to the provision of individual programmes which has too often been the focus of devolution to date.**

A.14 GM is using this experience and analysis to refresh its strategy to deliver growth and inclusion, but this cannot be achieved through local action alone and with the current limited tools available. The Commission should make the case for national action on:

- **The need for an integrated place-based approach, bringing together policies covering people, assets and place, as the only way to deliver the productivity needed for inclusive growth.** This should be the approach of the Government's developing Industrial Strategy, with place as the unifying theme running through the Strategy.
- **The need for system-wide change if the social and economic aspects of inclusive growth are to be delivered,** with local and national government working together,

based on a deep understanding of the place and the people and assets within them. That would require greater co-commissioning between central and local government, as well as better co-ordination with business, community and voluntary activities, and giving city regions flexibility over resources through place-based budgeting so that they can be best used to address local challenges.

- **The need to do this through an acceleration and deepening of the devolution process, based on functional economic areas such as city regions where there is both significant potential and high levels of need.** Authorities need to be given the powers and resources needed to grow the local economy and reform public services, based on their understanding, knowledge and experience of the unique strengths and assets of their area, and of the specific challenges that must be addressed if we are to both maximise growth and to ensure that all residents are able to benefit from and contribute to that growth.

A.15 This submission is structured as follows:

A.16 Section 1 summarises GM’s developing understanding of inclusive growth and how it should be measured. While the exact definition of inclusive growth is widely debated, there is general agreement that it describes a situation where every community is able to contribute to, and benefit from, growth. A significant hurdle to driving inclusive growth is the lack of ability to measure it, although work is being developed on a range of indicators by the Inclusive Growth Analysis Unit at the University of Manchester.

A.17 As the Commission’s interim report concluded, a measure of Quality GVA is also needed given that the exclusive focus on GDP – or GVA at the regional level – is too narrow. Based on work by Diane Coyle, we need a small basket of measures capturing productivity, employment and earnings which is published in a timely way and at a level of detail which can be used to assess and improve measures to drive inclusive growth.

A.18 Section 2 examines the opportunities and barriers to inclusive growth in GM and draws out lessons for inclusive growth elsewhere. The analysis shows that there are the three interlinking factors which sit behind productivity and inclusive growth:

- (i) People’s occupations and skills and the need to grasp emerging challenges and address the backlog of low skills;
- (ii) The productivity of business and other assets and the need to remove barriers to growth and competing on high skills, investment and innovation;
- (iii) The importance of place in bringing together interventions so that they are effective and create attractive communities to live.

- A.19** Because a centralised approach is unable to provide solutions which join up people, business and place – addressing these three factors together – it cannot raise productivity by ensuring that everyone can contribute.
- A.20** **Section 3 explains GM’s developing approach to delivering inclusive growth, based on a granular understanding of GM’s economy, with a focus on raising productivity growth and innovative reform in the public sector.** Economic growth and productivity is being driven through a particular focus on high value sectors, and on assets that are or have the potential to be world-leading and globally distinctive. It also describes how the Greater Manchester Strategy (GMS) has brought together service reform, designed around a person-centred approach which prioritises early intervention, to be co-ordinated with skills, transport and housing infrastructure, and business support. This has enabled a developing approach which targets both the social and economic aspects of inclusive growth.
- A.21** **Section 4 summarises the results of a Call for Evidence, issued to inform this response.** It illustrates the activity underway across GM, complementing the Combined Authority’s growth and reform programmes, seeking to drive inclusive growth at a local level.
- A.22** Districts, voluntary and community groups and social enterprises are all developing innovative approaches to tackle the barriers to inclusive growth. It shows how there is a significant volume and breadth of activity underway in GM, although much of this activity is at small scale through pilots and testing approaches, often supported by limited-term funding sources. There are a number of ways in which some of the approaches exemplified could be supported at a national level, for example incentivising fair employment practices and apprenticeships, enabling the development of bespoke pre-employment and employment support models and diverse routes into employment, promoting and supporting small enterprise and the development of entrepreneurial skills and ensuring public transport is accessible.

Section 1: GM's Understanding of Inclusive Growth & How it Should Be Measured

- 1.1 GM has extensive experience of driving growth and reform so that all communities are able to contribute to, and benefit from, growth. This has been based on a deepening understanding of inclusive growth and its measurement, which has been crucial to developing integrated policies and evaluating their impact on growth and inclusion. The close links between the Combined Authority, districts, businesses, universities, think tanks and voluntary groups across the city region have allowed theory and practice to develop together.
- 1.2 The current, widespread interest in inclusive growth reflects growing international evidence that the benefits of global economic change over the last 30-40 years, while they have clearly reduced differences in wealth between countries, have been unequally shared within them. The most dramatic change during that time has seen people in the top 1 per cent of the income distribution enjoy huge increases in their personal wealth and remuneration.² For the vast majority of individuals and households, however, the factors that have accounted for growing disparities in disposable incomes and life chances are long-run sectoral, occupational and labour market changes.
- 1.3 In established 'developed world' economies such as the UK's, a combination of the progressive loss of middle income jobs, especially in manufacturing, and growth in both higher and lower income occupations within service sectors has produced growing disparities in *personal* incomes. In parallel, a rise in labour force participation rates amongst women, along with the tendency for households to be formed by people of similar status and employment prospects, has meant still greater divergence in *household* incomes. In the UK's case, the impact of these changes on household income polarisation was felt most strongly during the 1980s and early 1990s. Since then, income disparities have remained broadly constant, albeit at a level that makes the UK more unequal than most comparable large national economies.³
- 1.4 There is evidence, however, that disparities in household *wealth* have continued to grow. OECD data shows, for example, that whilst average levels of household wealth in the UK fell between 2006 and 2012, that of the wealthiest 20 per cent grew marginally and the top 1 per cent saw their net wealth increase by more than 8 per cent.⁴ Structural economic change has had uneven impacts geographically as well as socially, with London and its vast hinterland experiencing significantly higher growth rates than

² See, e.g., 'Introduction' in Sayer, A. (2016) *Why We Can't Afford the Rich* (Bristol: Policy Press) and OECD (2014) *All on Board: Making inclusive growth happen* (Paris: OECD), p18

³ Institute for Fiscal Studies (2016) *Living Standards, Poverty and Inequality in the UK: 2016* (London: IFS)

⁴ OECD Statistics Brief No. 21 (2015) *Household wealth inequality across OECD countries: new OECD evidence* (Paris: OECD)

the rest of the UK. While GM's experience of growth over the last 20 years is exceptional by the standards of the provincial UK, none of the country's larger conurbations, with the exception of the city-region centred upon Bristol, has experienced growth rates that match a national average inflated by the performance of the super-region centred on London.

Defining Inclusive Growth

- 1.5 Organisations that have adopted and popularised the notion of 'inclusive growth' have yet to produce a concise, agreed definition of the term.⁵ As is the case with broader concepts like 'inclusive economy' or 'inclusive society', discussions of inclusive growth tend to view it as one potential outcome of a highly complex system. Whether sustainable growth is, or can be, accompanied by various forms of inclusiveness is seen to depend upon a huge range of institutional and individual choices, few of which are made with their system-wide 'inclusive' implications in mind.⁶
- 1.6 The OECD's idea of inclusive growth, which is reflected in most definitions, is that increasing economic prosperity should create opportunity for all segments of the population and that its benefits should be distributed fairly, reducing inequalities.⁷ In very broad terms, the principal concerns raised by debates on inclusive growth are with supply and demand side factors that influence life chances, and especially prospects for good quality employment. On the supply side are a range of factors that enable people to lead productive and rewarding lives, particularly in relation to access to the labour market. On the demand side are factors that shape quality of life, especially with respect to the security and quality of employment and the prospects of job-progression.
- 1.7 The RSA's Inclusive Growth Commission rightly set out, in its interim report, the need for a better way of measuring economic progress than just GVA. Some measures have been developed to capture both growth and inclusion.⁸ In GM, the performance of the Greater Manchester Strategy in delivering inclusive growth is captured through 12 indicators which are designed to be broad in scope; outcome based; simple to understand; limited in number; minimise overlap; and statistically robust at the GM level. Three primary indicators are identified (the number of full-time equivalent jobs,

⁵ See, e.g., OECD (2015) *All on Board: Making inclusive growth happen* (Paris: OECD); Beatty, C., Crisp, R. & Gore, T. (2016) *An inclusive growth monitor for measuring the relationship between poverty and growth* (York: Joseph Rowntree Foundation); Ranieri, R. & Ramos, R.A. (2013) *Inclusive growth: Building up a concept* (Brasilia: International Policy Centre for Inclusive Growth); World Bank (2009) *What is inclusive growth?* https://www.google.co.uk/?gfe_rd=cr&ei=2fK6V5MMu7R8gflzZ64Dg&gws_rd=ssl#q=world+bank+what+is+inclusive+growth.

⁶ OECD (2015), *op. cit.*, for example, lists all major policy areas as sources of governmental influence over inclusive growth.

⁷ OECD (2015). 'Inclusive Growth - Organisation for Economic Co-Operation and Development'.

⁸ For a brief review, see Beatty *et al*, *op. cit.*, pp8-11

GVA, and number of out of work benefit claimants), and nine secondary indicators including business start-up rates, qualification levels, median salary levels, early years education performance, all-age mortality levels, crime levels, public transport usage, net house completions, and CO2 emissions. Stretching targets at the GM level were identified for each of these indicators and progress towards these targets has been reported and discussed annually at key leadership groups. In recent years, in recognition of the growing interest in the spatial distribution of growth and the performance of different geographic parts of GM, progress against these indicators has been reported on a district as well as GM footprint.

- 1.8** The most comprehensive UK work to date on measuring inclusive growth is an ‘inclusive growth monitor’ produced for the Joseph Rowntree Foundation (JRF). This work finds there to be ‘a clear positive association between prosperity and inclusion levels’. GM, along with the much more expansively-defined Leeds LEP area, is found to have performed best amongst urban areas in northern England on prosperity indicators within an overall geography of prosperity that is heavily skewed towards southern England. GM also ranks eighth within a leading group of LEP areas, otherwise dominated by southern England, in which prosperity indicators were most positive for the 2010-2014 period. As is the case for all of England’s larger, historically more industrialised urban areas, GM fares less well on inclusiveness indicators. Its comparatively low inclusiveness ‘scores’ are explained by labour market factors, including: the relatively high percentage of residents who are in receipt of out-of-work benefits and in-work tax credits or are economically inactive or unemployed; wage rates for the lowest paid; and households lacking anyone in paid work.
- 1.9** The Inclusive Growth Analysis Unit at the University of Manchester, supported by the JRF, is currently updating the indicators used in the ‘inclusive growth monitor’ and are looking at other examples and options for indicators. This reflects the fact that different sets of indicators may be needed in different circumstances, for example to make comparisons over time and between places, or to reflect local objectives.
- 1.10** Such indicators provide an important insight into the economic dynamics of an area, bringing a focus on the importance of inclusivity and the various dimensions on which it needs to be considered. However, they should be treated with some care where they score areas which are not functional economic areas. For example, at a district level the indicators show that areas that contain significant shares of high quality suburban housing and provide the largest volumes of commuters to GM’s main employment centres rank highest on prosperity and, more surprisingly, on inclusiveness. This is because factors such as high house prices mean that those who are excluded from the

labour market or from highly paid jobs are also excluded from the area. It is inclusive only in the sense that those who are excluded from growth are also excluded from the area.

Quality GVA

- 1.11** While a scoreboard of measures can give a comprehensive insight into the economic performance of an area, it is more complex to understand and communicate than a single measure. That is why GDP – and GVA at a regional level – have maintained their place as headline measures for the success of an area.⁹
- 1.12** However, work by Professor Diane Coyle at the University of Manchester, summarised in more detail in Annex A, shows that there are several drawbacks from the exclusive use of GVA for this purpose, given that it omits many important aspects of economic progress. It excludes sustainability, whether environmental or financial. It ignores questions of distribution, and the role of unpaid work outside the market economy. It is also now failing to record well the structural economic change that is under way, affecting the way people work and the kinds of businesses and networks of businesses that are emerging.
- 1.13** Since it was created, critics have pointed out that GDP omits a large amount of valuable but unpaid labour, especially child care and work in the home. The only household service counted in the figures is an estimate of the rent owner-occupiers would have to pay if they did not own their own property, on the grounds that this was a large figure and leaving it out could lead to big swings in GDP if people simply changed their housing tenure. Yet the ONS estimates that the value of childcare provided by family in friends is even larger, and again can lead to swings in GDP if people pay for crèches and nurseries instead. For people on low incomes, unpaid care for children or dependent adults is particularly important. It is not possible to know what public services are needed without better information about the need.
- 1.14** Another key omission from GDP is the cost of economic growth in terms of its impact on the environment, either short-term effects such as pollution, or longer term damage to natural assets. This information is only just starting to be recorded. Again, this is important for people on low incomes. Air quality is likely to be lower, green space rarer, in areas where there is greater poverty. Natural capital is one of the only forms of capital to which those with nothing else have access – it should be possible to assess the

⁹ The relationship between GDP and GVA is: $GVA + \text{taxes on products} - \text{subsidies on products} = \text{GDP}$.

extent to which anyone is having to breath more polluted air or has next to no access to nature.

- 1.15** Finally, GDP was a measure of the aggregate economy devised for the age of mass production manufacturing. The character of the economy has changed greatly. It is now largely based on services and new types of business are being enabled by digital technologies. The nature of work has been changing, but the categorisation of occupations and industrial sectors dates from a time when manufacturing was far more important. There is fine detail for different occupations or sub-sectors in manufacturing, but broad-brush categories for services. It provides no assessment of how many people are working in the ‘sharing economy’ businesses, or on zero hours contracts. People working on software development or video games or social media marketing could select various high-level categories to describe their job. The GDP total is itself affected by difficulty in accounting for the value people get from free digital services, and by changes in business models such as the bundling of services, which makes it tricky to calculate the price index and therefore real growth.¹⁰

The Regional Dimension

- 1.16** These shortcomings of GDP are exacerbated when measuring economic progress at a regional level. The long delays before the publication of data, and the lack of collection of adequate data at a local level, makes it impossible to respond in a timely way to local economic developments. There is a year’s delay between national and regional GVA figures and it has not previously been possible to adjust regional GVA for regional price adjustments (although this is being piloted experimentally). The method for calculating regional GVA by starting with the national figures for the total and dividing it up by applying a regional growth indicator (calculated from various sources as a guide to how the region is doing) is also rather arbitrary.
- 1.17** Nor does GVA provide any meaningful information on the distribution of prosperity which is essential to inclusive growth. GVA per capita is published, but mixes together workers and residents; many city centres have high GVA per capita because of the work done by commuters but can also have many people on low incomes living in them. The GVA per hour worked figures are a good indicator for thinking about productivity but

¹⁰ D Coyle, ‘Modernising Economic Statistics: Why It Matters’, *National Institute Economic Review*, November 2015, F4-F7. Also 2017, forthcoming.

not about living standards. One alternative for the latter is to look at the evolution of income per household, but even then these measures are mean averages, so do not reveal much about changes in inequality across the distribution.

Measuring Quality GVA

- 1.18** Ideally, there would be a single and timely measure of regional Quality GVA, which could be easily communicated to inform public debate and policy responses, and captured the distribution of growth. Exploratory work by New Economy using international data on major metropolitan areas demonstrates the usefulness of a single index in putting the performance of GM into broader national and international perspectives. Initial results of the work, which combines a proxy measure of productivity (GDP per head) with one of labour market inclusiveness (employment rate), suggests that GM's performance since the turn of the century trails that of many international comparator areas where consistent improvements in productivity have been achieved at the same time as an increase in labour market participation.¹¹
- 1.19** However, bringing together different components into any index would mean it would still have to be unpicked to understand developments over time, and would implicitly require a judgement about the importance and weighting of different elements of the index – a judgement which should really be an explicit matter for public debate.
- 1.20** The optimum approach to measuring Quality GVA in way which captures and promotes inclusive growth is therefore to have a small basket of indicators composed of:
- GVA per hour worked down to a local level, to capture productivity;
 - A measure of earnings, including a distributional measure (comparing the mean and median, the Gini coefficient or fixed percentiles);
 - A measure of employment.
- 1.21** These should be produced in the same release and at the same time – or even ahead of – national releases, so that they are clearly seen to be the appropriate measure of the state of the UK's economies.

¹¹ Within the sample New Economy examined as part of this initial exercise, drawing upon OECD data, a number of mature metropolitan areas in Europe (e.g. Leipzig, Munich, Helsinki, Lyon, Milan) the US (Portland, Austin) and Australia (Perth, Brisbane) were found to have experienced more inclusive and higher levels of growth during the 2002-2010 period than was the case in GM and other provincial metropolitan areas in the UK).

Section 2: Opportunities & Barriers to Inclusive Growth in GM

- 2.1** Greater Manchester’s understanding of inclusive growth is underpinned by an extensive and growing body of evidence. This section sets out the main themes and conclusions coming out of that analysis, which provide lessons for delivering inclusive growth across the UK as well as a strong basis for developing and delivering innovative policies within GM.
- 2.2** The assessment draws on work commissioned from New Economy by the Combined Authority to understand the current situation and barriers to improvements in productivity growth and living standards, including:
- Deep Dive analysis of economic issues and opportunities across GM to better understand how all parts of the conurbation can have a strong and positive economic function to support future growth and to maximise the ability of all residents to share in its benefits.¹²
 - Research into Low Pay and Productivity in Greater Manchester.¹³
- 2.3** It also includes evidence from recent studies of the GM economy and its social context – such as reports from the JRF supported Inclusive Growth Analysis Unit at the University of Manchester¹⁴, and the Resolution Foundation¹⁵ – and draws on the latest lessons from this developing agenda in other cities, such as work by CLES on Creating Good City Economies in the UK.¹⁶
- 2.4** Raising productivity is the basic requirement for raising growth and living standards. When productivity growth slows, businesses struggle and pay stagnates. But while many of the key drivers of productivity have been identified, the past approach based on heavy centralisation, has failed. The analysis shows that there are the three interlinking factors which sit behind productivity and inclusive growth:
- (i) People’s occupations and skills and the need to grasp emerging challenges and address the backlog of low skills;
 - (ii) Business productivity and the need to remove barriers to growth and competing on high skills, investment and innovation;

¹² Available at: <http://neweconomymanchester.com/publications/deep-dive-research>

¹³ Available at: <http://neweconomymanchester.com/publications/low-pay-and-productivity-in-greater-manchester>

¹⁴ Available at: <http://www.cities.manchester.ac.uk/igau/>

¹⁵ Available at: <http://www.resolutionfoundation.org/publications/new-order-devolution-and-the-future-of-living-standards-in-greater-manchester/>

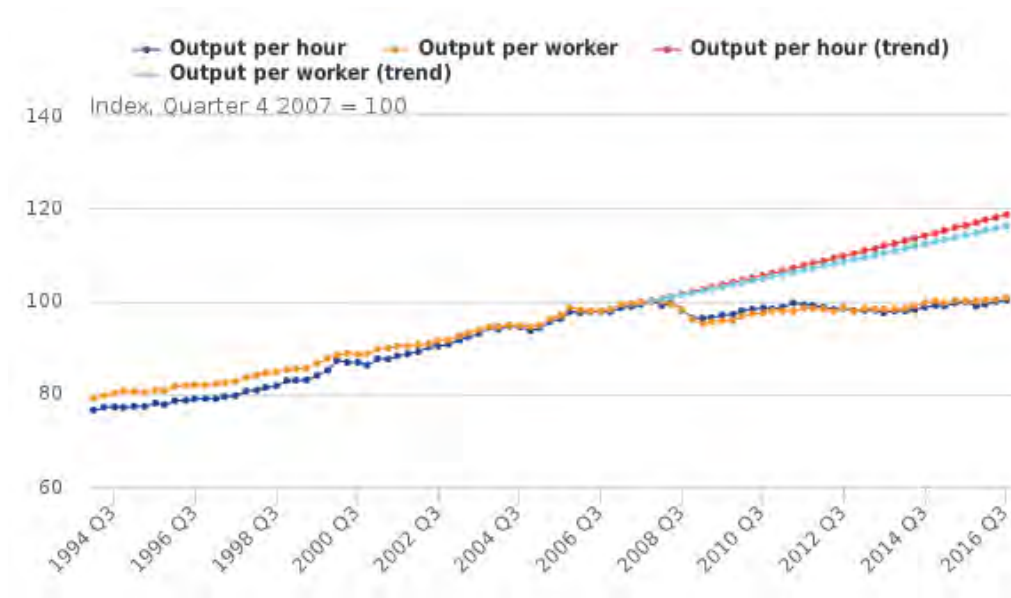
¹⁶ Available at: <http://www.cles.org.uk/publications/creating-good-city-economies-in-the-uk/>

- (iii) Places' importance in bringing together interventions so that they are effective and developing as places which are attractive for people to live and work and for businesses to invest.
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- 2.5 Because a centralised approach is unable to provide solutions which join up people, business and place – addressing these three factors together – it cannot raise productivity by ensuring that everyone can contribute.
 - 2.6 The need for a leap-forward in education standards and skill levels runs through several of the findings of the analysis. Unfortunately, this is a clear example of where the lack of co-ordination undermines inclusive growth is the lack of an integrated system improving education and skills and raising ambition and resilience right through from early years to lifelong learning. Instead, the current centralised system is fragmented, inconsistent and unresponsive, with a plethora of agencies and competing priorities in the system, not only undermining skills but failing to provide the information, advice and guidance needed by young people to develop their careers. In communities and neighbourhoods where skills are low, even proximity and transport links to concentrations of growth may not be sufficient for them to contribute to, or benefit from, that growth.
 - 2.7 The assessment also shows that improving productivity and opportunities for residents requires not only improvement in the skills system (supply) but also in the utilisation of skills by firms through their business models (demand).
 - 2.8 The improved utilisation of skills and higher-productivity business models are important not only in high-productivity sectors where areas are internationally competitive, but also in the sectors with high employment but low productivity. As in many other places, employment in GM is dominated by sectors such as retail, social care and accommodation, where there are concentrations of low productivity, low pay and insecure working. Ensuring that growth is inclusive and living standards are rising will require an Industrial Strategy which covers these sectors.
 - 2.9 While the better development and utilisation of skills runs through much of the analysis, the importance of better health services to supporting people into work also stands out. GM has been at the forefront of development employment programmes which provide integrated support to those looking to get back into work. That experience shows that mental and physical health problems are biggest single barrier to work.
 - 2.10 The rest of this section summarises the current situation on growth and inclusion in GM and then examines in more detail the three factors of people, business and place which are central to inclusive growth.

Growth & Inclusion in GM

- 2.11** GM's experience of growth over the last 20 years is impressive by the standards of the provincial UK with higher productivity sectors and businesses, at the cutting-edge of innovation, playing an important role in driving productivity growth and creating well-paid jobs. In the decade before the Financial Crisis, real wages grew by 15.3 per cent and the employment rate rose by 4 percentage points. There were also reductions in inequality, as wages for those on low pay rose more quickly than those of the higher paid.¹⁷
- 2.12** But there is some way to go before growth reaches the levels of comparable cities in other countries and benefits all the communities in GM. UK productivity growth has been sluggish since the Financial Crisis, leading to what has become known as the 'productivity puzzle'. Not only was there a sudden drop in productivity growth during the Crisis, but the UK growth rate since has been lower – output per hour is around 15 per cent below its pre-downturn trend.

UK Productivity



Source: ONS, Labour Productivity July to September 2016

- 2.13** Productivity in GM has followed a similar pattern. The gap between GVA per capita in GM and the UK average, which had been narrowing before the Financial Crisis, widened

¹⁷ Resolution Foundation, *New Order: devolution and the future of living standards in Greater Manchester*, November 2016

during the financial crisis and despite relatively strong growth in the most recent years the gap between GM and the UK remains around 15 percentage points.

2.14 This slow growth has intensified the debate about the relationship between prosperity and inclusivity, and the need for rising living standards which can support people to pursue healthy and fulfilling lives in cohesive and resilient communities – and vice versa. In economic terms, there are two groups excluded from growth¹⁸:

- (i) Those who are in work but who are facing low pay, insecure work and stagnating – or even falling – living standards;
- (ii) Those who are out of work long-term, despite the relatively strong performance of the UK labour market, but who could work with the right support.

2.15 Low pay is a persistent problem across GM. Around 12 per cent of workers in GM currently earn the minimum wage and this figure is projected by the Resolution Foundation to reach around 17 per cent by 2020 as the National Living Wage increases. Social mobility is also constrained with workers trapped in low pay and making limited progress.

2.16 There are also strong geographical concentrations of worklessness, with just 39 of 215 wards accounting for 70 per cent of the employment rate gap between GM and the UK average. Employment outcomes for people with similar characteristics differ widely across the city region. For example, the employment rate for disabled people varies between 48.3 per cent in Trafford and just 33.7 per cent in Manchester, while the employment rate for those with low qualifications varies between 69.1 per cent in Stockport and 43.3 per cent in Manchester. Similar gaps are seen for residents from a BAME background, single parents and young people.¹⁹ While such groups will clearly not be directly comparable in different areas, such large gaps highlight the importance of understanding the role of place.

People: Occupations and Skills

2.17 The type of jobs being done, and the skills levels with which they are performed, are key to the understanding of productivity and pay in GM and therefore the barriers to inclusive growth. Levels of skills are a key determinant of levels of pay for individuals and

¹⁸ This is only considering those who are able to work. Other groups rely on the tax and benefits system to redistribute growth. There are important questions to consider around the effective functioning and devolution of this fiscal system, but they are only considered here to the extent that they impact on those able to work.

¹⁹ Resolution Foundation, *New Order: devolution and the future of living standards in Greater Manchester*, November 2016

levels of productivity for firms. Improving skills is therefore vital to delivering inclusive growth.

- 2.18** There are some positive trends – skill levels are rising and there is a growing number of senior and skilled roles in the city region. But this is starting from a low base, with a massive backlog of low skills and prevalence of low-skilled work. On current trajectories, it will take decades for this to be turned around.
- 2.19** Technology continues to create increased demand for higher skilled employees and reduced the demand for mid and lower skilled employees in GM. The shift towards higher skills and higher skilled occupations has still left a significant gap with other, more productive, parts of the UK, let alone leading international performers. Supply side challenges go as far back as pre-school; the proportion of GM children achieving a good level of development at Early Years Foundation stage, although improving, trailed the English average by 4.1 per cent in 2015. Attainment levels in formal education, while again showing significant recent improvement, have historically been below average. And in the workplace, GM has a significantly lower proportion of Level 4 workers employed within firms compared with the average for London.
- 2.20** The demand for skills in GM shows a mixed picture. There have been significant reductions in the proportion of GM employers reporting hard-to-fill vacancies but challenges vary considerably depending on the size and sector of the employer, and the type of vacancy being recruited for. There are also common skills challenges across all the sector reports irrespective of location: such as in management skills, digital skills, and replacing skill gaps in an ageing workforce. Too many GM firms have been forced to compete through a low skills business model, relying on holding down pay and conditions instead of driving up investment and innovation in order to improve competitiveness. Flexibility in the labour market – with the growth of temporary, part-time, and short or zero-hours contracts – has helped this business model remain competitive, with employment agencies generating more additional jobs in GM than any other sector between 2009 and 2014. But the flip-side is a lack of opportunities to progress, insecurity in work, intermittent and low pay, and in-work poverty.
- 2.21** Low skill levels and poor utilisation of skills are not the only barriers – poor health, both physical and mental, is also a key factor. Several studies have detailed the importance of the links between health and worklessness.²⁰ In GM there is clear evidence on the cost to the public purse and the wider economy of health related worklessness²¹ – in

²⁰ RAND (2015): Health, wellbeing and productivity in the workplace - A Britain's Healthiest Company summary report

²¹ CLES (2011): Greater Manchester Health & Worklessness For New Economy and the Manchester Commission for Health

particular mental health and drug related issues such as rising use of anti-depressants. Over two-thirds of those attaching to GM's Working Well programme, which has been successful in getting people back into work, rated mental health issues as a 'severe' barrier to work, followed by 62 per cent rating physical barriers as 'severe'. Investment in addressing health related worklessness therefore has both an economic and a social payback.²²

Business Productivity

- 2.22** A skilled workforce is vital for firms to increase their productivity, and the productivity gap will only be closed when the conditions and infrastructure are in place for more competitive sectors to increase their productivity.
- 2.23** A particular focus is needed on high value sectors, and on assets that are or have the potential to be world-leading and globally distinctive. That includes identifying and maximising global market opportunities that enable places to make the most of those sectors and assets and building a global brand. Businesses also need to be supported to invest, innovate and diversify, ensuring their resilience during the period of change and uncertainty that we have entered following the decision to withdraw from the European Union.
- 2.24** Recent analysis of GM's sectors, as part of New Economy's 'Deep Dive' research on the city region's economy, found that the city-region has concentrations of specialised and distinctive economic activity that has the potential to drive future waves of economic growth. These include:
- Business, finance and professional services – including legal and accounting, insurance, and business services;
 - Manufacturing – including advanced materials, textiles, chemicals, food & drink, and GM firms' role in national supply chains;
 - Health innovation – including life sciences, med tech/devices, health services, devolution;
 - Digital – including media/creative and data analytics.
- 2.25** These findings – along with the energy sector – align with the conclusions of the Northern Powerhouse Independent Economic Review. But even in these prime capabilities, skills and productivity are lower than elsewhere in the UK.

²² LSE (2008): Employment and mental health. Assessing the economic impact and the case for intervention; New Economy – unpublished analysis on the links between depression, antidepressant use and worklessness

- 2.26** A significant improvement in the productivity of GM and the living standards of many residents would also require an improvement in the productivity of high-employment service sectors. Retail and wholesale, and hospitality, tourism and sport account for 23 per cent of all jobs in GM, and 16 per cent of total GVA,²³ and are currently less productive than advanced European equivalents. National research estimates that the UK could eliminate a third of its productivity gap with Belgium, France, Germany and the Netherlands by raising the productivity of low wage sectors.²⁴
- 2.27** Low wages are also more prevalent in small firms, partly due to the explosion of low-paid self-employment in recent years. There is a lack of high-quality data regarding the wages of self-employed workers in GM, but self-employment has grown faster in GM than in the UK (albeit from a lower starting point). While this is partly due to welcome support for enterprise, some estimates suggest around half of the self-employed are in low wage work.²⁵ GM's post recessionary work culture has become more 'casual', as evidenced by the rapid expansion of employment agencies. Employment agencies generated more additional jobs than any other sector between 2009 and 2014.
- 2.28** The productivity of firms of all sizes and across many sectors is likely to be being held back by weaknesses in some of the underlying drivers of growth. This lack of investment and weaknesses in the infrastructure for commercialising the strong science base in GM – highlighted by the Science & Innovation Audit – are one of the causes of low innovation in the city region. There are fewer businesses per head than in the UK as a whole, while the Inclusive Growth Analysis Unit has found that research on social enterprise development in the UK and locally suggests that while the obstacles to success for social enterprises are similar to those for SMEs generally, they are more likely than average to find obtaining finance an obstacle, even though the levels that they require are lower than for SMEs overall.

Place

- 2.29** The key factor bringing together people and assets is the place they are located – the communities and neighbourhoods where people live and work and businesses invest and grow. It is this element which has been missed from past attempts to improve productivity and inclusive growth which is why they have been ineffective. Only if

²³ Data from GMFM covering employees and self-employed, and GVA for each sector and all GM's economy in 2014

²⁴ IPRR (2016): Boosting Britain's Low-Wage Sectors: A Strategy for productivity, innovation and growth; and House of Commons (2015): Business, Innovation and Skills and Education Committee: *Education, skills and productivity*

Compared to the UK, German retailers have a more productive workforce and stronger demand for higher apprenticeships.

²⁵ See Corlett, A. and Gardiner, L., *Low Pay Britain 2015*, Resolution Foundation, October 2015

national and local policies are integrated and consistent, creating places where people want to live and businesses to invest, will inclusive growth be delivered.

- 2.30** Understanding the spatial dimension of GM's economy has been a core element of the work of both New Economy and the Inclusive Growth Analysis Unit. New Economy has produced Deep Dive studies into the sector pattern across GM's districts and neighbourhoods, while the Inclusive Growth Analysis Unit has examined some of the district and neighbourhood data in *Inclusive Growth: Opportunities and challenges for Greater Manchester*. They have also recently updated an assessment of mobility between different types of neighbourhoods which was originally carried out in the Manchester Independent Economic Review.
- 2.31** The regional centre plays a crucial role as a driver of inclusive growth. Like other city centres in the UK and internationally, the population of the regional centre has grown and investment has increased in recent years. Specialist clusters have developed, for example in digital technology and media. The proximity of institutions which are crucial for growth such as universities and colleges, and transport links to the rest of the Northern Powerhouse and to London have attracted businesses across a wide range of high-value sectors, creating higher skilled and better paid jobs.
- 2.32** There is some evidence that growth in the regional centre has been associated with reductions in neighbourhood deprivation. Analysis of the Indices of Multiple Deprivation shows that overall there has been an improvement in relative deprivation levels. In 2004, 39 per cent of GM neighbourhoods were in the fifth most deprived nationally, with 24 per cent in the tenth most deprived. By 2015 this had reduced to 35 per cent and 21 per cent respectively. This overall improvement was largely driven by Manchester, with a reduction from 72 per cent of its neighbourhoods in the top fifth in 2004 to 59 per cent in 2015. Salford also saw reductions as did Trafford, with both these areas also seeing increases in the proportions of least deprived neighbourhoods.
- 2.33** There were also reductions in the number of 'isolate' neighbourhoods in the period 2004-2015, according to a typology of neighbourhood change based on patterns of residential mobility. 'Isolate' neighbourhoods are those in which a majority of people who move in and out are from more or similarly deprived neighbourhoods. These areas might require particular attention as it would appear that residential flows into these areas will be less likely to lead to a fall in deprivation and people moving on do not appear able to upgrade to 'better' neighbourhoods. GM saw a reduction from 163 to 119

isolate neighbourhoods between 2004 and 2015, a reduction of 44, with 21 of those being in Manchester and 16 in Salford.²⁶

- 2.34** Connectivity across the city region's economy has improved significantly over the past two decades, including through the development of the tram system and cross-city bus infrastructure. However, the share of people from other local authorities in GM commuting into the regional centre has been relatively stable over the period of infrastructure investment, suggesting that the improved connectivity is not sufficient – on its own – to rapidly spread prosperity through the region. This may be explained, in part, by population growth in the regional centre, but the proportion of people living in some parts of the city region who commute into the regional centre is still low compared to what might be expected given the proximity and level of transport connectivity between these areas. There is certainly capacity in the public transport system for this to be increased.
- 2.35** There are clearly other significant barriers to some communities being able to contribute to, and benefit from, growth. Geographical proximity and even transport links to relatively prosperous areas are not, of themselves, sufficient to ensure a community is included in growth. The legacy of industrial development and de-industrialisation leaves communities and neighbourhoods with low employment rates, low skills, ill-health, and other associated social problems across the city region. Analysis by Sheffield University of neighbourhood labour market disconnection showed that many of GM's most disconnected neighbourhoods are in very central and ostensibly well connected areas.²⁷
- 2.36** The result is that, despite improvements, some neighbourhoods in Manchester local authority still are still among the most deprived in the city region, while there are similar challenges in Salford, Oldham, Bolton, Rochdale and Wigan. In some deprived neighbourhoods there has been little evidence of positive change. Comparing the Indices of Multiple Deprivation 2004-2015, Rochdale, Oldham, Bury, Bolton and Tameside all saw negligible change in proportions of most deprived neighbourhoods but some increases in least deprived neighbourhoods.²⁸ Meanwhile, while claims for Housing Benefit, a means-tested benefit, are still largely concentrated in central areas,

²⁶ Hughes, C. and Lupton, R. (2016) Understanding changes in Greater Manchester's 'deprived' neighbourhoods using a typology of residential mobility. Inclusive Growth Analysis Unit

²⁷ A. Rae et al (2016). Overcoming deprivation and disconnection in UK cities. York: Joseph Rowntree Foundation

²⁸ IMD rankings are relative, so can be affected by changes in other parts of the country. Moreover, as Fenton et al. have demonstrated in their analysis for London, reductions in neighbourhood deprivation rates do not necessarily reflect reductions in poverty. They may reflect densification of housing and gentrification, so that the poor make up a smaller proportion of a growing population.

recent analysis has shown that between 2011 and 2015 claim levels have tended to increase more in the outer areas of the region.²⁹

2.37 Taking all the evidence together, it is clear that the benefits of a pattern of economic growth within which the regional centre has been the single most important driver, have begun to have an impact upon the scale and pattern of neighbourhood deprivation, 'from the inside out'. It is likely, given what is predicted about future growth in GM's population and employment, that this process will continue and intensify. What is important is that we are able to understand the way in which the dynamism of the regional centre will continue to impact positively upon inclusive growth, not least through the migration of young, skilled people out of their current residential bases in central locations. New Economy is currently developing its thinking on the future of the regional centre with a view to anticipating the implications that follow – and, just as important, do not follow – for inclusive growth across GM.

²⁹ Hunter, P. (2016) Towards a Suburban Renaissance, Smith Institute

Section 3: GM's Developing Approach to Inclusive Growth

- 3.1 GM's place at the forefront of reform has led to the development and implementation of innovative programmes and policies.** The 2013 GM Strategy (GMS), *Stronger Together*, adopted a twin track approach that aims to encourage economic growth whilst reforming public services so that more of the city-region's residents can take advantage of the benefits it brings. Its starting point is that higher levels of growth and productivity create the most effective platform for greater prosperity but that improvements on both the demand (people) and supply (employer) sides are needed to enable the benefits of growth to be shared widely and equitably.
- 3.2** The GMS is in the process of being updated, based on extensive consultation with GM residents and businesses. It will update GM's approach to delivering inclusive growth, taking account of significant recent developments such as the vote for the UK to leave the EU and the acceleration of disruptive technological change. An outcomes framework is being developed alongside the refreshed Strategy so that progress can be monitored and GM's promotion of inclusive growth informs commissioning decisions across the whole range of GMCA functions, including those in which the implications of decisions for inclusiveness are not formally considered at present.
- 3.3** This section summarises how the GMS's focus on growth and reform has made progress in developing approaches to deliver inclusive growth. Economic growth and productivity is being driven through a particular focus on high value sectors, and on assets that are or have the potential to be world-leading and globally distinctive. As powers and responsibilities have started to be devolved and delegated, policies have started to be joined up across the city region, making them more effective. This is key to raising productivity. A place-based approach, which understands the local barriers to growth and can integrate the range of services and policies – across skills, infrastructure, enterprise, innovation, and the environment – is vital to make it effective. That is why a place-based approach should be at the heart of the central government's Industrial Strategy, bringing together the drivers of productivity in a new and more effective way.
- 3.4** For example, the devolution of significant powers over health and social care has meant – despite ongoing and severe funding pressures – that they can start to be joined up in a more integrated service, with the aim of improving health outcomes and therefore employment and productivity. There has been innovation in areas such as employment support – through the Working Well programme which has joined up local health and skills support within back-to-work provision.

- 3.5** By taking a proactive approach rather than responding to crises and building on the principles of prevention and early intervention, GM is aiming to deliver services and right point to support people to become healthier, more resilient and empowered. This is vital to meeting the rising demand caused by complex issues within individuals and families.
- 3.6** As the analysis above and evidence below show, investment in transport infrastructure and the reform of transport services also has the ability to transform locales and communities into much more attractive and prosperous places to live, work and invest. Significant improvements to the connectivity of the city region, for example through Metrolink, are putting in place the conditions for inclusive growth. And the institutional reforms to transport service delivery, for example in the context of bus franchising, will enable GM to actively shape, coordinate and deliver an inclusive, integrated and affordable public transport network that systematically removes transport barriers currently faced by people as they seek to access employment, skills and other opportunities.
- 3.7** But there are still too many small programmes and interventions which are closely controlled by central government. This lack of flexibility has prevented the system-wide change which would be need to have a bigger impact on the social factors holding back inclusive growth.
- 3.8** And in crucial areas such as education and skills, the system is fragmented with only adult skills being so far included in devolution agreements, which is too little and too late in the system to achieve a significant impact on inclusive growth. Greater co-commissioning and co-ordination of the system is vital.

Reforming Services

- 3.9** The GMS placed public service reform at the heart of GM's strategic ambition. The subsequent Growth and Reform Plan, devolution agreements, and the Health and Social Care Strategic Plan *Taking Charge* restated that commitment to reshaping our services, supporting as many people as possible to contribute to and benefit from the opportunities growth brings.
- 3.10** The need to address the £5 billion gap between public spending and income generated in GM is a clear driver for change. But GM also needs to improve outcomes for residents, increasing independence and reducing the rising demand on public services. Devolution to GM provides a unique opportunity for the next phase of reform: ensuring all residents are equally connected to current and future economic growth across GM.

- 3.11** Over the past five years, GM has made significant progress in implementing reform programmes, evidence of the impact of these programmes locally is provided within the Call for Evidence Annex to this submission. GM has also successfully made the case for the devolution of responsibilities based (in part) on our capacity to marshal the public service system to deliver integrated, place-based approaches to delivering financial resilience and improving outcomes for GM.
- 3.12** Historical opportunities and funding streams have meant that GM has a mixed economy of reform programmes, often structured around services, themes or government departmental lines. However there is no one factor that links together services, other than the people who use them and the places in which they live. In this context it is useful to think about how services are delivered across the life course and how they support people to Start Well, Live Well, and Age Well in the place they live. Public services need to be designed around people’s needs and expectations; and that services should always be relatable to personal experiences. Age, health and economic status are all factors that determine people’s use of services at any one time in their life.
- 3.13** The Marmot Review, Fair Society, Healthy Lives, recognises that people’s health is determined by many social factors. Reducing health inequalities will require a focus on wider policy objectives around early years, healthy places and standards of living. If it is recognized that the core basis of public services is to help people live as well as they can and as independently as they can for as long as possible, then it will be important to structure and prioritise reform activity around the areas that achieve the best outcomes.
- 3.14** The over-riding factor which limits impact is when the individual and the family (in the context of their lives and their communities) is not placed at the heart of interventions. Driving an integrated, person-centred response will create the right system for reducing the numbers in the overlapping ‘complex’ cohorts identified in a sustainable way. This approach will minimise the numbers where issues escalate and place ever increasing costs and demands on the system.
- 3.15** The individuals, families, and communities supported by GM require a system that understands the issues, takes ownership, and eradicates duplicated effort. A system that brings together a single assessment and plan in partnership with the right professionals. A system that has quick access to the right interventions that are sequenced in the right way to get results, deal with the root cause and support the individual and family to a position of self-reliance. The reform approach must be whole system pulling together and joining up programmes on health and care reform, tackling complex dependency,

employment and skills reform, justice and rehabilitation, early years, troubled families, and new areas of reform as they emerge.

- 3.16** In February 2015, following on from the devolution settlement between GM and the Government (November 2014), the 37 NHS and social care organisations (12 CCGs, 15 trusts and 10 local authorities) in GM signed a landmark devolution agreement with the Government to take charge of health and social care spending and decisions in the city region. GM faces an unprecedented challenge: the £6 billion currently spent on health and social care has not improved the long term outcomes for people living in the city region. If urgent action is not taken to radically change the way we do things, by 2021 more people will be suffering from poor health, our outcomes will remain worse than the rest of the country and GM will be facing a £2 billion shortfall in funding for health and social care services. Fundamental to the success of the ground-breaking agreement between the Government and GM, will be the ability to draw together a much wider range of services that contribute to the health and wellbeing of GM people.
- 3.17** The impact of air quality, housing, employment, early year's approaches, education and skills on health and wellbeing is well understood. In GM, General Practitioners (GPs) spend around 40 per cent of their time dealing with non-medical issues. Thousands of people are treated in hospital when their needs could be better met closer to their homes, care is not joined up between teams (within health and social care, but also between wider public services) and is not always of a consistent quality. GM has one of the fastest growing economies in the country and yet people in the city region die younger than people in other parts of England. Cancer, Cardiovascular and respiratory illnesses mean people become ill at a younger age, and live with their illness longer, than in other parts of the country. The growing number of older people often have many long term health issues to manage. Skilled, healthy and independent people are crucial to bring jobs, investment and therefore prosperity to GM and to enable residents to connect to opportunities being created. People who have jobs, good housing and are connected to families and community feel, and stay, healthier. This means they will be more likely to be able to engage in the opportunities that the growth in the city region will mean in terms of employment, leisure, housing and other opportunities.

Implementing Reform

- 3.18** Work is now underway to implement an Integrated Framework for Reform across GM. This will address local and GM barriers to a whole system approach to reform. It will align and integrate existing strands of the public service reform programme. There is

recognition both at GM and borough level of the need to implement an integrated offer at scale for the most complex residents, and to put in place effective early intervention to improve outcomes and prevent the flow of demand into services in future. This offer needs to support GM's ambitions for growth and increased productivity by supporting these families and individuals to improve their skills and ultimately progress into employment.

- 3.19** The emerging work stream on place-based integration will be a key component of ensuring the system response to complex needs is integrated at frontline level in neighbourhoods as well as acting as an enabler to creating community resilience. A place-based integration 'neighbourhood adopter site' is being established within each locality of GM in order to advance the full scale roll-out of place-based integrated working at the neighbourhood level. This is to allow the growth of learning and to understand the implications for workforce and organisational development, as well as whole system reform which should then inform locality-wide roll out. Principles of working are emerging from the neighbourhood adopters and we are learning what the right combination of skills and knowledge are needed in the roles within an integrated team, and the resources it is able to draw upon. There is particular emphasis on the role of place-based integration in identifying and exposing current system conditions and barriers, and the need to develop new ways in which leadership can act on the system to create reform which responds to the needs of citizens.
- 3.20** Alongside the development of the GM reform landscape, all local services continue to face significant financial challenges. The pressure to respond to current levels of demand with shrinking resources makes it imperative to implement effective approaches to reduce dependency on public services and make the most of assets in our communities. There is no room for duplication of activity between partners if the outcomes and budget savings required are to be achieved.
- 3.21** Further flexibilities from Government will assist in enabling place-based integration across GM. However, realising GM's ambition for the next phase of public service reform also requires local flexibility. A focus on place and early intervention and prevention requires clear and comprehensive integration arrangements across a range of services. Those professionals on the frontline of engagement with the public (including schools and GPs) will have a vital role to play in identifying individuals and families in need of integrated support and signposting others to appropriate early help services. This shift will require new approaches to coordinating services in a place, consideration of our collective approach to commissioning, and thought on the roles staff at all levels of organisations will need to fulfil.

- 3.22** On health and social care reform, GM is taking action across the whole range of care services; upgrading our approach to prevention, early intervention and self-care; redefining how primary, community and social services become the cornerstone of local care; standardising and building upon our specialist hospital services through the development of shared hospital services; and creating efficient back office support.
- 3.23** GM's Health and Social Care strategic plan explains how, as a system, GM is going to approach and achieve this and use the £6bn we spend annually and our transformation fund (£450m) to help change and radically shift the nature of demand and reform service provision. 'Taking Charge' means just that - taking charge of the money and the decisions about our health and social care services, so that through service planning, commissioning, delivery and reform, health, money, jobs, education and housing are aligned to tackle the challenges GM's population faces and make the most of the opportunities the growth in the GM economy.

Enabling Reform

- 3.24** GM's ambition for reform and the integration of public services focused on the individual across their life course would be enabled by further flexibilities from Government. GM's Life Chances Fund brings together funding streams which support reform and aim to improve the Life Chances of residents by investing in transformation approaches which will bring about sustainable system change. It will seek to bring together a wider range of transformation funding streams within this fund, which together with the powers to use this money differently, will allow more strategic investment rather than developing time limited solutions to single issues. This needs to be supported by cross-government working which is responsive to the changing landscape of public service delivery locally, whether it be through change in statutory framework, alignment or join up of inspection regimes, or more integrated policy development. For example the move towards a joint approach to Work & Health is welcome, and greater flexibility within nationally lead partners such as Job Centre Plus will be a significant enabler of effective integration locally.

Developing Skills

- 3.25** As the analysis above shows, education and skills, and the opportunities they provide for getting into work and progressing, have a crucial role in both the social and economic

aspects of inclusive growth. This requires a system which integrates both the different elements of the education and skills system, and the skills system with employment provision. This would ensure that young people leave education ready to succeed in the labour market, that adults have access to the skills and support they need from entering the labour market through to highly skilled employment, and that employers' needs are met.

3.26 GM has therefore developed a Work and Skills Strategy, showing how a transformational education, skills and employment system is needed which delivers higher level technical and professional skills to drive productivity, and a step change improvement in basic and generic skills needed to support pathways into sustained employment. Based on the analysis above, four main skill trends have been identified which the strategy is addressing:

- Gaps in basic and generic skills which run across sectors, including English, maths, digital skills and generic skills such as management, communication and problem-solving;
- The need to shift skills delivery to higher levels across most of the key growth sectors (in terms of both GVA and employment), which increasingly need skills at higher levels, principally Level 4. It is forecast that almost quarter of a million jobs requiring skills to at least Level 4 will be created within GM in the years to 2022;
- The need to understand the specific skills needs and dynamics of GM's main growth sectors (in particular Manufacturing, Financial & Professional Services, Digital & Creative Industries, and Health Innovation), as well as the sectors which support and enable that growth, and sectors in which specific skills gaps and shortages are reported;
- An exclusive focus on reforming the skills supply system will be insufficient – supporting businesses to move up the value chain will also enable skills performance and boost productivity, thereby improving skills performance and helping GM firms to innovate and compete.

3.27 Employers will also need to play an active role in co-producing and co-funding skills at higher levels, as well as investing in their own workforces and engaging with schools to prepare young people for the world of work. Better connection between demand and supply sides of the skills system will be essential for delivering inclusive growth, with dynamic long-term relationships between employers and GM's Further and Higher Education institutions and training providers.

3.28 Ten work and skills priorities have been developed for the next three years:

- (i) Improving careers education, information, advice and guidance (CEIAG) to support informed decision-making.
- (ii) Reforming the work and skills system to focus on outcomes not inputs, with an outcome framework which will underpin all future commissioning of provision.
- (iii) Developing GM's work and skills infrastructure to meet the needs of the economy, working through the Area Based Review, JCP's Estate Review and the One Public Estate programme.
- (iv) Improving attainment from compulsory education, improving achievement of 5+ GCSEs including English and maths at age 16 and ensuring more young people achieve a Level 3 equivalent by age 19.
- (v) Strengthening employer engagement, developing a comprehensive approach which puts employers at the heart of the system, from entry level employment to higher level skills.
- (vi) Growing the quality and quantity of Apprenticeships, harnessing the opportunities around improved CEIAG, improved employer engagement and activity linked to the Apprenticeship Levy.
- (vii) Developing higher level skills, ensuring a seamless system which supports young people and adults to progress routinely to degree level equivalent skills, and to retain that talent.
- (viii) Redesigning universal support provision, providing an integrated and personalised support offer with a view to sustainable job outcomes.
- (ix) Developing specialist support for hard-to-reach groups, utilising Working Well and the Work and Health programme to support adults who have been outside the labour market for long periods.
- (x) Ensuring GM commissioned programmes have a skills and work focus, working with partners across the ESF, business support and health landscape to ensure all commissioning activity supports delivery of GM's work and skills priorities.

3.29 However, at the moment the education and skills system is fragmented and devolution deals have offered very little opportunity to address this – focusing only on a small amount of resource for adult skills, which is too little, too late to deal with the fundamental barriers to inclusive growth. Removing those barriers would require much greater integration and co-ordination between central and local government, and the many other agencies involved through from early years provision to higher skills.

Investing in Transport and Housing Infrastructure

- 3.30** GM is working on spatial planning and housing interventions to help translate our strategic ambitions for inclusive growth into reality. The draft GM Spatial Framework (GMSF) published in October 2016 has now completed consultation, and work has begun on developing the next iteration. The GMSF is the first city-region wide plan for GM since 1981, and is intended to provide the spatial expression of the GM Strategy, underpinning delivery of the infrastructure and land supply needed for growth, while ensuring that all places and all residents in GM share in the benefits of that growth.
- 3.31** One of the major elements of GMSF is the identification of land for housing, and delivery of housing is a key objective for GMCA and partners. Through City Deal, we have been working jointly with Homes & Communities Agency via the GM Housing Investment Board since 2013, driving the investment of GM and Government funding and assets to maximise housing delivery. A dedicated £300 million GM Housing Investment Loan Fund is providing flexible loan finance to support new housing development, with repayments recycling back into the Fund as they are repaid. Almost £200 million of investment has been allocated in the first 18 months of operation, creating nearly 2,500 new homes. A number of alternatives to the traditional housing development models are being adopted around GM, including large scale partnerships with international investors in city centre Manchester and Salford, new build of family homes for market rent in suburban locations around the city region, and partnering with the GM Pension Fund to deliver a mix of market rent and sale homes on council-owned land.
- 3.32** However, housing also has much broader implications for inclusive growth, beyond the challenges of building new homes. The importance of a stable, warm, healthy and affordable home to residents' quality of life is huge, and those GM residents experiencing the threat or reality of homelessness, and beyond that rough sleeping, are perhaps the furthest away from inclusion in the growth. We are working in a unique partnership with GM Housing Providers (27 of the main social housing providers in GM) on a wide agenda of collaborative working, including housing growth, but featuring work on our place-based integration of services, integrating housing with health & social care, growing the role of landlords on employment, skills and training and tackling fuel poverty. This broad public service reform role for housing providers starts from a recognition that engaging with and supporting many of their residents is vital to the success of GM's inclusive growth strategies, and is captured in a Memorandum of Understanding between the GM Housing Providers and GMCA in August 2016.

- 3.33** GM has long understood the importance of investing in transport infrastructure and services to support long-term sustainable economic growth and access to opportunity for all. Sustainable economic growth depends in no small part on less congested highways and a comprehensive public transport network, providing better access to employment, skills and markets.
- 3.34** Transport for Greater Manchester (TfGM) oversees transport and travel, on behalf of the Combined Authority. The vision for residents, business and visitors is to establish a fully integrated, high capacity transport system for GM, with passengers at its heart, helping the local economy to prosper, and supporting long-term sustainable and inclusive economic growth.
- 3.35** It is in this context that the 2040 Greater Manchester Transport Strategy has been developed. This focuses on the critical long-term challenges that GM is facing such as a rapidly growing and ageing population, climate change, the need to improve productivity and reduce poverty and social inequality in our city region. The Strategy is underpinned by a holistic understanding of the needs of passengers and residents, with a strong focus on integration across different modes of transport, and with wider policy areas, such as spatial planning and health.
- 3.36** Improving and integrating public transport as well as encouraging active travel (such as walking and cycling) is vitally important in developing productive labour markets and encouraging economic participation. Evidence also suggests that public transport can deliver significant enhancements in quality of life for individuals and the communities it serves through enabling social contact, encouraging improved physical health through activity, and allowing access to economic and voluntary opportunities.³⁰ Stimulating a greater shift toward non-car transport modes also helps reduce the demand on GM’s intensively used highways.
- 3.37** A key element in improving transport infrastructure has been the development of the Metrolink network – now the largest light rail network in the UK, with 93km of track covering seven of the ten local authorities in GM. The network is vitally important in connecting and encouraging cross-city region connectivity, linking areas of the conurbation that are in the most deprived one per cent of England, to areas with higher rates of employment. Evaluation of the Phase 3 expansion of the network to Rochdale,

³⁰ Age UK and International Centre for Longevity UK (2015). *The Future of Transport in an Ageing Society*. London.

Oldham, Tameside and South Manchester (including the airport) suggests significant positive benefits for those from the most deprived communities across GM.³¹

- 3.38** Bus, by far the most used form of public transport across GM, has the potential to deliver much greater value for public money. It provides access to jobs, gives young people access to education, skills and training and can help overcome isolation for older and disabled people. It also contributes to public health, encouraging more exercise than travel by car and enabling access to healthcare. The importance of bus travel to inclusive growth is shown by the fact that people in low incomes families are more dependent than others on bus travel, with the lowest income quintile making three times more journeys by bus than those in the highest income quintile.³² Furthermore, people with disabilities use buses about 20 per cent more frequently than the non-disabled population.
- 3.39** Since 1986, bus patronage across GM has fallen from 355 to around 210 million passenger journeys per year. By way of contrast, in London, where bus services were also privatised but crucially not deregulated, patronage has doubled since 1986. At the same time, 37 per cent of GM jobseekers cite lack of access to transport as being one of the top barriers to attending an interview or getting a job.³³ The key risk in GM is that if the patronage numbers continue to fall, the number of bus services will reduce and those without access to private vehicles will become more isolated, further limiting their connections to healthcare, education and employment. The option to reform bus services was a key component of the 2014 GM Devolution Agreement and is included in the Bus Services Bill, which is currently progressing through Parliament. The Bill looks to provide an elected Mayor of GM with the option to franchise bus services, giving GM the ability to determine the routes, timetables, fares, frequencies and quality standards for all bus services in GM, and allow them to be more closely integrated with other public transport modes.
- 3.40** Other GM transport policies which support inclusive growth include Travel Choices, which includes a number of initiatives, such as a Bike Back to Work scheme, a 28 day free travel ticket, and offers newly employed people discounted travel tickets for a number of months.

³¹ Metrolink Phase 3 Evaluation Report – early findings. Available at <http://www.tfgm.com/Corporate/Pages/CorporateLibrary/Miscellaneous.aspx>

³² Passenger Transport in Isolated Communities, 2014, Transport Committee, House of Commons. Available at <http://www.parliament.uk/business/committees/committees-a-z/commons-select/transport-committee/news/report-transport-in-isolated-communities/>

³³ Jobseeker survey (up to October 2015) - forthcoming LSTF report for DfT

Improving Business Support

3.41 GM uses the influence it enjoys with local employers through the business-facing activities of the Manchester Growth Company (MGC) to support its inclusiveness goals. A wide range of services to GM businesses are provided through the MGC – to help them grow and improve their productivity. This includes support to start and grow a business, inward investment, sector-specific growth support, innovation and export advice, and organisational development services including Investors in People accreditation. Three key strands of activity which support inclusive growth are currently:

- (i) Developing a Growth Hub Alumni Network as a mechanism to generate and capture social value from companies receiving GM-funded business growth services. Companies receiving MGC business growth support are actively encouraged, and supported, to commit their time or their company to the achievement of GM Social Value outcomes.
- (ii) Ensuring that employment or skills development opportunities generated by local business growth are captured and made available to GM residents. MGC has developed a Workforce Development team who will act as the key link between MGC's business growth services and GM skills and employment providers. This is a new, initially small, team that supports GM companies to understand the importance of attracting, retaining and developing a skilled workforce to the growth potential of their company, and then helps to ensure that jobs, apprenticeships and in-work training opportunities generated by local business growth are captured and channeled through to GM's recruitment and skills services.
- (iii) Capacity building and supporting GM SMEs to better respond to, and deliver on, GM's Social Value Policy when responding to local public sector procurement opportunities. Procurement experts help SMEs understand how to bid for local authority contracts, and offer specific support in relation to GM Social Value policy, including understanding what GM local authorities and wider public sector partners are looking for, what 'good' looks like, and what the reporting requirements are.

3.42 In addition to direct business support MGC is working with the GM Social Value Network and the Inclusive Growth Analysis Unit to help coordinate and increase the capacity, capability and consistency of provision across GM.

Protecting Sustainable Growth

- 3.43** The residents of GM depend on the natural environment for a variety of benefits to their well-being. These dependencies include access to a range of ecosystem services, from utilising basic resources for living - clean air and water, food, fertile soil - to interactions with nature in places where people want to live, work and play. These issues directly affect our future socio-economic health and wellbeing. We need work closely together to build environmental sustainability and resilience into plans, strategies and, most importantly, into our investments and communities.
- 3.44** Pressures on NHS and care services heighten the need to influence the wider determinants of health and wellbeing. There is already strong research evidence on the connection between access to a good quality environment and the mental and physical health of individuals & populations and the productivity of the workforce. The challenge is to understand future hazards and risks that climate change poses, ensuring this understanding, action and investment is embedded across a range of interlinked infrastructure, growth and other investment programmes at GM level.
- 3.45** GM has been chosen by Defra to be the national Urban Pioneer, as part of Government's 25 Year Environment Plan, to act as a template for other urban centres to follow. This is partially because GM is delivering a number of significant scale environment and carbon reduction programmes, and partially because GM has immense opportunities to enhance natural capital and deliver a low carbon economy. The cities of the future will need enlightened long term planning of urban areas considered as a whole, where public benefit are deliberately built into the growth and development of the city.
- 3.46** GM's growth and reform agenda is only part of the activity which is taking place across the city region to tackle the social and economic barriers to inclusive growth. Districts, voluntary and community groups and social enterprises are also developing innovative approaches – as set out in the next section.

Section 4: Local Innovative Practice Driving Inclusive Growth

- 4.1** The growth and reform agenda at the GM-wide level complements a wide range of activity by districts, the voluntary and community sectors, and social enterprise. The ongoing development and refinement of GM's reform strategy is led by the evidence generated at a local level through testing new and innovative approaches, and sharing and scaling what works.
- 4.2** In order to understand the breadth and nature of this activity, the GMCA conducted a Call for Evidence from partners within GM, gathering examples of local initiatives which aim to promote greater inclusivity within the local economy and evidence of the success of these approaches. This will ensure that this evidence informs strategy at a GM level, and that effective approaches can be replicated or scaled where appropriate.
- 4.3** The Call for Evidence was led by representatives of each Local Authority who coordinated a response that drew together input from partners across their locality. It asked:
- (i) What locally-led initiatives and strategies are in place which provide opportunities in the most disadvantaged communities in GM? What evidence exists locally of the impact of these approaches?
 - (ii) What examples of activity exist where there is evidence of impact on health, education and other outcomes which make communities and individuals more resilient and able to contribute to, and benefit from, growth?
- 4.4** Responses were provided by each of the ten GM localities (as partnerships). We also received separate submissions from a range of arts organisations within GM (coordinated by MCC Culture), TfGM and a number of Lottery funded programmes. Although the response includes input from the VCSE sector given the extent of their expertise and contribution to this agenda GM Centre for Voluntary Organisations (GMCVO) and the GM Voluntary Sector and Social Enterprise (VCSE) Reference Group have submitted evidence to the RSA independently from the GMCA.
- 4.5** The evidence has been broadly categorised against five thematic headings based on the nature of the initiative. However, in many cases the evidence is relevant to more than one theme. A full dossier of the evidence is provided as Annex B to this report and a summary of the evidence is provided below on:
- (i) Building high employment standards
 - (ii) Connecting people to opportunities and encouraging career progression

- (iii) Transforming services to better support those with intensive or specialist needs
- (iv) Making communities more resilient and healthy
- (v) Regeneration

(i) *Building High Employment Standards*

- 4.6 The Call for Evidence highlighted two distinct themes of activity in relation to working with local employers to promote inclusivity in their working practices; fair employment, and social value.
- 4.7 The focus of activity around fair employment includes the promotion of a living wage both within public sector organisations, and through leverage with local businesses, approaches to this have included the development of place-based employment charters, business networks and specific agreements with employers.
- 4.8 It is recognised across GM that the social value obligation on public services created by the *Public Services (Social Value) Act (2013)* is an important tool in bringing about more inclusive growth and is becoming evident in local procurement policies. The requirement for public bodies to consider the broader social, economic and environmental benefits when making procurement decisions provides an opportunity to strengthen the local economy and secure more inclusive growth.

(ii) *Connecting people to opportunities (education, training and employment) and encouraging career progression*

- 4.9 As set out above, key element of the Greater Manchester Strategy and our approach to inclusive growth, is connecting people to jobs, as well as education, training and career progression opportunities. Through the call for evidence it is clear there is a particular focus on the following:
- **Education, Training and Employment Opportunities for Young People;** a number of areas in GM have implemented programmes of support for NEET young people, with some success. These are largely targeted models of personalised support combined with funded apprenticeship or work placement opportunities.
 - **Employment and Pre-employment Support;** the call for evidence has highlighted a number of areas of innovative and effective practice; connecting employment support with other community based services, working with employers to create and connect people to job opportunities, and providing support for excluded groups such as ex-offenders.

- **Developing Digital Skills;** there are a number of small scale projects beginning to provide opportunities for people to develop their skills, from providing hands on experiences for school children, developing coding skills amongst those furthest from employment, to providing basic IT workshops in a deprived neighbourhood.
- **Career Progression;** a focus on career progression is not yet highly evident across GM although Oldham have established a Career Advancement Service which provides an extended information, advice and guidance offer seeking to help residents already in work to progress from low pay, low skill jobs.
- **Promoting Enterprise;** a number of peer networks have been established in GM to promote and support enterprise, and social enterprise. An enterprise trust is in place in Oldham, which invests and provides loans for start-up businesses.
- **Transport;** a range of Travel Choices support to jobseekers has been devised and funded through the Local Sustainable Transport Fund, a combination of Department for Transport and GM resources.

(iii) Transforming services to better support those with intensive or specialist needs

4.10 The evidence provided by localities demonstrated the activity that's underway locally across the breadth of GM's reform ambitions, and how this is being embedded and integrated into mainstream local approaches with clear benefits.

4.11 The scope of public service transformation in GM extends beyond the ambition and strategy set out at GM level. There is also evidence emerging of best practice which can be learnt from at city region level. The focus of much of this activity is on better responding to and preventing the issues experienced by those who are most disadvantaged and excluded, for example homelessness, the 'toxic trio' of domestic abuse, mental health and substance misuse, as well as debt and financial exclusion.

4.12 A key enabler of reform will be the collective workforce. To deliver a changed relationship between citizens and the state change is needed, not only of systems, services and processes but workforce behaviours, values and ethos. This change in mind-set is needed both at leadership level and in the frontline workforce: making reform happen in practice. The Wigan Deal and the Our Manchester approach are key examples of how this approach is being adopted at scale.

(iv) Making communities more resilient & healthy (helping people to do more for themselves)

4.13 GM's principles of public service reform set out the ambition for a new relationship between public services and citizens and communities, supported by an asset based approach that recognises and builds on the strengths rather than focussing on the deficits. The principles also propose an approach that supports the development of new investment and resourcing models, enabling collaboration with a wide range of

organisations. This approach will be essential to realising GM's ambitions for more inclusive growth, supporting individuals and communities to be healthy and prosperous as part of a growing economy, through maximising existing social networks and community assets.

4.14 The material submitted to this Call for Evidence has highlighted there is a diverse range of initiatives that are turning these principles into activity across GM. A number of key themes emerged from the evidence submitted:

- **New Investment Models;** a number of areas in GM have begun to develop new investment models to support the community and voluntary sector. This may take the form of a large locality wide investment fund or micro-grants schemes with resident involvement in decisions about funding.
- **A new relationship between public services and citizens and communities;** there are many ways in which the relationship between public services and communities is changing, one example of this is the transfer of assets to community management and ownership. Another is the way in which public services engage with communities, learn from them in processes of redesign and co-design of services, and provide new opportunities for citizen participation in local budget spend decisions and processes. New models are also being developed of supporting community and voluntary sector activity locally.
- **Ageing;** the Ageing agenda across GM has developed significantly in the past nine months. The Ageing Hub has three priorities: GM will become the first age-friendly city region in the UK, GM will be a global centre of excellence for ageing, pioneering new research, technology and solutions across the whole range of ageing issues and GM will increase economic participation amongst the over-50s. There are a number of Ambition for Ageing projects underway across GM.
- **Building Community Capacity;** there are numerous examples of building community capacity locally across a wide range of communities and issues, key themes of activity emerging were food, green infrastructure, health & wellbeing, education and the arts.

(v) Regeneration

4.15 Through the Call for Evidence a number of districts in GM also highlighted regeneration activities that were contributing to inclusive growth locally. These programmes are often focussed on particular neighbourhood centres or town centres and have specific aims to create jobs for local people by supporting enterprise and attracting new businesses into the area, develop affordable housing and reduce inequalities more broadly.

Implications

4.16 The call for evidence has identified a number of preconditions for success of inclusive growth initiatives:

- **Collaborative leadership and partnerships;** successful initiatives have relied on good collaborations and leadership across a wide range of partners and sectors. A good partnership with clear system leaders is an essential pre-condition.
- **Social resilience;** growing networks of cultural and creative activities may be starting to produce social resilience, where groups mutually support and grow creative capital. This may produce more thriving communities of interest, particularly amongst younger people.
- **Role of the Public Sector;** there is a central role for public sector in making growth more inclusive beyond traditional economic development and regeneration activity – through social value procurement and supply chain management creating job and training opportunities, taking new approaches to commissioning and supporting the VCSE sector, and by providing a place leadership role that champions high employment standards.
- **Economic development strategies allied to community development;** physical proximity to economic growth and effective transport infrastructure is highly important to allow communities to connect to areas of high job density; however a broader strategy is necessary to ensure that the barriers faced by excluded communities are addressed. These can be deeply embedded and are often intersecting, issues such as poverty, poor health and low skills often going hand in hand.
- **The Voluntary, Community and Social Enterprise (VCSE) sector as a strategic delivery partner;** the VCSE sector should be seen as an important provider of social and structural capital in disadvantaged communities. They are often based placed to engage with the most excluded residents particularly in providing education and training, health improvement, volunteering and work experience project which can move participants closer to the labour markets. Ensuring the involvement of our existing VCSE sector and fostering targeted development of new and additional voluntary action, enterprise and volunteering is a crucial enabler.
- **Workforce Development;** the preconditions above are dependent on new models of leadership and workforce development. To deliver a changed relationship between citizens and the state we need to change the way we work, through different behaviours values and ethos.

4.17 In summary, there is a significant volume and breadth of activity underway in GM, led by a range of partners, which seeks to promote inclusive growth. The activity takes a range of approaches, acting at different levels of the system; from community capacity building, new investment models, reforming the public service response to need, to connecting people to and creating of high quality employment opportunities.

- 4.18** Much of this activity is at small scale through pilot and testing approaches, often supported by limited-term funding sources. The extent and quality of evaluation and evidence of impact is variable, there is a need to build on the evidence base and ensure learning and best practice is shared locally and nationally
- 4.19** This provides an opportunity for GM to seek to understand and address the conditions that may be preventing us taking these approaches to scale (i.e. insufficient evidence, financial constraints etc.), and develop an effective means of building on, and learning from, activity already underway.
- 4.20** Finally, there are a number of ways in which some of the approaches exemplified in the Call for Evidence could potentially be supported at a national level, for example incentivising fair employment practices and apprenticeships, enabling the development of bespoke pre-employment and employment support models and diverse routes into employment, promoting and supporting small enterprise and the development of entrepreneurial skills and ensuring public transport is accessible.

Conclusion

- 5.1 The RSA's Inclusive Growth Commission can shape a new place-based approach which gives all communities the opportunity to contribute to, and benefit from, growth. This will require a strategy for raising productivity which focuses on people, assets and place – bringing policies together in places so that they can be more effective. It must be underpinned by a strong, integrated, growth-driven regeneration strategy that tackles barriers to investment and enterprise, and combine the economic and social – aligning policies focused on delivering growth with those focused on reforming services. Inclusive growth, which extends opportunities, reduces inequality and tackles poverty, requires system-wide change – investing resources in early intervention, supporting individuals, families and communities to build on the assets they hold, and investing in skills and infrastructure.
- 5.2 As this submission has set out, GM's experience of growth over the last 20 years is impressive by the standards of the UK outside London and the South East with higher productivity sectors and businesses, at the cutting-edge of innovation, playing an important role in driving productivity growth and creating well-paid jobs. But significant challenges remain to ensuring that all communities are able to contribute to, and benefit from, growth.
- 5.3 **Raising productivity – a basic requirement for inclusive growth – has been a long-standing challenge for the UK, and one which the heavily centralised approach over recent decades has failed to meet.** It has failed because although it has identified many of the right levers for raising productivity – better infrastructure, more investment, higher skills, greater innovation – it has been unable to bring these together effectively. Central government silos have failed to join up and co-ordinate strategies and policies at the level where they can work in a collaborative way to affect people and businesses – the places where they are living, working and investing.
- 5.4 **A new place-based strategy is needed which joins up people, assets and place, combining the economic and social, addressing both growth and reform.** The factors which are preventing inclusive growth range from global economic trends through to local issues at the level of individual communities, neighbourhoods or families. Addressing them will therefore require a jointly-pursued place strategy, with the policies of central government, city regions and districts working together to regenerate places, creating communities where businesses want to locate and invest, and people want to live.

- 5.5 Reform also needs to be properly funded. The significant squeeze on public spending since the Financial Crisis has severely restricted the ability of authorities to invest in areas – such as skills development, infrastructure, health services and pre-emptive investment to tackle social issues – which are vital to raising productivity through inclusive growth. The economic and social infrastructure which support people into work, to progress in work, and business to grow, needs proper investment.
- 5.6 **GM’s place at the forefront of reform has led to the development and implementation of innovative programmes and policies.** The reform programmes and pilots that GM has implemented over recent years have had a significant impact, but the rising demand caused by complex issues within individuals and families continues to pose a challenge. Current centralised systems have no way of accounting for the future demand which is building up in the current system or, therefore, the impact of social investment. Individuals, families, and communities require a system that understands the issues, takes ownership, and eradicates duplicated effort. **The urgent need is for a significant shift in the system, made possible through place-based budget settlements, not just for adjustments to the provision of individual programmes.**

Measuring Greater Manchester's economic performance through the lens of inclusive growth

Diane Coyle

Professor of Economics, University of Manchester & Co-Director of Policy@Manchester

Introduction

Conventional economic statistics are an increasingly poor measure of economic welfare. The headline figure for growth in real GDP does record improvements in living standards over the long run; there is no doubt that living standards are higher now than they were thirty or fifty years ago. But the conventional metric omits many important aspects of economic progress. It excludes sustainability, whether environmental or financial. It ignores questions of distribution, and the role of unpaid work outside the market economy. It is also now failing to record well the structural economic change that is under way, affecting the way people work and the kinds of businesses and networks of businesses that are emerging. An active debate among economists about these shortcomings is under way, encompassing discussion of dashboards, measuring natural capital, looking at the policy implications of well-being or 'happiness' measures, and tracking the impact of the digital economy.ⁱ

Meanwhile, as researchers explore these questions, Greater Manchester needs to develop a manageable approach to monitoring economic growth for all its residents. Those responsible for policy need to track the outcomes of their decisions, and voters ultimately need to be able to hold them to account. Addressing the need for good measures is all the more challenging because existing sub-national statistics are inadequate. The word 'statistics' is derived from 'state'; measurement of the economy developed as a tool of governance. It is highly revealing about the centralisation of policy in this country over the course of the past century that the measurement of economic and social outcomes at anything below the national level has atrophied. While this is changing now, not least because of the devolution of the UK's nations and now the English city devolution process, it adds to the immediate challenge in Greater Manchester.

This note describes the challenge in more detail, discusses what statistics are available and how they might be improved, and suggests an approach to monitoring who is benefiting from GM economic growth.

One key question is whether it is better to look for a single indicator – an improved version of GDP at the city region level, adjusted to take account of the distribution of economic opportunities – or for a small number of indicators. The trade-off is that the latter approach provides more useful information,

because there is more than one dimension to a successful economy; but it is easier for public debate to focus on a single number, if one can be found to overcome sufficiently the shortcomings of the current single number, GDP, or Gross Value Added in the context of the city region.

Shortcomings of economic growth figures

The success of the economy at the national level has long been seen in terms of growth in GDP, but the drawbacks of the focus on this number have become clearer.ⁱⁱ Some of these shortcomings are all the more severe when the lens of inclusive growth is applied to the statistics.

The headlines for a start simply focus on the quarterly or year-on-year growth rate of GDP, adjusted for inflation. They rarely even look at growth per capita, which is lower when the population is increasing. Still less do the figures shine any light on the distribution of growth, either in terms of different groups on the income scale or in terms of different regions, at least until other statistics making the analysis possible become available much later. Until very recently, the distributional questions have not been an issue politically, and so there has been little demand for more timely information. This is changing but the improvements will take time.

Since it was created, critics have pointed out that GDP omits a large amount of valuable but unpaid labour, especially child care and work in the home. The only household service counted in the figures is an estimate of the rent owner-occupiers would have to pay if they did not own their own property, on the grounds that this was a large figure and leaving it out could lead to big swings in GDP if people simply changed their housing tenure. Yet the ONS estimates that the value of childcare provided by family in friends is even larger, and again can lead to swings in GDP if people pay for crèches and nurseries instead. For people on low incomes, unpaid care for children or dependent adults is particularly important. It is not possible to know what public services are needed without better information about the need.

Another key omission from GDP is the cost of economic growth in terms of its impact on the environment, either short-term effects such as pollution, or longer term damage to natural assets, such as reduced biodiversity, the loss of green spaces in cities, the depletion of water tables or the removal of natural flood defences such as marshy flood plains. All of these forms of natural capital are vulnerable to the demands of development, which boost short term growth at the expense of the future. Again, this information is only just starting to be recorded – at the GM level with the recent launch of the first natural capital urban pioneer.ⁱⁱⁱ And again, it is important for people on low incomes. Air quality is likely to be lower, green space rarer, in areas where there is greater poverty. Natural capital is one of the only forms of capital to which those with nothing else have access; at least we should know whether they are breathing more polluted air and have next to no access to nature. Public infrastructure capital is also important, for the same reason, and again the distribution of access to these assets for lower income households.

Finally, GDP was a measure of the aggregate economy devised for the age of mass production manufacturing. The character of the economy has changed greatly. It is now largely based on services. New types of business are being enabled by digital technologies. The nature of work has been changing. One problem is that the categorisation of occupations and industrial sectors dates from a time when manufacturing was far more important. There is fine detail for different occupations or sub-sectors in manufacturing, but broad-brush categories for services. We do not know how many people are working in the 'sharing economy' businesses, or on zero hours contracts. People working on software development or video games or social media marketing could select various high-level categories to describe their job. The GDP total is itself affected by difficulty in accounting for the value people get from free digital services, and by changes in business models such as the bundling of services, which makes it tricky to calculate the price index and therefore real growth.^{iv}

Box 1: Definitions of GDP and GVA

Gross domestic product (GDP) captures the value of goods and services that the UK produces during a given period. GDP can be expressed in nominal or real terms. Nominal GDP reflects the value of all the goods and services which are produced in the UK during a given period, using their price at the time of production. Real GDP also reflects the value of produced goods and services, but it uses constant consumer and producer price indices to remove the effects of rising price levels (inflation). Periods of real GDP growth are thought to enhance the welfare of individuals as economic growth allows average incomes to rise, supporting a higher level of consumption. Periods of negative real GDP growth are associated with lower incomes, lower consumption and consequently a lower standard of living.

GDP can be estimated using three different methods:

1. The production estimate is based on the value of final output in the economy less the inputs used up in the production process.
2. The expenditure estimate is based on the value of total expenditure on goods and services, excluding intermediate goods and services, produced in the domestic economy during a given period.
3. The income estimate measures the incomes earned by individuals (for example, wages) and corporations (for example, profits) directly from the production of outputs (goods and services).

Using the three different methods avoids sole reliance on one source and allows greater confidence in the overall estimation process. If perfect data were available, the three approaches would generate equal estimates. However, as the data collected and processed by ONS are based on a variety of sources, the three estimates can be different. In order to obtain the best estimate of GDP (the published figure), the estimates from all three approaches are reconciled.

Gross Value Added (GVA) measures the contribution to the economy of each individual producer, industry or sector.

The link between GVA and GDP can be defined as: $GVA + \text{taxes on products} - \text{subsidies on products} = \text{GDP}$

Regional data

This list of shortcomings applies to the general concept of GDP growth as an economic thermometer. When it comes to statistics for sub-national regions, the practical problems are worse because there has been too little gathering of the necessary data, and the figures needed are published with long delays. As statistics are the information the state needs for its own purposes, it is all too obvious that the distribution of economic success around the country has not – until now – been at all important to central government. This situation is improving, and there are prospects for much better information when the Office for National Statistics gains access to ‘administrative data’ – that is, information held by other government departments such as HMRC. Other advanced countries have long had such joined-up provision of statistics, but it is only just on its way in the UK.

Meanwhile, there are sources of information that can be put together to get a picture of the local GM economy.

The headline measure is regional Gross Value Added, calculated by starting with the national figure for the total and dividing it up by applying a regional growth indicator (calculated from various sources as a guide to how the regions is doing). This is rather arbitrary. The figures also only start to become available with a year’s delay compared to the national ones. It has not previously been possible to adjust the regional GVA for inflation either. The ONS is planning to introduce this measure, and has piloted an experimental version, however.

Box 2: Methods of calculating GVA

At present, ONS calculates regional GVA using the income approach, which involves adding up all the income earned by resident individuals or corporations in the production of goods and services. This excludes transfer payments such as state benefits which represent a redistribution of incomes previously earned and therefore do not add anything to current economic activity. These are measured in current prices. They therefore combine the effects of changes in both prices and quantities and do not allow for inflation or different regional price levels. Some income components (for example, profits) cannot easily be split into prices and volume. ONS is intending to introduce Gross Value Added compiled using the production approach (GVA(P)), i.e. the sum of all output less costs of intermediate inputs, or in National Accounts terms, intermediate consumption. This will be able to be adjusted for inflation.

The North West was the fastest-growing region in terms of GVA in 2015.

Table 1: NUTS1 Regional GVA, 2015

NUTS1 regions	GVA per head (£) ²	GVA per head growth on 2014 (%)	GVA per head index (UK=100)	Total GVA (£m) ²	Total GVA growth on 2014 (%)	Share of UK total GVA (%) ³
United Kingdom ⁵	25,351	2.1	100.0	1,666,342	2.6	100.0
North East	18,927	2.8	74.7	49,677	3.0	3.0
North West	21,867	3.0	86.3	156,872	3.6	9.4
Yorkshire and The Humber	20,351	2.4	80.3	109,704	3.0	6.6
East Midlands	20,929	1.0	82.6	97,887	1.8	5.9
West Midlands	20,826	1.6	82.1	119,769	2.2	7.2
East of England	23,970	1.7	94.6	145,651	2.7	8.7
London	43,629	1.6	172.1	378,424	3.2	22.7
South East	27,847	2.3	109.8	249,174	3.2	14.9
South West	23,081	2.0	90.8	126,007	2.9	7.6
England	26,159	2.1	103.2	1,433,164	3.0	86.0
Wales	18,002	2.8	71.0	55,788	3.0	3.3
Scotland	23,685	1.8	93.4	127,260	2.3	7.6
Northern Ireland	18,584	1.4	73.3	34,410	2.0	2.1
Extra-Region	n/a	n/a	n/a	16,242	-19.3	1.0

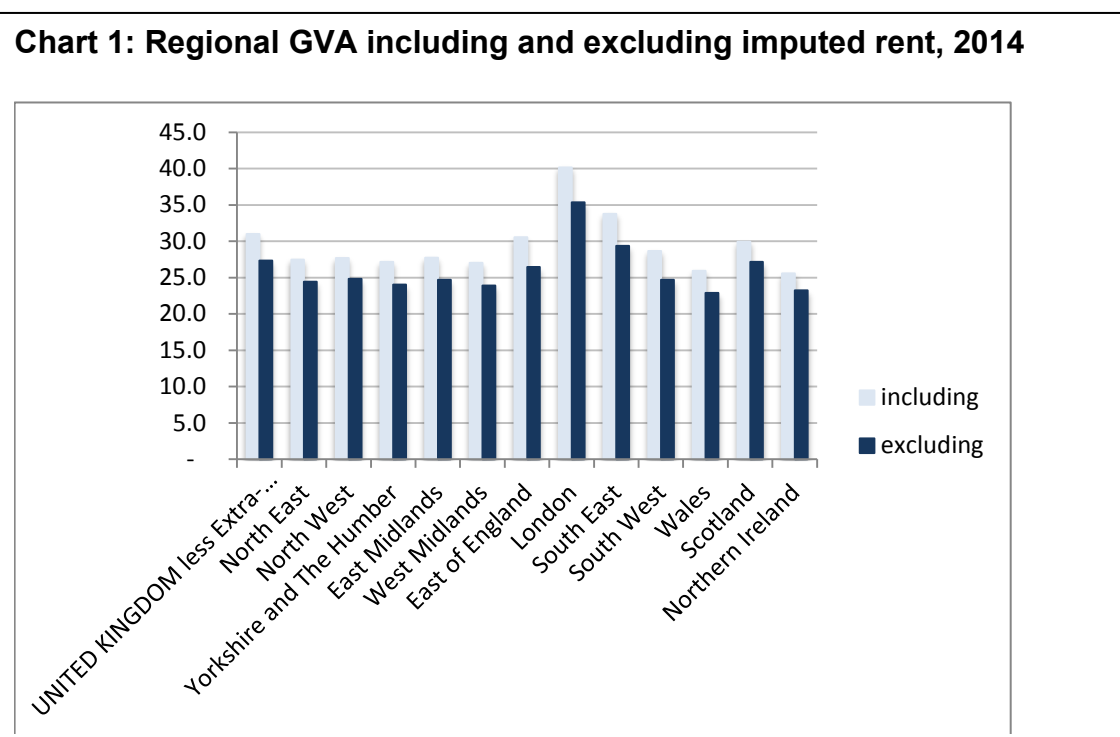
Source: Office for National Statistics

Notes:

1. GVA at current basic prices on workplace basis.
2. Figures may not sum due to rounding in totals; per head (£) figures are rounded to the nearest pound.
3. 2015 estimates are provisional.
4. Shares have been calculated as the regions' proportions of the UK total excluding statistical discrepancy.
5. Per head and per head index figures exclude the statistical discrepancy and Extra-Region: the off-shore contribution to GVA that cannot be assigned to any region. These are included in the total GVA figure.

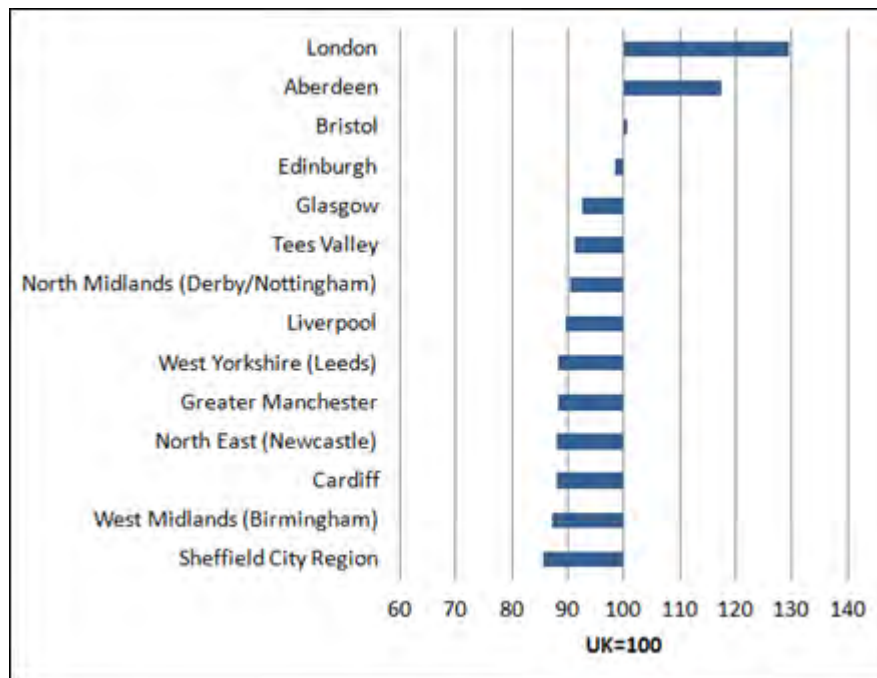
However, growth of the GVA total by itself is not very informative. Policymakers need to have a sense of how well the economy is doing in terms of its productivity, which determines both the continuing capacity to grow and the potential scope for improved living standards.

As noted earlier, the inclusion of imputed rent distorts the regional comparison somewhat and is hardly relevant to productive potential. Ideally, for a truer measure of a regional economy’s economic strength, there would be statistics for the core ‘market’ economy, taking out imputed rent, government and also oil and gas. Chart 1 compares regions (in late 2014 – the most recent figures available) including and excluding the imputed rent component. Excluding it brings all the figures down, but with a greater reduction for London and SE England.



To understand productivity, regional GVA needs to be looked at on a per worker, or per hour worked, basis. The GVA figures for selected city regions compared to the UK average are shown below, although it should be noted that the UK is unique in European and the G7 being so skewed towards its capital. Only London and Aberdeen lie significantly above the UK average, the latter due to the oil contribution in 2014.

Chart 2: Regional GVA variance from UK level, 2014

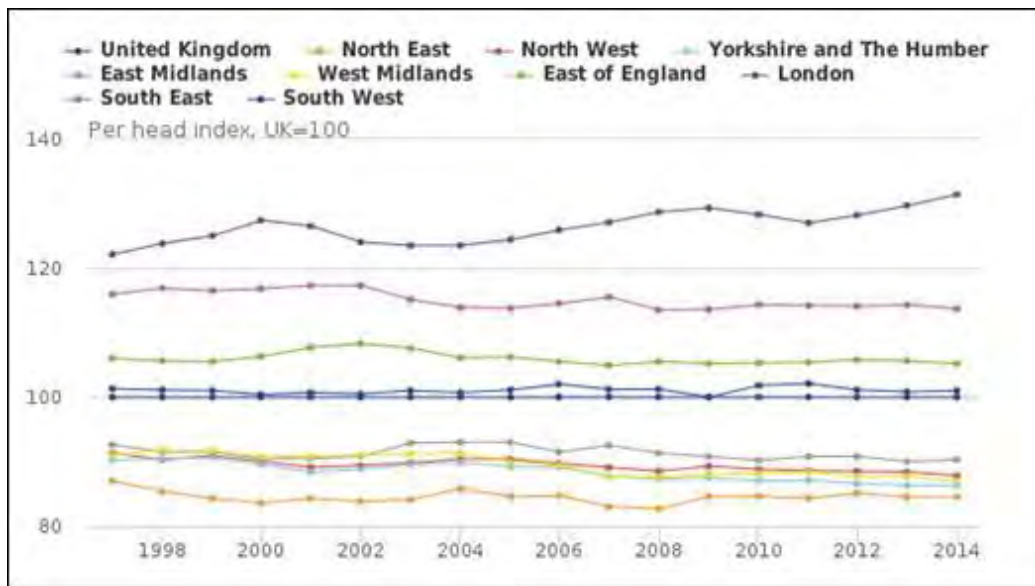


Distribution of growth

The overall picture in terms of understanding the economy at the regional or city region level is of a paucity of regional up-to-date statistics in general. Within that, there is less information on distribution. The annual publication gives a figure for average GVA per capita. Yet this is not a meaningful indicator of how growth is being shared for two reasons.

The first is that many people commute into and out of cities. GVA per capita mixes together workers and residents; many city centres have high GVA per capita because of the work done by commuters but can also also many people on low incomes living in them. The GVA per hour worked figures used above are a good indicator for thinking about productivity but not about living standards. One alternative for the latter is to look at the evolution of income per household. At the regional level, London and the South East again top the chart, and London has been accelerating away from other regions for most of the past 20 years.

Chart 3: Income per Household



However, this is a broad brush picture showing regional averages. For inclusive growth, it is necessary to know about the distribution of income and opportunities for different groups of people. One indicator of how averages can mislead is simply to look at the difference between the average income and the median (which is the mid-point of the income distribution). The average is always higher because it is pulled up by the fact that some people have very high incomes. Over time the average has also been rising faster than the median, reflecting rising inequality.^v Chart 4 shows this pattern for the UK as a whole.

Chart 4: Mean and median household incomes before housing costs (GB)



Note: Incomes have been measured before housing costs have been deducted and are expressed in 2014-15 prices. All incomes have been equivalised using the modified OECD equivalence scale and are expressed in terms of equivalent amounts for a childless couple. Years refer to calendar years up to and including 1992 and to financial years from 1993-94 onwards.

Source: Authors' calculations using the Family Resources Survey and Family Expenditure Survey, various years, and Muriel and Sibeta (2009).

To understand the inclusiveness or otherwise of growth in GM, it will be necessary to go beyond mean and median to looking at different portions of the distributional ladder, particularly in the lower half. The annual ASHE survey of earnings includes some regional data that could be used to explore the distribution. ONS is beginning to use administrative data (including Census data but also data from HMRC) to produce indicators of income distribution at the local authority level, but this will not be available for two years.

There is beginning to be useful research looking at economic opportunities and incomes. The Inclusive Growth Analysis Unit at the University of Manchester led by Professor Ruth Lupton has produced a monitor including a range of indicators for city regions, with a focus on GM.^{vi} These include indicators relevant to inclusion, such as skills and employment in low wage sectors, although they are not distributional. UoM researchers led by Professor Cecelia Wong have developed a mapping of commuting flows using census data.^{vii} Researchers are looking at other aspects of urban inclusion using 'big data' techniques.^{viii}

The pressing question is what indicator(s) are needed for policy makers and residents to be able to monitor progress on an everyday basis. The distribution of income and economic opportunities is not an abstraction: it refers to the characteristics of individuals living and working in specific places. The distribution of income and economic welfare, and economic geography, are different facets of the same issue. What information is needed to take inclusive growth seriously?

The types of indicators below divide into two categories: how well is the GM economy doing in terms of creating future opportunities for inclusive growth? Secondly, what is the distribution of the current outcomes for GM residents? Much of the discussion about inclusive growth focuses on tracking outcomes, but it is essential to track capabilities as well. In economic development terms, equipping people with the capabilities they need to improve outcomes for themselves is at the heart of the policy challenge.^{ix}

Sector monitoring

GM has the particular issue of having many low value jobs in its high value sectors such as professional services, combined with faster growth in low-productivity sectors such as distribution. Low paying sectors' (defined as sectors in which at least 30% of jobs pay below the low pay threshold) are also accounting for an increasing share of jobs in Greater Manchester: in 2000 they accounted for 35% of jobs rising to 40% in 2014.

There also appears to be limited upward mobility opportunities. In 2014, just over 23% of jobs paid less than a living wage in GM and median pay remains significantly below pre-recession levels. Circumstances should improve with the introduction of the living wage, but low wages currently contribute to high spend of over £1.5bn a year on tax credits. In 2012/13, some 219,000 GM residents received tax credits, 70% of whom were in work. This level of

dependence on the tax credit system is higher than all other major city regions except Birmingham and the West Midlands.

It is difficult tracking high value sectors not least because of the outdated classifications mentioned earlier. There is a need for finer-grained information for GM on the supply of and demand for high level skills, who has the skills, and where they live and work. Future research led by AMBS will be looking at the question of creating good (well paid and satisfying) jobs in GM, emphasising both the supply of skills and importantly ensuring there are growing businesses demanding those skills.

Access to housing, infrastructure and natural capital

Although again there is a lack of enough information, these kinds of assets are known to be especially important for people with low incomes. Housing quality and location is strongly linked to a number of indicators of poverty. Analysis of specific neighbourhoods is important. This was one of the pieces of work informing the 2009 MIER and it would be interesting to see it updated. Access to infrastructure and natural capital, the only capital those on low incomes can use, is often ignored. They are linked to economic and social opportunities and to health and well-being. They also interact with each other.

For example, transport infrastructure is important for linking people to jobs, and ensuring neighbourhoods are not socially isolated from other kinds of area. It is also a contributor to air pollution; children living in poor families are more likely to live in areas of poor air quality and are more vulnerable to asthma. Everybody needs to be able to get easily to green space for their health and well-being – the government target is that no-one lives more than 15 minutes' walk away from a park or open, accessible land. Low-income neighbourhoods are least likely to have this access.

Distributional questions are rarely explicitly incorporated in planning or infrastructure decisions, although always affected by those decisions. For example, debates about protecting the green belt from development rarely consider that the main impact of a green 'belt' around a city is to keep access to the green belt confined to those who live in nearby, usually affluent, suburbs, and detracts from the preservation or creation of green spaces within the city. This is a self-reinforcing process, as proximity to the green belt will boost house prices compared to elsewhere. The GM spatial framework will be a distributional framework too.

Housing is also important for distributional reasons as the major non-pension asset owned by many people. Wealth is highly unequally distributed (10% of people in the UK as a whole own 45% of total wealth) and those people on the lowest incomes have no wealth, including no liquid savings. Housing tenure is therefore a useful indicator of some asset ownership, and an asset against which people can secure loans.

Chart 5a: Wealth Distribution in the UK

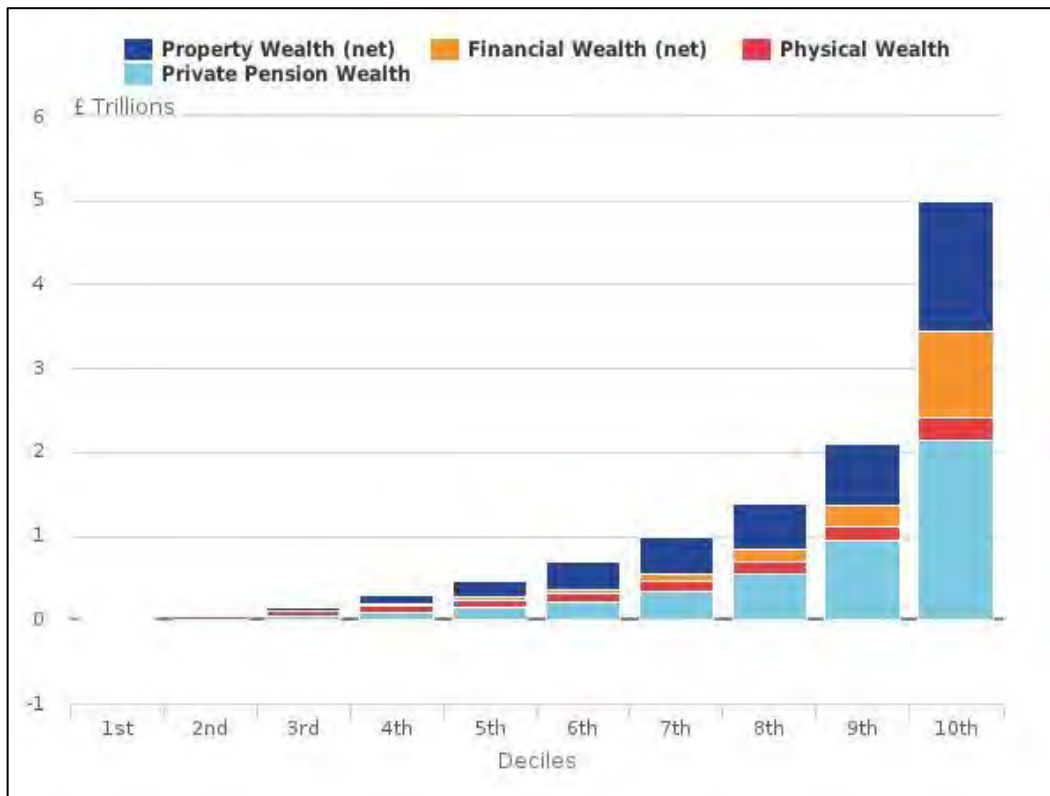
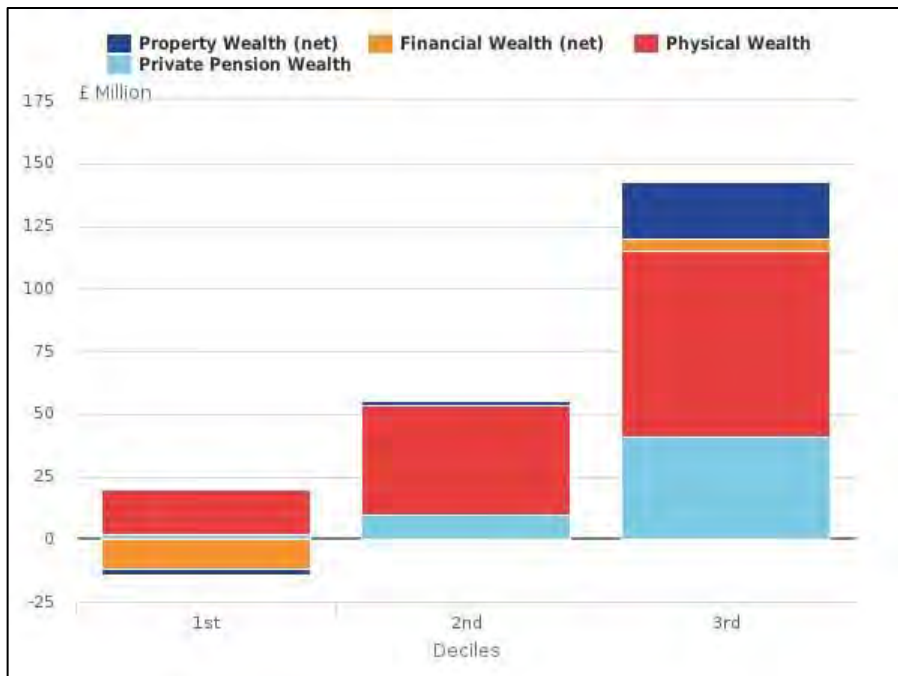


Chart 5b: Wealth Distribution in the UK (bottom three deciles)



Not surprisingly, regionally, wealth in the UK is concentrated in the south (but not London, where there are areas with many poor households).

Skills

Improving skills is well understood to be a vital, if long term, element of prospects for growth. The economic evidence that the creation of skills of all kinds, not just cognitive skills, starts early, and so policy is more powerful if it begins with pre-school interventions.^x The monitoring of skills needs to incorporate a distributional aspect, so resources can be tilted towards children and young people whose home environment and location mean they are unlikely to achieve their potential. Underperforming schools need particular focus, and additional funding. The FE sector is an important means of improving skills among those from poorer neighbourhoods who have not done well at school; it has been badly underfunded, however. In the absence of relevant powers to affect school and college resourcing at the GM level, the available data (such as school results and progress scores) could be assembled with an eye to the distribution of skills, and also looking at any mismatch between residents' skills and those required by employers.

The conundrum that GM is creating low value jobs even in high value sectors points to the existence of a classic economic development Catch 22 with regard to skills. This is that the incentive for individuals to invest in their own human capital is low when the available jobs are low value; and employers create low value jobs because of the low level of human capital prevailing in the available workforce. Breaking out of this may require quite active policy intervention in the encouragement of certain kinds of investment, matched with the provision of a potential workforce with suitable skills.

New data sources

It is important to consider developing new 'big data' sources, given the limitations of other statistics and the fact that some are still in development. There may be potential to explore new 'big data' sources for some of the dimensions discussed here. For example, air quality monitoring could potentially be mapped if there are enough sensors. Web scraped data may be a source of business or employment information not available from other sources, while consumer data (e.g. Tesco Clubcard use) can provide indicators of the types of consumers – and hence those excluded from, or with limited access to market interactions.

There are several ongoing projects and programmes within Greater Manchester that aim to address many of these issues individually. Across Greater Manchester, GM Connect is supporting the use and sharing of multiple data sources. The health sector in particular provides a vast array of data that is largely inaccessible outside of the health sector. Providing opportunities to better utilise this data – without harming patient confidentiality

– could support better understanding of ill health, need and inclusion across the city region.

Additionally, smart city programmes such as CityVerve and Triangulum aim to capture, monitor, share and use new information on topics as varied as health in the home and air quality. Both projects aim to capture more information to be used more widely – for example, in analysing air quality and passing this information to people with COPD.

Tools have also been developed around the UK and within GM that access, visualise and analyse a range of open data. In particular, data.gov.uk provides multiple data sources for a variety of public sector information, while the Consumer Data Research Centre provides access to a range of consumer data to provide an overview of an area. Within GM, the development of MappingGM has helped to visualise information on land availability and to support planning processes. This could easily be expanded to map and visualise other socio-economic and socio-demographic data.

Inclusive growth outcomes

There is no shortage of potential indicators of whether or not GM’s growth is inclusive. These begin with the headline figures for GVA growth and productivity, because without some growth there will not be any inclusive growth. Table 2 gives the indicator set proposed by the Inclusive Growth Analysis Unit.^{xi}

Table 2: Building blocks of the IGAU’s inclusive growth monitor

Table 1: Building blocks of the inclusive growth monitor		
Theme	Dimension	Broad indicator
Inclusion	<i>Income</i>	Out-of-work benefits
		In-work tax credits
		Low earnings
	<i>Living costs</i>	Housing affordability
		Housing costs
		Fuel poverty
	<i>Labour market exclusion</i>	Unemployment
		Economic inactivity
		Workless households
Prosperity	<i>Output growth</i>	Output
		Private sector businesses
		Wages/earnings
	<i>Employment</i>	Workplace jobs
		People in employment
		Employment in low pay sectors
	<i>Human capital</i>	Higher level occupations
		Intermediate and higher level skills
		Educational attainment

These are all important indicators, and all ones that decision-makers will want to track, but there are two drawbacks. The immediate one is that a distributional dimension to monitoring is needed, which could be spatial – looking at neighbourhoods or postcodes – or could be in terms of incomes. A second is that there are many indicators in the table, and one could think of adding others, including those described above covering the creation of the capacity for future growth to become more inclusive. For public debate and accountability, even if one single number is too few, 20 is too many, especially when some would ideally have distributions attached.

This explains the appeal of finding a single number, an index of inclusive GVA that would summarise the state of play, at least as it moved over time. It is always possible to combine different indicators in an index. This has the obvious drawback that if you want to understand why it has changed over time, you need to unpick it and go back to the components to analyse it.

It also has a far less obvious drawback, which is that combining different indicators involves giving them an implied weighting against each other.^{xii} So for example, creating an index combining GVA/hour worked and an inequality index (say the ratio of the mean to the median household income) embeds in the index a judgement that there is a trade-off between the two, and a judgment about how much inequality you will accept for an increase in productivity. There might or might not be a trade-off in reality, certainly over the medium term; and even if there is, any choice about how much of one to sacrifice for the other ought to be an explicit matter for public debate. In contrast to GDP and measures like GVA derived from it, which has its origins in economic welfare theory and is constructed according to accounting principles so that items which ought to add up do add up and are consistent with each other, an 'inclusive GVA' index would be ad hoc.

An inclusive growth dashboard

Weighing up these considerations, my preference is for an inclusive growth headline dashboard with just a small number of indicators; backed of course by all the detailed indicators discussed above.

It would need to continue to measure the growth in aggregate output – and therefore include GVA – but also cover the two other main dimensions of inclusive growth – earnings and employment. A core basket of indicators would therefore be:

- GVA per hour worked down to a local level;
- A measure of earnings, including a distributional measure (comparing the mean and median, the Gini coefficient or fixed percentiles);
- A measure of employment.

These should be produced in the same release and at the same time – or even ahead of – national GDP releases, so that they are clearly seen to be the appropriate measure of the state of the UK’s economies.

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ⁱ Coyle (2014) Chapter 6.

ⁱⁱ Coyle (2014); Bean (2016)

ⁱⁱⁱ https://www.greatermanchesterca.gov.uk/download/.../item_4_annex_gm_pathfinder

^{iv} Coyle (2015); (also 2017 forthcoming)

^v IFS (2016)

^{vi} <http://www.cities.manchester.ac.uk/medialibrary/igau/igau-inclusive-growth-indicators-core-cities-2016.pdf>

^{vii} <http://www.commute-flow.net/>

^{viii} <http://ubdc.ac.uk/research/research-projects/urban-research/>

^{ix} Sen (1999)

^x See Heckman (2006) for summary of the economic evidence

^{xi} <https://www.jrf.org.uk/report/inclusive-growth-monitor>

^{xii} See Ravallion (2010)

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1. INTRODUCTION

1.1 The Call for Evidence

1.1.1 In preparation for our submission to the RSA Inclusive Growth Commission the GMCA conducted a Call for Evidence from partners within Greater Manchester. The call for evidence aimed to gather evidence from around GM of innovative social initiatives and strategies which improve the Life Chances of GM residents and draw conclusions on how to encourage and develop strong and resilient communities, well placed to contribute to and access the benefits of economic growth.

1.1.2 The Call for Evidence was led by representatives of each locality on the GM Public Service Reform Operational Group, they were asked to coordinate a response from all partners in the locality to the following two questions:

1. What locally-led initiatives and strategies are in place which provide opportunities in the most disadvantaged communities in GM? What evidence exists locally of the impact of these approaches?
2. What examples of activity exist where there is evidence of impact on health, education and other outcomes which make communities and individuals more resilient and able to contribute to, and benefit from, growth?

Localities were asked to restrict their response to activity undertaken within the last five years.

1.1.3 This approach was taken in order to manage the volume of responses and ensure that the responses represented the most innovative and well evidenced activity taking place. An inevitable consequence of this is that the responses are largely focussed on public sector led and funded initiatives. The information presented here represents a snapshot of the key activity underway and attempts to provide a cross-section across the breadth and range of that activity in the context of Greater Manchester's strategic priorities for reform.

1.1.4 Responses were provided by each of the ten GM localities, we also received separate submissions from a range of arts organisations within GM (coordinated by MCC Culture), Transport for Greater Manchester and a number Lottery funded programmes.

1.1.5 The evidence has been structured under five broad thematic headings, however they are not mutually exclusive and there is clear connectivity between each of the themes and in many cases the evidence is relevant to more than one theme.

- A. Building high employment standards
- B. Connecting people to opportunities and encouraging career progression
- C. Transforming services to better support those with intensive or specialist needs
- D. Making communities more resilient and healthy
- E. Regeneration

1.1.6 If you would like further information about any of the initiatives described in this document please contact us via email (gmpsr@manchester.gov.uk).

1.2 Local Strategy

1.2.1 As part of their responses a number of localities described how inclusive growth is embedded in their local strategies. For example Bury have recently launched their Life Chances Commission. The commission has been established to generate evidence from a wide range of stakeholders in order to map local activity, celebrate what works and to understand what further work can be done.

The Commission seeks to understand how inclusive growth across GM can and should have a positive impact on their deprived neighbourhoods, ensuring residents can access the right skill sets for future employment. Its principal objective is to consider how the local authority, partners and stakeholders can work together to better align education, skills and employment. The ultimate outcome is that the skills and life chances of the population of Bury will be improved. The Commission will seek to be as concrete as possible, attaching its prestige to specific changes and improvements. The Commission is currently gathering evidence and seeks to present a report in early 2017.

1.2.2 Manchester's approach for the last ten years has been focused on how to connect more residents of the city to the opportunities of that growth – through reforming public services, supporting economic growth, and building attractive places to live and work. Inclusive growth seeks to change the nature of local economies so that a fairer and more equal distribution of opportunities and benefits becomes a prerequisite for a flourishing economy.

1.2.3 This focus is clear within the new Our Manchester Strategy, which sets the ambitions for the city for the next ten years to 2025, and within the forthcoming Family Poverty Strategy and Children and Young People's Plan. The Strategy, alongside the Our Manchester approach, represents Manchester's continuing focus on services at a local level. Critical to Manchester's future success will be its reputation as a great place to live, to work and to socialise, supported by high quality universal services that everyone is able to access.

1.2.4 The consultation for the Strategy reached thousands of people, who called for Manchester to be:

- Thriving – creating great jobs and healthy businesses;
- Filled with talent – both home-grown talent and attracting the best in the world;
- Fair – with equal chances for all to unlock their potential;
- A great place to live – with lots of parks, green spaces and things to do; and
- Buzzing with connections – including world-class transport and broadband.

1.2.5 The Our Manchester Strategy developed these ambitions into 64 priority actions that Manchester's people and organisations have agreed to work towards delivering together via the Our Manchester Forum (previously the Leaders Forum).

1.2.6 Similarly Trafford have set out their Vision 2031; 'No Nobody held back, Nobody left Behind', which will impact social and economic inequalities with the aim of equalising opportunities for all current 5 year olds in Trafford as they reach maturity. The Plan will have two main purposes:

- 'to help people to help themselves and each other', and
- 'to create places where people want to live, work, learn and relax'.

1.2.7 Using a raft of data and intelligence about the borough and the challenges it faces, Trafford have identified 7 high level borough-wide interventions which will reduce inequalities and shape Trafford for the future of all its residents and visitors.

The interventions focus on the following:

- shaping Trafford as a beacon for sports, leisure and tourism for all;
- creating and connecting visitor destinations of choice;
- providing excellent leisure and sporting facilities;
- maximising green belt;
- continuing to promote Trafford as a significant economic centre for the North West;
- bringing forward new housing development at pace;
- cross-sector co-design and co-delivery of services which empower and enable residents, communities and businesses to do more for themselves and each other;

- empowering, enabling, promoting and supporting behaviour change amongst residents and staff across all sectors under our Be Bold, Be Responsible, Be Active and other similar emerging campaigns;
- reducing the gap between educational qualifications, skills and the local job market
- Maximising technology to improve lives and productivity.

1.2.8 The intention from the outset is to be able to apply and adapt these borough-wide interventions to the 6 natural ‘towns’ which make up Trafford, to ensure that collective action reflects place as much as strategic intent. Trafford are using the information held within their Data and Intelligence Lab (e.g. our ward profiles) to develop action plans for each place as well as for the borough as a whole.

1.2.9 Salford has developed a strategy for its economic development, *Salford 2025 – a modern global city*, which includes four key, interconnected themes:

- **Transforming places** through investment in outstanding infrastructure, the public realm, housing and neighbourhoods.
- **Stimulating and sustaining economic growth** through developing and improving key employment sites and encouraging business growth
- **Connecting people and opportunity** through improving education, up-skilling communities, achieving high employment standards and fostering aspirations in communities
- **Delivering strategic connectivity** through improving transport infrastructure and digital networks

1.2.10 Salford is also working towards launching new anti-poverty and employment and skills strategies. Both strategies will underpin the city’s approach to inclusive growth. The Anti-Poverty Strategy aspires to give Salford residents the best chance of a poverty free future. Core principles of the strategy include both supporting people currently experiencing poverty and preventing people from falling into poverty in the first place. The Skills and Employment Strategy will overhaul Salford’s approach to create a more joined up offer to address the skills and employment needs of individuals and employers. Priorities for the Skills and Employment Strategy are: young people achieving and progressing in education and work; adults connecting to and progressing in employment and training; and employers creating quality and sustainable opportunities.

1.3 Preconditions for Success

1.3.1 A number of areas identified within their responses a range of preconditions for success of inclusive growth initiatives. The preconditions suggested included:

- **Collaborative leadership and partnerships;** successful initiatives have relied on good collaborations and leadership across a wide range of partners and sectors. A good partnership with clear system leaders is an essential pre-condition.
- **Social resilience;** growing networks of cultural and creative activities may be starting to produce social resilience, where groups mutually support and grow creative capital. This may produce more thriving communities of interest, particularly amongst younger people.
- **Role of the Public Sector;** there is a central role for public sector in making growth more inclusive beyond traditional economic development and regeneration activity – through social value procurement and supply chain management creating job and training opportunities, and by providing a place leadership role that champions high employment standards
- **Economic development strategies allied to community development;** physical proximity to economic growth and effective transport infrastructure is highly important to allow communities to connect to areas of high job density; however a broader strategy is necessary to ensure that the barriers faced by excluded communities are addressed. These

can be deeply embedded and are often intersecting, issues such as poverty, poor health and low skills often going hand in hand

- **The VCSE sector as a strategic delivery partner;** the VCSE sector should be seen as an important provider of social and structural capital in disadvantaged communities. They are often based placed to engage with the most excluded residents particularly in providing education and training, health improvement, volunteering and work experience project which can move participants closer to the labour markets.

1.4 The Role of the VCSE Sector

1.4.1 Given the extent of their expertise and contribution to this agenda GM Centre for Voluntary Organisations (GMCVO) and the GM Voluntary Sector and Social Enterprise (VCSE) Reference Group are submitting evidence to the RSA independently from the GMCA. They have also submitted a summary response to the GM Call for Evidence which draws out the role of the VCSE in driving inclusivity, and some of the best examples of how this has been evident locally. This is summarised below.

1.4.2 The VCSE sector in GM is an asset that creates strong resilient communities and an existing strength than could be built on. Successful implementation of a public service reform strategy and an inclusive economic model will require voluntary action on a considerable scale – we define voluntary action as *“people looking after themselves and each other, by organising into groups with a common purpose”*. Ensuring the involvement of our existing voluntary, community and social enterprise (VCSE) sector and fostering targeted development of new and additional voluntary action, enterprise and volunteering is a crucial enabler.

1.4.3 GM already holds 15,000+ VCSE organisations – of which more than 80% manage on less than £10k pa and are not reliant on public money. About ¾ of this sector is focused on enabling people to help themselves and each other. Many are also working with partners to change systems that create unequal outcomes and work directly with people affected - addressing homelessness, addiction, hunger, poverty and abuse. 90% of organisations report experiencing increasing demand and/or identifying unmet needs. Collectively the VCSE sector has an annual turnover of £1 billion, 23,600 whole-time equivalent paid staff, and 330,000 volunteers worth a further £947 million per year. Collectively, it makes 21.2 million interventions with people in GM/c each year.

1.4.4 VCSE Reference Group’s critical success factors in building strength and resilience across communities:

- **Consult; co-design; co-deliver.** Include the people concerned from the beginning. People treated as equal partners in creating and delivering the solution. Requires ceding of authority and resources to people at the heart of the issue.
- **Invest in the social and human capital (‘real’ social value)** - Who is involved, and the principles and approach to the intervention are as important as what is done. The process of achieving every outcome should also build social capital and therefore have multiplier effects.
- **Social movements emerge from society** – Its only people themselves that can start and sustain a social movement. To enable this, we must devolve decision making and support activity at the very micro level, trusting others and supporting their growth will build sustainability and the mobilisation of currently unknown, untapped potential and resources. Public sector can create the conditions that would encourage and enable this e.g. remove identified barriers, provide money if needed, provide information if needed.
- **Support multiple and diverse local projects, rather than ‘scaling up’** – Whilst we need system wide change and radical reform, ‘scaling up’ can lead to standardisation and the unintended consequences of dis-empowerment and ultimately dis-engagement by local people. Models of scaling up or across that recognise this will be more effective in developing resilience within communities and sustaining this. Effective infrastructure is of

course still required to underpin and mobilise this and can provide the framework to be accountable, manage and develop this from.

- **Play to strengths and work in partnership**- No one organisation or sector can address these big issues – take multi-sectoral approaches with each playing to their strengths.

Some examples of current projects/ initiatives that we can learn and build from:

1.4.5 There are thousands of examples of initiatives and examples from across the VCSE sector of people taking action, and not only changing their lives for the better, but those for their neighbours or community too. Learning from the micro, community led action and understanding the key components that contributed to its success warrants meaningful and robust research in its own right. The following are given by way of example only with areas of strength we feel could be built upon:

- Ambition for Ageing – addressing social isolation in older people; 24 GM/c neighbourhoods; partnership with MICRA; resources devolved to local institutions; places older people at its centre, ensuring their contribution to civic, cultural and economic life is maximised and fully recognised; early days, looks good, again nationally admired
<https://www.gmcvo.org.uk/ambition-ageing-%E2%80%93-programme-summary>
- Taking Charge Together – recent consultation delivered by VCSE sector as part of partnership with Health and Social Care, MEN, Key 2013, Clever Together; focus groups with 1,800+ people asking about enablers and barriers to living healthily; surprising answers and evidence of huge willingness of public to take this on; attracting national attention again. Report attached.
- Jam and Justice – research into creating inclusive governance in devolving city regions; co-designed and co-delivered by local groups thus practising its own model; early days; see <https://www.gmcvo.org.uk/jam-and-justice> and <http://ontheplatform.org.uk/jam-justice>
- Delivering Change – testing how local VCSE organisations can be helped to permanently increase capacity to support ex-offenders in the community; small amounts of funding coupled with business development support can enable big permanent increase in capacity. Report attached
- AddVentures - testing whether community entrepreneurs in deprived areas benefit from incubation through a fiscal shield model; 15 pilots of which 11 still going 3 years later, 8 jobs created, 3 new enterprises; answer yes - fiscal shield cheap and effective; not recruiting at present due to no funds but see link to website <http://www.gmaddventures.org.uk/>
- CVAT Public Service Hub case studies and CBA – working as part of the integrated public service hub, local support and development organisation (CVAT) brokered support and spot purchased services from the local voluntary and community sector. The programme called ‘Step Up, Step Out’ delivered significant outcomes for vulnerable children and young people and their families. Report attached.

2. BUILDING HIGH EMPLOYMENT STANDARDS

2.0.1 The Call for Evidence highlighted, two distinct themes of activity in relation to working with local employers to promote inclusivity in their working practices. Firstly, the idea of fair employment; and secondly, the concept of social. Both themes put emphasis on Greater Manchester's employers to both treat their staff in a fair way, but also have a greater emphasis on the benefits they can bring to the wider communities they operate within.

2.1 Fair Employment

2.1.1 Manchester City Council have established a Living Wage Task and Finish Group to focus on MCC's own employment procedures (e.g. MCC as a living wage employer) but also to leverage their influence across Manchester's business community. There is a strong focus on the use of procurement to leverage existing relationships with partners, but equally to signpost businesses towards support and materials about the living wage, including the business case for paying it.

Case Study: Oldham's Fair Employment Charter

Those businesses that sign up to the Charter commit to paying the Living Wage, having fair contracts, terms and conditions, offering fair access to development and training, and also supporting the Get Oldham Working campaign.

So far 89.7% schools and academies have been awarded the Charter. Of 33 businesses that have shown interest, 20 have been awarded the Charter.

Of the 14 partners 7 have been awarded the Charter including First Choice Homes Oldham and Oldham College. We are now looking at changing the offer to businesses that wish to sign up – for example developing a dedicated Fair Employment support platform where employers can get further information and guidance on developing their business if they sign up.

2.1.2 Stockport Council have adopted a similar approach to Oldham, developing a series of Employment and Skills Construction Agreements for all major developments within Stockport, linking schemes and employment opportunities together. These include: the Aurora Project, Redrock, SEMMS A6 Link Road, Stockport Exchange and Woodford Regeneration. Likewise Salford City Council also has a strategic commitment to developing high employment standards in Salford via the Salford Employment Charter, which is supported by more than 40 employers across the public, private and voluntary sectors. The charter asks Salford employers to commit to creating training and employment opportunities (particularly for groups facing disadvantage in the labour market); to promote local employment opportunities; and to encourage learning and development. Charter supporting employers commit to paying the Salford Living Wage of £8.25 an hour and opposing zero hours contracts.

2.1.3 Trafford Council has adopted a similar approach to Manchester City Council to leverage their influence within the local business community. Trafford Park is a large scale industrial park in Trafford; around thirty five thousand people are employed here across one thousand businesses. Trafford Council's Economic Growth Team, in conjunction with the Greater Manchester Chamber worked to establish a business network across Trafford Park. The network meets quarterly with three principle aims: a business education slot, which consists of a keynote speaker on a relevant business topic, a problem solving slot which promotes best practice, and ten sixty second pitches that promotes inter-trading.

2.1.4 Manchester has also worked with the 'Hire Me My Way' Campaign, launched in 2016, collaborating with Groundwork, Big Life Group, The Work Company and Breakthrough UK to look at the importance of flexible hiring in relation to fair employment. The campaign aims to unlock one million jobs that are classed as part time or flexible by 2020, opening employment opportunities to those who need the options of flexible working to enter the job market. The campaign currently delivers workshops for partners about negotiating flexible hiring with employers as well as running regular online forums to facilitate peer learning and embedding good practice. As well as employers, the campaign provides jobseekers with free access to a mentoring programme, online information and advice and a fortnightly flexible jobs bulletin.

Case Study: Thrive's Trafford Quality Mark

Thrive Trafford is providing free support for voluntary, community, faith based organisations and social enterprises based in Trafford or delivering services in Trafford. The Trafford Quality Mark (TQM) has been developed by Thrive Trafford working in partnership with blueSCI, Trafford Council commissioners and procurement, and Trafford CCG. The TQM aims to assist third sector organisations in becoming fit for purpose, more sustainable and better able to deliver quality services.

The TQM involves an assessment which is used to show that third sector organisations in Trafford are of a recognised standard. Third sector organisations will need to demonstrate that they have the correct paperwork or evidence, procedures and systems in place; those that successfully complete the assessment will then be awarded a TQM certificate.

The assessment for the TQM includes nine sections, as follows:

- Business Planning
- Governance
- Managing People
- Policies and Procedures
- Money Matters
- Performance Management
- Engagement and Services
- Promotion and Marketing
- Partnership Working

All organisations are asked to sign a contract if they wish to take part in the TQM, which sets out the organisation's commitment to achieving quality standards within their organisation and that they can commit the time needed to produce the evidence required for the TQM. During the process support is available from Thrive Trafford to help in completing the nine sections set out above.

2.2 Social Value

2.2.1 The social value obligation on public services created by the *Public Services (Social Value) Act (2013)* is an important tool in bringing about more inclusive growth. The requirement for public bodies to consider the broader social, economic and environmental benefits when making procurement decisions provides an opportunity to strengthen the local economy and secure more inclusive growth. Oldham's emphasis on Social value has been recognised in a Cabinet Office report, focusing on their own organisational spending power but also their work with other partners – most notably, health and the VCS Sector. As a result, Oldham have created a 'Social Value Charter' which, through the charter's partnership, pledges to use its £2billion spending powers to promote positive economic, social, health and environmental outcomes.

2.2.2 Trafford Council have chosen to align to the GMCA Social Value Policy (as Manchester City Council have done) and have established the 'Trafford Social Value Group'. Current partners include Trafford Council, Trafford Housing Trust, Thrive Trafford, Amey and Trafford CCG. A procurement document (The Trafford Social Value Procurement Document) has been created to provide information and support to business who are bidding to Trafford Council for tenders and STAR Procurement to ensure that local organisations are supported throughout the procurement process and understand how they can add social value commitment to their bids. There is also an ongoing process of reviewing contract monitoring and performance procedures being delivered by Trafford's Commissioning team. In addition to the Social Value Group at Trafford, a Needs Analysis has been developed based on the priorities of the Trafford Partnership, wards and locality profiles, and the data held by Trafford Data and Innovation lab to identify needs within the borough. This information is then analysed to match social value opportunities and commitments with the third sector organisations who are delivering against the needs in our localities.

2.2.3 Salford has developed a social value approach which seeks to commit more public spending to suppliers in the local economy and to create more employment, apprenticeship and work experience opportunities for local people. These priorities have informed procurement activities on some of Salford's most high profile regeneration projects, for example: the Pendleton Housing Private Finance Initiative scheme, Pendleton Together, created 500 new employment opportunities, 190 apprenticeships, and 2000 work experience opportunities; a third of the project's suppliers were Salford-based; and 50% of the work was completed by local small and medium sized enterprises. In addition, Salford City Council will shortly publish an organisational Social Value Policy, which will further embed social value principles across the council and from 2017 the council will report on its social value impact annually.

Case Study: Manchester City Council - Social Value and Sustainability in Procurement

Manchester City Council spends around £600 million in revenue and around £300 million in capital a year on procurement. It is therefore one of the key mechanisms through which to deliver a different employment offer for residents through increased social value in procurement practices. Social value can be defined as ‘a process whereby organisations meet their needs for goods, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits to society and the economy, whilst minimising damage to the environment’.

It is important to recognise that social value can take many forms. This could mean employment or skills and training opportunities for groups facing economic or social barriers, or making facilities available to targeted groups that would otherwise struggle to access them. At the same time it can have a number of community benefits such as encouraging community engagement, creating opportunities for growing and developing SMEs, social enterprise and the VCS, as well as encouraging ethical purchasing and market diversity. Children and young people, in particular, are a group that can greatly benefit from social value in procurement. Examples of social value include offering work placements to school children and young adults, providing career advice and information for young people on specific careers e.g. construction, and offering curriculum support to schools, with providers sharing knowledge and expertise about their discipline.

Manchester City Council currently uses the AGMA Social Value Policy, which was agreed by the Greater Manchester Combined Authority in 2015. The policy sets out the council’s statutory duty to consider the social benefits that can be gained for local communities when procuring goods, services, and building works. It is aimed at all council employees, contractors and suppliers and sets out six key objectives:

- Provide employment and economic sustainability
- Raise the living standard of local residents
- Provide participation and citizen engagement
- Build capacity and sustainability of the voluntary and community sector
- Provide equity and fairness
- Promote environmental sustainability

Linked to the Social Value Policy is the council’s Sustainable Procurement Policy, which was introduced in 2008 and aims to ensure that the economic, social and environment impacts of our significant procurement spend are considered throughout the procurement cycle. The policy sets out a number of key objectives including maximising employment opportunities and economic gain within the city.

The Work and Skills Team provide a tailored service for providers post-contract that supports them to maximise social value as part of their contract delivery. This includes signposting providers to networks and organisations that can support them to deliver social value. Alongside this, as part of proactive contract monitoring, commissioners continue to work providers to ensure that social value is part of their delivered services.

Research into the impacts of Manchester’s policies has been conducted by the Centre for Local Economic Strategies (CLES) since 2009. This research has assessed the effectiveness of the council’s policies in supporting positive outcomes for our communities through training and apprenticeships. It has shown that Manchester’s direct spend with SME’s in 2014/15 was 46/6%, which is significantly higher than Central Government’s comparable figure of 15.8% and their 2020 target of 33%.

The research also shows that the council’s sustainable procurement policy has had a positive impact on the city’s economy with year on year increases in the percentage of spend retained within Manchester boundaries, from 51.5% in 2008/09 to 68.9% in 2014/15.

3. CONNECTING PEOPLE TO OPPORTUNITIES (EDUCATION, TRAINING AND EMPLOYMENT) AND ENCOURAGING CAREER PROGRESSION

3.0.1 A key element of the Greater Manchester Strategy and our approach to inclusive growth, is connecting people to jobs, as well as education, training and career progression opportunities. Through the call for evidence it is clear there is a particular focus on opportunities for young people, and disadvantaged groups such as ex-offenders, as well as preparing people for the modern workplace and changing local economy by developing digital skills and promoting enterprise.

3.0.2 New partnership approaches to job creation and connecting people to those jobs through training and pre-employment support are evident in local economic strategies within GM. In 2013 Bolton established the Team Bolton Partnership, this is a collaboration of public and voluntary sector partners in Bolton to deliver employment and skills objectives. The Partnership was formed in recognition that no single agency could address the enduring issues of low skills and the associated poor outcomes that this means for residents in terms of employment opportunities but also other social and health outcomes. Instead a multi-agency approach, working closely with employers which focussed on collaboration and innovative delivery, was required. Team Bolton now actively works with in excess of 400 employers through the 'Employer Pledge' on apprenticeship, jobs, work experience opportunities and work in schools to support good quality information, advice and guidance. Similarly Bury have established the Bury Employment and Skills Task Group which is a cross partnership group with the aim of developing and delivering Bury's Employment and Skills plan.

3.0.3 Trafford have developed 'Vision 2031' for Trafford, and work has begun to produce a place plan for Trafford to deliver against the vision, 'No Nobody held back, Nobody left Behind'. Using a raft of data and intelligence about the borough and its challenges, they have identified 7 high level borough-wide interventions which will reduce inequalities and shape Trafford for the future of all its residents and visitors. These include continuing to promote Trafford as a significant economic centre for the North West; cross-sector co-design and co-delivery of services which empower and enable residents, communities and businesses to do more for themselves and each other; and reducing the gap between educational qualifications, skills and the local job market.

3.0.4 In January 2016 Oldham Council established an Education & Skills Commission (<http://oesc.org.uk/>). The vision is of successful schools and colleges working in a New Collaborative Education Partnership. A partnership that is built upon the skills and talents of the best school leaders, teachers and lecturers, working closely with the Council, employers and the wider Oldham community to raise standards by making education everyone's business. The Commission wishes to build upon the existing and emerging good practice that already exists in the town to create a school led, self-improving education system. The proposals aim to raise standards in all schools and colleges by strengthening strategic leadership and accountability and adding capacity to the system. Research suggests that schools need a healthy mixture of collaboration and competition to help spur improvement. In order to make sure that every child and young person attends a good school, moving towards a self-improving system is an essential step. The detail of this will be co-created locally by schools and the Local Authority.

3.1 Education, Training and Employment Opportunities for Young People

3.1.2 A number of areas in GM have implemented programmes of support for NEET young people, with some success. For Example the Tameside YES programme began in January 2016 and is aimed at supporting the most vulnerable young people aged 16-24 into paid employment (with training for those 16-17). YES provides flexible and personalised support to build confidence and deliver positive experiences. It funds up to a 6 month placement at National Minimum Wage supporting employers to take on young people and encouraging an apprenticeship model. The programme has been well received by local employers and has delivered a 68% sustainment rate for those starting employment. Similarly the Confident Futures programme in Wigan provides opportunities for

disadvantaged young people to access employment and training through a pre-apprenticeship programme with Wigan Council. The programme has a particular focus on care leavers, supporting them to be independent, increasing aspiration and providing them with the right skills and support to manage their lives effectively in the future.

Case Study: Backing Young Bury

Backing Young Bury (BYB) was designed to reduce youth unemployment across the borough. In September 2012 Bury Council, working with wider partners in Bury including JobCentre Plus launched BYB and it is still operational to date. It was designed to implement a range of interventions to alleviate and/or remove identified barriers to work which take into account the challenges facing young people in Bury not in education, employment or training (NEET):

- Increasing no's of 18-25 year olds in receipt of JSA
- Lack of quality job opportunities for young people within the Borough
- Perceptions about the job readiness of young people
- Barriers to young people obtaining work experience

An initial allocation of funding was assigned to the work over a period of 3 years. Other funding was secured through residual Future Jobs Fund monies, City Deal Funding and other funding streams. The removal of Future Jobs Fund in 2010 left a need for a bespoke approach to supporting young people into an employment opportunity. The work was designed to pull together funded activity directed at young people into one streamlined approach to reduce youth unemployment. There are three key strands to BYB and the journey for the young person:

Stage 1: the young person goes through a 1 week induction and then a 6 week period of work experience. This is designed to provide the individual with key employability skills and an understanding of the world of work. It also includes one hour per week of motivational sporting activity and an offer of up to one and a half days of training;

Stage 2: the young person is placed on a 26 week placement job with training included. This is related to an individual's needs and skills and seeks to provide them with real life experience of a profession or trade within the local authority. There is also a degree of bespoke training;

Stage 3: the young person is offered an apprenticeship at the Council or associated partner with associated training at external organisations such as Colleges. For young people involved in 2013/14 there was also access to learning activities around Maths, English and other functional skills.

3.1.3 As part of the Generation Oldham community energy programme leadership development opportunities have been provided for Oldham Youth Council, a Sustainability Ambassadors programme has been developed which will take in young people from local schools, and a new national apprenticeship standard 'Community Energy Specialist' is in development. There is an ambition to ensure that the first ever Community Energy Specialist apprentice will work in Oldham on the Generation Oldham programme from April 2017, possibly with a solar installer together with the Council, Oldham Community Power, Oldham College and other local partners.

3.1.4 Trafford Partnership proactively engages with schools through the Schools Engagement Group (a sub group of Trafford Partnership's Employment, Skills and Enterprise Group). The aim of the group is to create links between secondary schools and employers in key sectors to raise career aspirations amongst young people. A recent survey has been carried out to benchmark current links and identify the key sectors to engage with. The group will seek businesses that are able to provide employer presentations within schools and work experience opportunities.

3.2 Employment and Pre-employment Support

3.2.1 There are a wide range of employment support, and pre-employment support, programmes and initiatives in GM, commissioned and delivered by a wide range of public sector and voluntary and community sector organisations. The call for evidence has highlighted a number of areas of innovative and effective practice; connecting employment support with other community based services, working with employers to create and connect people to job opportunities, and providing support for excluded groups such as ex-offenders.

3.2.2 Bury have established third sector organisations to deliver multi-functional employment services in two neighbourhoods based out of a physical location within those communities. Similarly Bolton at Home have developed an employment service which is delivered from community centres where other public sector partners are also delivering services. Employment support is primarily via work clubs and offering work experience and volunteering opportunities. Last year the service helped 314 people into work.

3.2.3 Salford Futures and Get Oldham Working are examples of programmes in Greater Manchester which support unemployed residents to access work experience and employment opportunities through pre-employment training and support and encouraging local employers to create and develop employment opportunities. Get Oldham Working has been running since May 2013, and since then has created 3,787 work related opportunities, and filled 2,960 opportunities filled – including 1,690 jobs, 405 apprenticeships and 189 traineeships.

Case study: Wigan Poundland

Wigan's Economy and Skills team has worked closely with Poundland to secure a new distribution centre in the borough, marking one of the biggest job boosts for Wigan in many years. The development will provide up to 650 new jobs over the next three years, with the potential for a further 150 jobs as the business grows. There will also be a substantial increase in new business rates received by Wigan Council. The development commits to supporting economic growth within the borough. This includes the employment of local people, providing opportunities for people who have been long-term unemployed, delivering a range of apprenticeships and using local business in addition to Poundland's national supply chains.

On a wider scale, the Department of Work and Pensions will see savings through reductions in Job Seekers Allowance and there will be savings to the NHS as full-time employment has a positive impact on the health and wellbeing of residents. This can be estimated at £3.4m over 6 years.

3.2.4 A number of areas in Greater Manchester have established employment support programmes for particular excluded groups. For example Tameside Council have launched a pilot scheme to support ex-service men and women into six month employment opportunities or work placements. The pilot includes support for training and transition into civilian life, as well as building relationships with local employers to support a process of matching, job carving and managing skills gaps.

3.2.5 Trafford Housing Trust established CleanStart in 2008 which employs ex-offenders to provide a house clearance and environmental clean-up service. Each operative benefits from a learning and development programme and at the end of each placement the trust supports them to move into permanent employment. The aim was to break the cycle of offending through the placements, offered to repeat offenders but not to sex offenders. The programme has since expanded and provides the service for other housing providers, private businesses, statutory agencies and individual homeowners. In a 2013 evaluation it was noted that 39 people had been through the programme with 22 now in permanent employment. Police report that reduced re-offending rates and criminal justice costs have saved the city £10m.

Case Study: Trafford Pledge

The Trafford Pledge is a borough wide partnership project matching local businesses with Trafford job seekers from priority cohorts: NEETs, young people, care leavers, ex-offenders, people with drug or alcohol issues, Working Well clients, Stronger Families clients and ex-service personnel.

Trafford Council is the main deliverer of the Trafford Pledge alongside the Department for Work and Pensions and Trafford College. Businesses signing up to the Trafford Pledge must offer the minimum of work experience placements and can offer employment opportunities, work trials, apprenticeships or mentoring support.

Since the launch of the Trafford Pledge in April 2013, 52 Trafford businesses have signed up to the Trafford Pledge and 961 individuals have been supported in to employment through the partnership initiative. The Pledge was initially launched in Partington to support 16 to 24 year olds in to employment and a cost benefit analysis was undertaken to illustrate the impact of the initiative. 34% of the cohort had secured work within the first six months of the project and the cost benefit analysis calculated that for every £9,540 invested, the Partington Pledge saved up to £71,341 over the six month period (the Department for Work and Pensions saved £33,966 in JSA benefits and Trafford Council saved £37,375 in housing benefit).

3.2.6 A key element of Public Service Reform in Greater Manchester is taking a citizen led, asset based approach to delivering services. In Rochdale this has been embedded in their employment and skills service through the use of the Citizens' Curriculum which delivers English, maths, language and digital learning embedded with wellbeing, citizenship and financial capabilities. The curriculum taps into what motivates adults to learn, through giving learners a voice in co-designing curriculum content and careful contextualization, ensuring that more people are learning skills which are relevant to their lives and their work. This is combined with support by an integrated team which leads to remarkable engagement, retention and progression possibilities. They have added sector based "plug ins" into this, to promote access into vocational opportunities that are most likely to lead to sustainable, well paid jobs with progression. The digital sector is one such "plug in".

3.3 Developing Digital Skills

3.3.1 It is evident that the digital sector is growing both nationally and within Greater Manchester, and it is also a growing focus for employment and pre-employment services. Some examples of how new approaches are being tested and developed in GM are described below.

3.3.2 SharpFutures is a Creative Digital Agency that supports young people into employment in Manchester. SharpFutures recognises that the Creative Digital sector covers a broad spectrum of skills and talents including coding, story-telling, marketing, project management, videography, content management etc. The project seeds ideas through workshops and services for education and learning. From creating hands-on experiences in different technologies and disciplines to inspirational talks and have-a-go sessions, SharpFutures provides valuable insights into a range of different careers across the Creative Digital sector. The aim is to capture the imaginations of young people and new entrants to the sector, and to inspire them as the next generation of talent.

Case Study: HOME

HOME is Manchester's new arts and entertainment venue for people from all walks of life to enjoy local, national and international cinema, theatre and visual art all under one roof.

HOME has been part of the BFI Film Academy since 2013. The Academy programme aims to help train and inspire the next generation of British filmmakers, supporting talented and committed young people aged 16-19 to develop the commercial and cultural knowledge and skills to help make a career in film a reality. Throughout the project period the selected group of 16 young people meet every Wednesday night, Saturday day and for a week during half term. They undertake over 100 hours of training and workshops, which include six film theory sessions, a BBFC film certification session, a film production & programming session, an Arts Award study day, two practical documentary filmmaking sessions and ten days of fiction filmmaking workshops.

10 of the participants gained further residential training opportunities at the National Film and Television School as a direct result of their involvement in the HOME or Cornerhouse Academies. 2 participants joined a HOME festival programming team and 3 participants joined the HOME Young Programming Team. Over 50% of the participants went on to gain work placements, internships or work experience, and 70% of participants have gone on to study film at universities across the UK.

HOME has also begun a new project this year; 'Project X'. Project X is a year long residency and alternative training opportunity at HOME for 18 artists aged 18-25 from across a variety of disciplines. The collective will collaborate with HOME staff and external artists to produce an interdisciplinary creative experience for audiences at HOME in August 2017. HOME has worked closely with community partners (including housing associations, disability groups, and community arts organisations) to ensure that our participants are diverse in terms of ethnicity, socio-economic position and disability.

3.3.3 In Salford Inspiring Communities Together (a neighbourhood based Charity) have worked in partnership with Salix Homes to develop and deliver a programme of basic IT sessions across the neighbourhoods of Central Salford. The approach was to support a small number of individuals with limited digital knowledge to be able to improve their skills and access information on line which would improve their life chances. The approach used was very informal supporting people to understand their fears and help them overcome them. Participants were able to use both lap tops and tablet technology and explore the benefits of using digital skills. The programme included safe surfing, creating and sending email and exploring the variety of applications available. Feedback on the programme has been positive with all participants feeling confident using new IT skills.

Case Study: Rochdale Digital Growth Hackers

Digital Growth Hackers targets those who are currently furthest away from securing sustainable, well paid work but who have skills that could be applied, developed or transferred into the digital sector. The target people are those with complex barriers to inclusion, and experience poverty, worklessness, mental health issues, substance dependency, crime or anti-social behaviour, social isolation and housing instability. The programme is part of a wider programme of digital inclusion and skills improvement and as such, is not supporting large volumes of people yet but is seeking “positive deviants”; cases that can tell the story of how this can work well.

A multi-agency team works in a neighbourhood to identify people who are vulnerable, presented through relatively high levels of demand to the public sector, and whose needs are not met by a system which doesn't take account of their complex issues. Members of the team work with people to identify and plan a sequence of activity to reduce their levels of vulnerability, stabilise their life and enable them to move on. This work has an emphasis on learning and employment and the process by which people are supported is embedded with adult learning approaches, which unlock their assets the person didn't realise they had and puts them to good use. This builds a sense of hope in the person that their life can change, sustainably for the better and they often readily engage with learning programmes as a result.

On site, with the Citizens' Curriculum programme, there a small “Maker Space” where people can come and dabble with various projects introducing them to physical computing (coding, making, hacking). These introductory projects link to more complex pieces of work to which people can opt into as a team member. The more complex projects are run in exactly the same way as the digital sector, using the same learning platforms, sharing tools and project management approaches. Through participation in these projects, participants develop a portfolio of experience. Some of the products are or will become marketable and support is available to enable participants to continue developing their prototypes towards the market. Support continues, through the integrated team, to enable the person to continue to improve the rest of their life and the projects are connected into the digital sector through links with the Greater Manchester and national digital community through networks such as Mozilla, Hive, Coder Dojo, Raspberry Jam and the Things Network.

The project participants are able to contribute to are of social value and are currently focused on hacks linked to the arts, culture and heritage sector and inclusion, generally (such as disability access). Our current programme, “Heritage Hackers” is funded through the CCG Social Investment Fund, and delivers products which support access to culture and heritage or the arts or which add value to local heritage programmes.

3.4 Career Progression

3.4.1 Although a key element of the Greater Manchester Strategy is focussed on reducing numbers of long-term workless, a large proportion of benefit spend is on in-work benefits so there needs to be a real emphasis on providing opportunities for progression in work. Oldham have established a Career Advancement Service which provides an extended information, advice and guidance offer seeking to help residents already in work to progress from low pay, low skill jobs. The Service draws on a variety of funding pots to enable the pilot to happen, including the Adult Skills Budget, the new European Social Fund round, Advanced Learner Loan resources, and supported by an initial £250,000 one-off investment from the council for the initial pilot phase commencing in 2016/17, enabling an initial target cohort of 400 local residents – 800 over two years - to benefit from the extended service offer.

3.4.2 Oldham Council have also launched a specific project 'Warehouse to Wheels' in partnership with a leading driver training provider Mantra Learning Ltd. It is designed to upskill residents within the transport and logistics sector. The programme aimed to recruit 40 Oldham residents, to support those in warehouse work to get higher paid jobs as LGV drivers, to boost the skills of those in the logistics industry and to support participating businesses to fill any vacancies that become available as people progress into driving roles. Most commonly, trainees joined the scheme because they believed it would give them skills which would lead to better job security and to greater chances of employment in the future.

3.5 Promoting Enterprise

3.5.1 Developing new business start-ups is central to developing a more diverse economy, and can provide new employment opportunities, as well as often being a way in to work for disadvantaged residents. A number of peer networks have been started in GM to promote and support enterprise, and social enterprise. For example regular business start-up network events have been established in Trafford aimed at start-up or newly established businesses have been set up in the area to support the development of enterprise; 30 small businesses regularly attend. Quarterly drop-in business support sessions have also been established to provide advice and signposting support both to start ups and small businesses needing help to grow. The first event attracted over 20 business owners and was supported by Business Growth Hub, Barclays Bank and People Plus who all offered one to one advice.

3.5.2 Stockport Council Adult Social Care have commissioned the development of a Social Enterprise Peer Network. The Peer Network is specifically aimed towards existing small social enterprises, and/or people who aspire to develop their community project or idea into a small social enterprise. The Peer Network will be set up based on need so that it provides a fit for purpose peer support model which builds on the assets of Stockport. In addition, it will provide opportunities and signposting to other organisations and funding through local, regional and national connections.

Case Study: Oldham Enterprise Trust

The Oldham Enterprise Trust helps Oldham residents into enterprise and employability and contributes to long-term economic growth. As part of the 'Get Oldham Working' initiative, the Trust, kick-started by a £1m donation from The Stoller Charitable Trust, aims to help the next generation of entrepreneurs get start-up businesses off the ground and also supports young people into employment.

The Trust provides a one stop portal to start-up and growth companies to access the wide range of business funding that is available as well as free business advice and support.

The Enterprise Fund is focused on supporting young people in Oldham with enterprise start up and growth through:

- Grants for those Start Ups aged 16 to 24
- Funded loans for those Start Ups aged 25 to 30
- Start Up loan Scheme funded loans for those aged over 30
- Funding solutions for existing businesses (trading for over 2 years)

To date the Fund has received 418 applications that have resulted in 96 awards. Of these awards 36 have been Grants and 64 have been Loans (4 people have received both a Grant and a Loan). The total sum awarded is £696,777 made up of £138,150 in Grants and £558,627 in Loans. The average Grant is £3,837.50 and the average Loan is £8,728.55. This has created a total of 187 jobs.

The Trust has also been able to support a number of enterprise hubs. The principle of the Hubs is to deliver a range of careers, employability and student enterprise (i.e. business start-up) activities and advisory services. This will be done through collaboration; schools, students, local businesses and external partners who will come together to support students to gain the confidence to be the best they can be, enabling them to be aspirational advocates for Oldham and successful in their own right.

3.5.3 Contact Theatre is a national arts organisation and charity based in Manchester. They have developed The Agency which exists to offer entrepreneurial training and opportunities to young people from disadvantaged communities and backgrounds. Through working with The Agency the participants are empowered to plan, structure and deliver their own community based projects or businesses mentored by industry professionals, The Agency and its participants challenge social structures and perceptions of youth by asking local community to entrust these young people as decision makers, innovators and catalysts of positive change in their community. The Agency is a methodology developed by Marcus Faustini in the favelas in Brazil as an alternative for young people engaging in gang crime. 75 Manchester young people participated in The Agency with an additional 150 taking part in projects developed by The Agency, 9 projects, businesses, social enterprises have been supported with 6 still continuing beyond the life of the programme. Some of the young people have also progressed into employment with Contact, whilst others have gone on to University.

3.6 Transport

3.6.1 Transport for Greater Manchester (TfGM) have found that transport continues to be seen as a barrier to getting back into work among jobseekers, with cost (83%), unreliability (43%) and the distance travelled (38%) being the main reasons.

3.6.2 The TfGM Travel Choices team aims to support sustainable economic growth by reducing single occupancy car use for commuting and business use, and improving access to employment by removing transport barriers and broadening travel horizons. A range of Travel Choices support to jobseekers has been devised and funded through the Local Sustainable Transport Fund, a combination of Department for Transport and Greater Manchester resources, including a Bike Back

to Work scheme and a 28 day free travel ticket, which also offers newly employed discounted travel tickets for a number of months.

3.6.3 Over 11,100 jobseekers have received travel advice across Greater Manchester; and 420 frontline employment advisors from Jobcentre Plus and the Work Programme have received formal training to cascade travel choices to their clients as part of the Travel Champion programme. To date (up to and including January 2016), in a bid to improve access to work for jobseekers a total of 27,137 travel tickets have been issued; and the Bike Back to Work scheme has awarded 308 bikes. Of those who have received the 28 day ticket offer the vast majority (98%) perceived it as useful, and most had continued to buy a bus ticket. Over half of those who received a bike are now cycling when previously they were not.

3.6.4 Salford recognises that transport improvements are vital to physically connect areas with significant pockets of deprivation to areas with high levels of job density, both within Salford and the city region more broadly. The city's transport strategy, *Transport in Salford 2025*, sets a long term vision for transport in Salford. There are several current or recent development schemes that promise to improve access to jobs and opportunities and create better transport infrastructure for people living in wards with significant pockets of deprivation:

- Port Salford Greenway is creating a walking and cycling route that will connect the communities living in the Winton, Peel Green and Brookhouse areas of Salford, which experience significant deprivation, to employment opportunities that will be created at the £138 million Port Salford development, a multimodal port served by rail, road and shipping.
- Improved bus connectivity to Salford Quays / MediaCityUK and Salford Precinct via the No. 50 bus, which allows Salford residents to connect more easily to an area of job density growth
- Salford Bolton bus network improvements which will improve connectivity for communities living along the network with the economic growth opportunities that exist in the district centres
- The Leigh – Salford – Manchester busway runs through Salford from Ellenbrook through to Manchester City Centre, allowing residents living along to the route to connect to the regional centre frequently and quickly.

Case Study: Local Link (TfGM)

Kingsway Business Park in Rochdale, Greater Manchester, is home to several major and growing employers. Transport for Greater Manchester (TfGM) worked with the Kingsway Partnership and employers design an extended Local Link demand responsive transport service, offering new early morning and late night on-demand journeys from for shift workers to travel to and from the Business Park. The service now runs through the day from 5am until 11pm weekdays and weekends.

The service, which had previously run only to selected areas of Rochdale, has been significantly expanded to include Littleborough, Caldershaw, Norden, Wardle and New Hey in Rochdale and Sholver, High Crompton, Shaw and Royton in Oldham. Journeys can be booked through the call centre or the internet, which allows passengers to book, review or cancel trips at any time.

The average number of journeys has exceeded 1,600 per month in the past year, which is triple the patronage of the previous year (before the service was enhanced). Some smaller Local Link services use the same vehicles to cover links within Rochdale that cannot be made by other means but over 85% of the total journeys are employment based. Passengers come from all over the Rochdale borough, although it is particularly attractive to those where alternative public transport provision does not exist. To complement this a semi-fixed route service still operates between Heywood and Kingsway for one early morning return before bus services start in the morning.

Local Sustainable Transport Fund resources from the Department for Transport and Greater Manchester, allowed the capacity of the service to be greatly extended in addition to significant promotion - not just within the Business Park but also to potential jobseekers - in order to alert them that they could access jobs within the site.

LSTF Funding has also been used to introduce extended Local Link services at Wythenshawe and the Manchester Enterprise Zone, and in Partington. Despite the LSTF funding stream now ending both services continue to operate. The services are used by a significant number of passengers when public transport either is not operating or does not cover required journeys.

4. TRANSFORMING SERVICES TO BETTER SUPPORT THOSE WITH INTENSIVE OR SPECIALIST NEEDS

4.1 The Greater Manchester Ambition

4.1.1 The Greater Manchester Strategy, *'Stronger Together'*, placed public service reform at the heart of our strategic ambition. The subsequent Growth and Reform Plan, devolution agreements, and the Health and Social Care Strategic Plan *'Taking Charge'* restated that commitment to reshaping our services, supporting as many people as possible to contribute to and benefit from the opportunities growth brings.

4.1.2 With local services working together, focused on people and place, we want to transform the role of public services, taking a more proactive approach rather than responding to crises. We want to transform the way we use information, empowering our frontline workforce to make more informed decisions about how and when they work with individuals and families. Building on the principles of prevention and early intervention, GM aims to deliver the appropriate services at the right time, supporting people to become healthier, more resilient and empowered.

4.1.3 Over the past five years, GM has made significant progress in implementing successful reform programmes. We have also successfully made the case for significant devolution of responsibilities based (in part) on our capacity to marshal the public service system to deliver integrated, place-based approaches to delivering financial resilience and improving outcomes for GM.

4.1.4 As we seek to implement the next phase of our approach to reform we must challenge ourselves to continue the drive towards integration, supporting the implementation of our reform priorities by working together both as GM and as individual places.

4.2 Background

4.2.1 Across Greater Manchester, we are working together on the radical reform of public services through a series of challenging and ambitious programmes. The need to address the £5 billion gap between public spending and income generated in GM is a clear driver for change. But we also have the ambition to improve outcomes for our residents, increasing independence and reducing the rising demand on public services. Devolution to GM provides a unique opportunity for the next phase of GM reform: ensuring all residents are equally connected to current and future economic growth across GM.

4.2.2 The reform programmes and pilots that GM has implemented over recent years have achieved impact. However, the rising demand caused by complex issues within individuals and families continues to pose a challenge. We need a clearly defined view of what success looks like at both the GM level and for each of the ten boroughs. Our view of success must ensure we do not reach a position where we achieve our GM targets and yet some areas fall even further behind.

4.2.3 Our redefined reform programme has people and place at its heart. It recognises the need for a new relationship between citizen, state and society and the need for this to be fundamental to our reform principles. This is not only true for the way we deliver services but the way we co-design our reform programmes.

4.2.4 A revised set of reform principles were developed in autumn 2015, reflecting both our approach to implementation and the workforce behaviours, values and ethos that should underpin reform in GM.

4.2.5 To deliver our refocused reform agenda, we must increase the pace and scale of reform, operating at a level that enables us to realise the savings that reform can generate and ensuring we are working with all communities to become increasingly resilient. Delivering on this agenda poses a significant leadership challenge for public services: driving change in culture and approaches to delivery that will be required to embed change. The GM Leadership Framework has been developed with this challenge in mind and will be aligned with the ambitions of our reform programme.

4.2.6 Supporting the redefinition of our reform programme, we have developed a rationale for developing a socially focused evidence base to complement the work of the Manchester Independent Economic Review (MIER), which made the case for viewing GM as a functional economic geography. Supporting our capacity to refine and scale up successful reform, we will continue to develop an evidence base that supports our ambitions to link greater numbers of our citizens and communities to the growth opportunities across the conurbation.

4.2.7 While making the case for a redefinition of the GM reform programme, we must recognise the positive work that is already underway in implementing an integrated programme of reform across GM. Building on the work areas have done to develop integrated responses to addressing complex dependency, to support the implementation of the revised GM reform principles. The GM Reform Framework will provide a structure to address local and GM wide barriers to delivering integrated, whole system, responses to the challenges we face.

4.3 Our Reform Programme

4.3.1 Historical opportunities and funding streams have meant that we have a mixed economy of reform programmes, often structured around services, themes or government departmental lines. It is easy to see why there is a temptation to reform services one at a time, on a thematic basis, because we can focus resources around specific drivers for change, and we cannot reform everything all at once. We have tested approaches to reform with smaller, tightly defined cohorts: our challenge now is to scale up approaches to reform that are achieving impact.

4.3.2 With the further opportunities that come from GM devolution, it is important that we have a strategy that reimagines our reform programmes. In one sense, there is no one factor that links together services, other than the people who use them and the places in which they live. In this context it is useful to think about how services are delivered across the life course and how they support people to Start Well, Live Well, and Age Well in the place they live. In some ways this is an arbitrary construct but it is a reminder that public services need to be designed around people's needs and expectations; and that services should always be relatable to personal experiences. Age, health and economic status, possibly along with perceptions of the role of the state, are all factors that determine people's use of services at any one time in their life.

4.3.3 The Marmot Review, *Fair Society, Healthy Lives*, recognises that people's health is determined by many social factors. To reduce health inequalities, we must focus on wider policy objectives around early years, healthy places and standards of living. If we recognise the core basis of public services is to help people live as well as they can and as independently as they can for as long as possible, then it may be important that we revisit the Marmot objectives and attempt to structure and prioritise our reform activity around the areas that achieve the best outcomes. By maintaining this focus we can design services which are able to do the right thing for people in the first place.

4.3.4 We are all familiar with the evidence. A recent report by Citizens Advice estimates that GPs are spending nearly a fifth of their consultation time dealing with non-medical issues such as housing, unemployment and debt problems and that this had increased over the past year.¹ In Wigan, primary care clinicians report that this figure can be up to 40%. Often they are unable to provide the necessary support and when issues aren't addressed they can escalate, placing more demand on the system. This clearly demonstrates that any consideration of health and care reform must include wider determinants to ensure a person centred timely approach. This picture is replicated across local services where frontline professionals are dealing with issues outside their sphere of expertise.

4.3.5 Our existing reform programme has sought to tackle this issue through the delivery of integrated programmes of support. These models of integration are achieving impact. Our challenge, in encouraging sustained change in people's lives, is to intervene earlier and address the underlying and complex issues people face through an integrated system response.

¹ 'A very general practice: How much do GPs spend on issues other than health?' Citizens Advice, Policy Briefing, May 2015

4.3.6 By understanding the impact of single agency / single issue decision making, we begin to see that the over-riding factor in limiting our impact is when we fail to place the individual and the family (in the context of their lives and their communities) at the heart of what we do. Driving an integrated, person-centred response will create the right system for reducing the numbers in the overlapping 'complex' cohorts we identify in a sustainable way. This approach will also enable us to minimise the numbers where issues escalate and place ever increasing costs and demands on the system. Individuals and families with complex dependencies do not have single issues that can be effectively dealt with through a set of well-developed approaches that focus on single symptoms.

4.3.7 The individuals, families, and communities we are supporting require a system that understands the issues, takes ownership, and eradicates duplicated effort. A system that brings together a single assessment and plan in partnership with the right professionals. A system that has quick access to the right interventions that are sequenced in the right way to get results, deal with the root cause and support the individual and family to a position of self-reliance. Our reform approach must be whole system pulling together and joining up programmes on health and care reform, tackling complex dependency, employment and skills reform, justice and rehabilitation, early years, troubled families, and new areas of reform as they emerge.

4.3.8 To deliver on our ambitions for GM, our reform programme needs to be designed around the life course, taking into account the context of places in which our residents live. There must be clear integration between the PSR programme and health and social care reform.

4.4 Delivering Reform – Working Well

4.4.1 The Working Well Pilot was launched in 2015 with the aim of supporting 5,000 people who have chronic employment problems. The programme works with a cohort who have been jobless for at least two years and left the work programme without finding a job.

4.4.2 As part of the programme, local services are working with commissioned providers to deliver individual support, focusing on specific barriers to employment. The programme combines help with physical and mental health and advice on drug and alcohol problems, skills, education and housing. Each person has their own keyworker to help them get the right support at the right time, keep them motivated and develop their confidence and independence. We only pay the support organisations fully when the person has been in work for at least a year.

4.4.3 The pilot has a target of moving 1,000 people into work, and 750 of them to sustain work for more than 12 months. The programme is also expected to deliver wider benefits like better health and reduced antisocial behaviour. The latest annual report is available here:

https://www.greatermanchester-ca.gov.uk/downloads/file/215/working_well_annual_report_2016

4.4.4 In November 2014, as part of a wider devolution agreement, GM committed to expanding the current Working Well project from 5,000 to 50,000 people. We have started by reaching out to 15,000 more people. The programme is using the lessons learnt from the pilot to improve the way different services work together to meet the precise needs of every person on the programme. For example, there are new routes into the programme (such as recommendations from GPs). The expansion's keyworker provision is delivered by commissioned providers Ingeus and Manchester Growth Company (MGC) with bespoke Working Well Mental Health IAPT support being provided by GM West NHS Trust and skills for employment service by MGC.

4.4.5 There are already positive early results as people are moving through the programme and finding jobs. As with the Pilot, the expanded programme will offer of up to three years of support (including one year of in-work support). Our goal will be to get 20% of people into work, 15% of whom should be in long-term employment. In moving towards supporting up to 50,000 clients, our ambition is to co-commission (alongside the Department of Work and Pensions) a work and health programme for Greater Manchester.

4.4.6 Key to the success of the Working Well programme is integration with local services to support clients' wider needs. In Bolton they have created linkages between the Working Well provider and a

wide range of other services, including Domestic Abuse services, Bolton College, IAPT and Debt Services.

Case Study: Working Well Integration with Debt Services in Bolton

For Example Early on in delivery of the Working Well Pilot in Bolton it became apparent that debt was a significant barrier for residents' progression on the programme. A significant number were facing exceptional financial difficulties which required swift and intensive support. These individuals often lacked the trust in services to approach a money advice service on their own or feel confident about following up a referral by a partner service. It was recognised that referring each client separately into the Money Skills Service would be time consuming for the Key Worker, the service, could lead to missed or delayed appointment and reduce the combined 'barrier busting' learning for this cohort.

Bolton's Working Well Local Lead worked with the Money Skills service and the Working Well provider to explore the potential for regular intensive sessions for clients given the volume of demand. It was agreed that intensive, supported interventions which responded to an individual resident's need would be provided by a Money Advisor. For those residents who were nervous or concerned about the support on offer, an advisor would often sit in for part of the Key Worker's appointment with the individual in the first instance, to build a relationship of trust.

Joint working between Ingeus and the local service provided tailored support for each resident e.g. identifying where whole family support was required. In addition to triaging and providing support regarding specific debt problems, the service also referred and signposted into local welfare provision including food bank vouchers and low cost/free of charge white goods supported by the Council's Anti-Poverty fund. This approach proved to be extremely successful at moving Working Well residents towards or into employment and reduced time spent on referrals for both services.

4.4.7 Four GM districts are engaging with GPs and health professionals to refer their workless patients to the Working Well programme. For example in Tameside the pilot targets the Hattersley area which is within the three highest wards for Employment Support Allowance (ESA) claimants. Hattersley has been a long term regeneration priority for the borough with new housing transforming the area and bringing a dedicated employment and skills fund. This 10 month pilot started on the 31 October 2016 and will be evaluated through a bespoke outcome framework. The Pilot aims to receive 145 referrals from the local GP surgery and then provide effective key worker support to move people into skills provision, employment and improve the management of health conditions. The Pilot has an integrated pathway into the GM Working Well provision so that Hattersley residents can access Talking Therapies (mental health services).

4.5 Delivering Reform – Troubled Families

4.5.1 Troubled Families has been a central pillar of our reform programme from the outset. Supported by funding from DCLG's national Troubled Families programme through Phase 1 GM have supported 8,090 families through a lead worker approach to delivering more integrated, sequenced, whole family support to families with multiple and complex needs. GM were an early adopter of phase 2 of the programme in September 2014, committing to work with a further 27,200 families over 5 years. Further information about the GM Troubled Families Programme can be found here:

https://www.greatermanchester-ca.gov.uk/info/20013/troubled_families

Case Study: Manchester Troubled Families

Manchester has continually refined its delivery model for Troubled Families over the last few years as it has learned more about what works and the City's population of Troubled Families. This has led to an expanded range of family support services across different organisations which are able to respond to the needs of different types of troubled families as well as much more integrated response from public services leading to greater co-ordination, less duplication and ultimately a better experience for families.

- Interventions chosen on the basis of available evidence of what works
- Interventions are integrated so that families receive a bespoke package of support that meets the needs of the whole family
- The existence of a Family Lead Worker who will assess the need of the family and help them navigate public services more quickly, more effectively and in the right order
- A focus on early intervention for 'at risk' families as well as support for those in crisis
- A clear focus on moving towards sustained employment as a core goal/aspiration for Troubled Families

Manchester's local evaluation of Phase 1 of the programme has shown a significant impact on a range of outcomes as shown in the table below:

Outcome (of those presenting with issue)	Proportion of families affected by each presenting need	% of families with the need that addressed / improved the issues	% deadweight – results from comparison group
Worklessness			
Families off 'out of work benefits' and confirmed into employment	63%	15%	5%
Offending & Police Incidents			
Families where there has been no repeat proven offences	16%	95%	91%
Families where there has been no repeat proven ASB incidents	23%	85%	69%
Families where there has been no repeat police incidents	72%	83%	26%
Health			
Mental Health improved	63%	44%	38%
Drug Misuse improved	24%	31%	13%
Alcohol Misuse improved	24%	51%	29%
Safeguarding			
Families with Domestic Violence issues resolved	67%	66%	53%
Families with 'Children in Need' status removed	24%	67%	50%
Families with 'Child Protection Plans' removed	14%	50%	40%
Children in Care (LAC) returned	7%	12%	11%
Education			
Reduction in persistent absence	8%	60%	23%
Reduction in fixed term exclusions	9%	75%	27%
Housing & Debt			
Avoided Eviction	30%	69%	26%
Families with open ASB cases with RPs	17%	42%	-
Families with Debt issues reduced or cleared	63%	62%	34%

In phase 2 Manchester's Troubled Families programme is focussed more strongly on reducing levels of complex demand across the city, and connecting more residents to the opportunities of economic growth, as a key part of their approach to early help and complex dependency. As part of this they are developing:

- Three Early Help Hubs have been established in North, Central and South Manchester and went live in September 2015. The purpose of the hubs is to bring together a wide range of frontline professionals to coordinate their response to early help and complex dependency
- New assessment tools underpinned by coordinated and effective support with key workers delivering intensive support where required are in place
- Partners have committed frontline staff resources to take on additional roles as key workers, from a range of professional backgrounds including school welfare officers, housing support officers, probation offender managers, and Police Community Support Officers.
- Manchester has also been developing a core definition of the skills and behaviours of a key worker across GM, and with the Core Cities nationally

4.5.2 The ambition across Greater Manchester is to expand our approach to Troubled Families and build on those principles of working across all our services supporting individuals and families with complex needs, and into an earlier intervention and prevention approach through the GM Early Help Strategy and Place-based Integration. For example Oldham have established an All Age Early Help Offer which is an integrated support service for individuals, households and families of any age that have some problems that need support to stop them getting worse or reaching crisis point. In the first year the all age early help service worked with 3,500 individuals on a one to one and 4,000 through group and community activity. The service has over 92% successful engagement with families and there is evidence that improvement is being sustained with rates of re-referrals at only 3%. The service has achieved the following positive outcomes for people supported by the service based on the assessment (the proportion of people whose assessment score reduced by at least 1 point from open to closure):

- Work and skills – 94%
- Crime and ASB – 86%
- School attendance and behaviour – 86%
- Housing – 94%
- Diet, weight and physical activity – 76%
- Children’s mental wellbeing – 83%
- Drugs and alcohol – 70%
- Adult mental wellbeing – 71%

4.5.3 Similarly in 2014, Wigan identified a significant challenge with complex and chaotic individuals known to be placing a high demand and high cost on public services. Characteristically, cases had been referred across the system on the basis of specific issues (housing, anti-social behaviour, mental health and drug and alcohol abuse). Insights from the Council’s ‘Creative Council’ work, alongside wider insights from behavioural economics, ethnography, innovation and co-production work pointed to the need for new conversations with service users and residents and a step back from the deficit based, managerial approaches.

4.5.4 Wigan Council funded a pilot project to test the hypothesis that an early intervention team, working to the above principles, would be able to reduce demand from these complex individuals that were bouncing round public sector systems being constantly assessed but not receiving an intervention. The Live Well Team consists of nine individuals drawn from a wide variety of existing services, adopting a multi-agency approach and sharing specialist expertise within its own ranks.

4.5.5 So far the Live Well team has seen improved outcomes for individuals, across a range of outcome; improved mental and physical health due to reduction in alcohol and substance misuse, More sustainable tenancies due to improved management of finance, reduction in debt, a significant reduction in police call outs for the top ten address for GMP leading to increased capacity for the force, 15 individuals have found employment – leading to a reduction in benefit payments and an increase in productivity for the Borough, evidence of reduction in GP and A&E attendance, a robust cost benefit analysis for the team has identified that for every £1 spent, Live Well generates a Financial Return on Investment of £2.65 with a one year payback period.

4.6 Delivering Reform – Early Years

4.6.1 Hundreds of babies are born underweight in Greater Manchester each year and 4/10 of our five-year-olds don't have the skills they need to thrive when they start school and progress through their education. 4/10 of our 16-year-olds leave school with less than five GCSEs, which stops them getting better jobs and staying in work. All of this has an impact on young people's whole lives. GM has consistently recognised the importance of a child's early years in achieving our long term ambition for growth and reform.

4.6.2 Children who do not achieve a good level of development at age five will struggle in later years with social skills, reading, maths, physical skills and overall educational outcomes. They are more likely to experience difficulties with the criminal justice system, have poorer health and job prospects and ultimately die younger. Enabling parents to give their children the best possible start in life is essential in helping children reach a good level of development as measured by school readiness.

- Across GM the percentage of children achieving a Good Level of Development (GLD) is 62.4 per cent compared with 66 per cent nationally.
- Within this there is significant variation across GM itself with some localities achieving 73.4 per cent whilst others only achieve 57.2 per cent.

4.6.3 Creating consistency of achievement without stifling innovation and further progress in other areas is a key challenge to our GM programme. Our Early Years New Delivery Model is based on consistent age appropriate assessment measures promoting early intervention and prevention, implemented through improved engagement with families with young children from pre-birth to school. This is supported by a series of evidence based interventions supporting short and long term benefits.

4.6.4 The Start Well GM Early Years Delivery Model will reduce duplication and variation and make more efficient use of resources, achieve better outcomes within existing budgets and develop a shared ambition for integrated leadership, commissioning and delivery. Our ambition is that every child in GM is life ready with the skills necessary to negotiate early childhood, primary and secondary school and education and employment.

4.6.5 The Start Well Early Years strategy aims to increase the number of children with a good level of development at age 5 years and to close the gap between children in receipt of free school meals and the rest. Over the last two years there has been a great deal of activity in early years and commitment from Health and Local Authority leads within all 10 localities to implementing and testing the GM model.

4.6.6 The work to date has highlighted a number of enablers and barriers to implementation, which include lack of ability to share data due to the continued use of paper records, no agreed outcomes indicators to assess the impact of the new model, continual cuts to children's services budgets and the closing of children's centres and in some areas cutting Health Visitor numbers, which are both vital in delivering the model.

4.6.7 Work is underway to address those barriers through new service models and the enabling work streams of workforce and IM&T. However, the current landscape also offers a number of opportunities we can build on to further progress the delivery of our EY ambition. The newly established GM Joint Commissioning Board to collaboratively commission the shared vision for EYs services across health and social care.

4.6.8 Work has been undertaken using the existing evidence base to understand the impact of each of the planned interventions in the model, and to collate a schedule of costs and benefits of each intervention. It is much more difficult and costly to repair the damage done by child maltreatment in later life than to prevent it during the Early Years. Those who suffer multiple adverse childhood events achieve less educationally, earn less, and are less healthy, making it more likely that the generational cycle of harm is repeated.

4.6.9 Whilst there will be significant short-term gain, the principal impact of savings to the Public Sector will only be realised 10 years after the early year's period. GM needs to ability to implement this model, understanding that benefits will be realised over a long time period. In our plan, we are committed to having a focus on prevention, as well as delivering more short term benefits.

4.6.10 In the longer term, a failure to effectively intervene to address the complex needs of an individual in early childhood can result in a nine fold increase in direct public costs. Early Years investment is proven to be the best route to overcoming intergenerational inequalities.

Case Study: Brinnington Family Pilot

Stockport have established the Brinnington Family Project which aims to support the early identification of families in greatest need with the emphasis of 'Whole Family' working and tailored packages of co-ordinated support through evidence based practice.

Model:

- Early identification of vulnerable 18 month olds – with the emphasis of 'Whole Family' working
- Embedding the Stockport Family Approach (whole family working and collaborative responsibility; modelling restorative practice and approaches):
 - Visible multi-agency presence and integrated team at Westmorland Primary School/ Children's Centre site
 - Strengthening links and relationships with local schools, nurseries, Private, Voluntary and Independent settings and childminders
 - Early Years Advisory Teacher based at Children's Centre
- Workforce Development:
 - Incredible Beginnings Programme – 'whole setting approach' to teaching methods in Early Years in order to provide an environment that supports children's optimal early development

Results:

- 41 18 month olds have received an additional contact plus completion of an Ages & Stages Questionnaire assessment. Of which:
 - 7 satisfactory
 - 32 identified for additional support and intervention (7 of which have been re-screened as satisfactory after only 6 weeks of intervention)
 - 6 families have been identified for CAF assessment.

4.6.11 In Wigan to support their Start Well programme they undertook a 'perfect week' in May 2015. A 'Perfect Week' is a management tool that 'suspends the rules' for a short amount of time in a department or setting in order to trial new ways of working. Schools are one of the only agencies who see children and families on a daily basis and are well placed to facilitate an integrated approach that, in turn, could reduce duplicate and costly interventions and improve outcomes at the earliest stages. The activity that took place in Perfect Week was designed with partners, parents and the community. A significant amount of learning emerged from the Perfect Week and a comprehensive action plan has been developed to ensure this learning underpins the children's transformation programme. Some of the key areas are:

- **Data and Intelligence:** Schools hold a wealth of data and local knowledge and can play a key role in improving outcomes. This isn't always possible as key information/ data held by services isn't shared with schools.

- **Co-location of services:** multi agency teams working on a locality footprint know the families and their needs.
- **Developing school capacity** – schools can be empowered to deliver low level interventions such as early help and lower level CAMHS with the right training, information and advice.
- **Partnership working:** professionals were able to get back to their core function – frontline. Wider services including housing, adult social care, Live Well, debt, Life Centres can play a key role in an integrated offer.
- **Family centred approach/ role of key worker** – schools play an important role in an integrated model – they see children daily! Referral mechanisms, bureaucratic processes and hands offs can cause barriers and stop interventions from being timely.
- The cost benefit analysis of the Perfect Week was profiled across a 5 year period and indicated a potential gross fiscal saving of £1,196,918 across public sector partners with a net fiscal saving of £995,465

4.7 Delivering Reform – Place-based Integration

4.7.1 The development of place-based integrated working is an essential feature of the GM whole-system approach to the creation of new Public Service delivery models and is central to our Health and Social Care reforms. These new delivery models are being designed against demand; focusing on reduction and prevention, and building on community capacity. It is intended that these new models will maximise operational effectiveness within the context of reduced budgets and are essential to the sustainability of the neighbourhood policing function and other fundamental neighbourhood services.

4.7.2 We are working at three spatial levels in developing our approaches to reform: Greater Manchester, District and Neighbourhood. At neighbourhood level, we are focusing on integrated place-based services that are able to be responsive to local need and build on the assets of the community. This means one front line team, knowing their area and each other. It must remain person-centred, starting with one person at a time, understanding their needs in the context of their family and their community, and building up a true picture of demand locally. Wherever possible services should be delivered within the community (encouraging local innovation), close to home and from a flexible asset base.

4.7.3 Evidence gathered during Public Service Reform programmes has illustrated a drift towards reactive services by organisations and, with ever increasing financial constraints, a lack of capacity and capability to effectively solve problems. This can result in the duplication of activity across organisational boundaries. There is also potential for increasing the engagement of communities and voluntary agencies in responding to demand.

4.7.4 To begin addressing these issues, a GM-led project was carried out throughout the latter half of 2015 that delivered ‘proof-of-concept’ integrated working in a Neighbourhood in Wigan and another in Tameside. These teams used Systems Thinking methodology to deliver experimental working with a single Public Service frontline team working in each place. The purpose of the proof-of-concept working was to build evidence to demonstrate the benefits that can be realised through working in this way, increase understanding of the extent to which frontline roles can be redesigned and recognise the competencies and powers required to deliver these new roles effectively. The work has also begun to identify blockages created by current system conditions that, if addressed, would lead to enhanced effectiveness and future demand reduction.

4.7.5 As a result of the learning from the ‘proof-of-concept’ phase GM supporting an early adopter neighbourhood in each area of GM during 2016/17, following a five phase approach to implementation, using the Systems Thinking methodology.

Case Study: Platt Bridge Place-based Integration Pilot

The Place-based integration work at Platt Bridge in Wigan, seeks to understand how a different approach to place-based delivery could help us deal more effectively with current levels of demand, to proactively reduce this demand and improve outcomes for residents and communities. Partner agencies and communities have come together to develop an improved way of working using the principles of a systems thinking approach.

The pilot aims to pick up ‘Wobblers’. They are often vulnerable, and with unmet needs, but not yet sufficiently complex to merit service intervention under current thresholds. Without some help, they may become less able to deal with their situation, and place more and more demand on the system. The ideal scenario for this group of people is to receive support, at the right time for them, to help themselves.

What’s different?

- Familiarisation and Scoping phase to bring system leaders together in the place to learn about the community and to take a systems thinking approach to understanding how the current system supports residents.
- Out of hours testing to understand when the peak times of demand are, from which parts of the community and how effective the current response is.
- A new way of working where frontline staff from across organisations work together with members of the community, individually and collectively, to take a radical look at the way in which neighbourhood issues can be resolved.
- Support from partners in clearing the barriers to change and help to deliver the solutions identified, including improved information sharing, joint resources etc.,

Impact

- There has been significant learning from the early days of the pilot.
- Many of our systems are designed to reduce risk. Focusing on risk rarely leads to addressing need.
- Our systematic response – i.e. enforcement or no further action – does not solve problems or switch off demand – but it is still expensive to deliver.
- Many individuals have been in our systems for a long time (up to and over 20 years) without any resolution. Often these cases aren’t sufficiently high risk to meet thresholds and “unlock” service intervention, so continue to bounce around with the system.
- The best point to engage with residents is in the immediate aftermath of demand rather than waiting for referrals and assessments to be made.
- Intervention is often made at points of crisis, rather than taking the opportunity to intervene earlier. Therefore intervention is often focused on reducing risk – rather than meeting need.
- Services are often configured to keep people out (very high thresholds) or move people through fast (addressing just the immediate demand rather than the root cause of the problem) – neither approach is in the best interest of residents.
- Services aren’t always configured to offer help when needed or required – often the system works to our convenience. For example, many of the cases picked up involved people who work full time. We needed to visit after 6pm – but most of our services are closed by then.
- Engaging with residents doesn’t necessarily need to be done by specialists in the first instance, linking to the Wigan Deal’s new conversation principles.

4.8 Health & Social Care Reform

4.8.1 In February 2015, following on from the devolution settlement between Greater Manchester and the Government (November 2014), the 37 NHS and social care organisations (12 CCGs, 15 trusts and 10 local authorities) in GGM signed a landmark devolution agreement with the Government to take charge of health and social care spending and decisions in our city region.

4.8.2 GM faces an unprecedented challenge: the £6 billion we currently spend on health and social care has not improved the long term outcomes for people living in GM. If we don't start to act now to radically change the way we do things, by 2021 more people will be suffering from poor health, our outcomes will remain worse than the rest of the country and we will be facing a £2 billion shortfall in funding for health and social care services.

4.8.3 But like the challenge the opportunity is huge. Our goal is to see the greatest and fastest improvement to the health, wealth and wellbeing of the 2.8 million people in the towns and cities of Greater Manchester. Fundamental to the success of the ground-breaking agreement between the Government and GM, will be our ability to draw together a much wider range of services that contribute to the health and wellbeing of GM people.

4.8.4 The impact of air quality, housing, employment, early year's approaches, education and skills on health and wellbeing is well understood. In GM, General Practitioners (GPs) spend around 40 per cent of their time dealing with non-medical issues. Thousands of people are treated in hospital when their needs could be better met closer to their homes, care is not joined up between teams (within health and social care, but also between wider public services) and is not always of a consistent quality.

4.8.5 Greater Manchester has one of the fastest growing city-regional economies in the country and yet people here die younger than people in other parts of England. Cancer, Cardiovascular and respiratory illnesses mean people become ill at a younger age, and live with their illness longer, than in other parts of the country. Our growing number of older people often have many long term health issues to manage.

4.8.6 We know that there is a clear alignment needed between all public services, and the GM 5 year health and social care strategic plan – Taking Charge – seeks to demonstrate the role health and care services will play in the reform of our City region. We want Greater Manchester to become a place which sits at the heart of the Northern Powerhouse, with the size, economic influence and above all skilled and healthy people to rival any global city.

4.8.7 Put simply, skilled, healthy and independent people are crucial to bring jobs, investment and therefore prosperity to Greater Manchester and to enable our residents to connect to opportunities being created. We know that people who have jobs, good housing and are connected to families and community feel, and stay, healthier. This means they will be more likely to be able to engage in the opportunities that the growth in our city region will mean in terms of employment, leisure, housing and other opportunities.

4.9 The GM approach

4.9.1 Our response to this is to place health and social care reform at the heart of our city region reform and growth agenda; healthy and independent people play a key part in enabling us to achieve our ambition for a growing and sustainable Greater Manchester. We are taking action not just in health and social care, but across the whole range of public services so the people here can start their lives well, live their lives well and age through their lives well.

4.9.2 From a health and social care perspective, we are taking action across the whole range of care services; upgrading our approach to prevention, early intervention and self-care; redefining how primary, community and social services become the cornerstone of local care; standardising and building upon our specialist hospital services through the development of shared hospital services; and creating efficient back office support.

4.9.3 Our Health and Social Care strategic plan –Taking Charge, explains how, as a system, we are going to approach and achieve this and how we will use the £6bn we spend annually and our transformation fund (£450m) to help us change and radically shift the nature of demand and reform service provision. ‘Taking Charge’ means just that - taking charge of the money and the decisions about our health and social care services, so that through service planning, commissioning, delivery and reform, we always align health, money, jobs, education, housing to really tackle the challenges our population face and enable us to make the most of the opportunities the growth in the GM economy affords us.

4.9.4 The reform of health and social care is vital to improving GM’s productivity by helping more people to become fit for work, get jobs, get better jobs, increase their skills and stay in work for longer. It will also help to manage the demand on services created by an ageing population. Addressing together the issues of complex dependency will help those further away from the job market to move towards jobs and assist the low paid into better jobs.

4.9.5 All this means that the people of GM, wherever in the City Region they live, are included in the reform and growth agenda and we all have a role to play in ensuring that happens. Our approach will not disadvantage one part of our population over another. Local services will work together and focus on people and place to transform the role of public services, through a more proactive approach as oppose to reactive approach.

4.9.6 We are transforming the way we use information and empowering our frontline workforce to make more informed decisions about how and when they work with individuals and families. Building on the principles of early intervention and prevention, GM aims to deliver the appropriate services at the right time, supporting people to become healthier, resilient and empowered. To do this we are focusing our delivery and reform in two critical areas:

4.9.7 Creating a new health and care system

The devolution agreement has enabled us to plan, commission and deliver services differently to promote service and system change in ways that build on people’s views and strengthen local decision-making and accountability – with the aim of delivering significantly better outcomes. By working together, unhindered by a range of institutional and cultural barriers, organisations can start to provide truly integrated care to support physical, mental and social wellbeing, improving the lives of those who need help most.

Our new models of care build on NHS England’s Five Year Forward View by re-orienting our health and care systems so that we focus on preventing the big health and care problems, like cancer, cardiovascular disease, diabetes and respiratory, but also tackling key issues such as mental health, social isolation and deprivation which undermine our prosperity as a city region, and investment in early years and employment.

4.9.8 Reaching a ‘new deal’ with the public

At the heart of our approach to devolution is the brokering of a new relationship with the people of GM. The long term health and wellbeing of people will only be secured through a new relationship between people and the services they use; striking a new deal which needs both sides to deliver on its promises if we are going to transform the long-term health of GM.

4.9.9 In its simplest form public services will take charge of and responsibility for their localities (organisations within each Local Authority footprint, so planning, commissioning and delivering at place). For example services are:

- Supporting families to bring up their children to have the best start in life through our Early Years New Delivery Model.
- Supporting all people to live well, supporting unemployed people into work or training and helping people benefit from the fastest growing economy in the UK.

4.9.10 At the same time the people of GM must take greater charge of, and responsibility for, their own health and wellbeing. This could include:

- Keeping active and moving at whatever stage of life.
- Drinking and eating sensibly, not smoking and encouraging their children to do the same.
- Taking advantage of training and job opportunities setting high aspirations for themselves and their families.
- Supporting their older relatives, friends and neighbours to be as independent for as long as possible.
- Getting involved in their local communities.

4.9.11 As the people of GM take increasing charge of their own health, they will become more independent and self-reliant, getting in work, staying in and progressing in work with all the benefits we know that brings, and using public services far less, protecting them for those who really need them.

4.9.12 Each locality in GM has developed a locality plan for the delivery of Health & Social Care Reform which aligns to the GM Strategic Plan and the principles of Taking Charge. Practical examples of new approaches to the delivery of Health & Social Care services in GM include:

Case study: The Wigan deal for adult social care and health

The Deal for Adult Social Care and Health is a pioneering approach to adult social care which is transforming this service in Wigan from one which focused on traditional health and social care services to one which builds independence and self-reliance. The Deal for Adult Social Care and Health strengthens communities by taking an innovative asset-based approach to service provision by placing customers at the heart.

The key principles of the Deal for Adult Social Care and Health are:

- Having “Different Conversations” to better understand individual assets, recognising strengths, gifts and talents
- Connecting people with community solutions
- Developing community capacity
- Developing new ways of working by liberating the workforce

The Deal for Adult Social Care and Health is making a real difference to individuals.

For example, Neil: he lives with his parents, he has a learning disability and is diabetic. Neil had previously attended college, supported by a carer and due to risks to Neil’s health he couldn’t be left alone. A social care officer had a different conversation and built a good relationship with Neil and his family. Neil talked openly about his likes, interests, aspirations, skills and abilities. As a result a very different package of support was developed. Neil now:

- volunteers at a Community Warehouse twice a week
- plays football for the learning disability team at the Soccerdome
- utilises his catering skills at Greenslate Farm
- is connected with Shared Lives and being matched with a champion
- has increased in confidence
- has a network of friends
- is considering moving into his own accommodation

Through having a different conversation and linking Neil with activities he is interested in within his local community, Neil’s quality of life has greatly improved whilst a saving of £1,794 per year has also been made.

4.9.13 Trafford aim to improve Healthy Life Expectancy, and reduce the inequalities in on this measure across the borough, and a result ensure that the whole population is able to contribute effectively and benefit from the opportunities offered in Trafford. The Health and Wellbeing Board has adopted this as its overarching priority. Multi-agency activity is focussed on:

- Smoking and tobacco control
- Alcohol
- Physical activity
- Cancer prevention and early detection
- Reducing the impact of mental illness

4.9.14 They are also focussing on the healthcare offer. Public health aims to maximise the population benefits of healthcare while meeting the needs of individuals and groups. It does this through advising on the prioritisation of available resources, by preventing diseases and by improving outcomes through design, access, utilisation and evaluation of effective and efficient healthcare interventions and care pathways. Trafford are taking a life-course approach to this:

- **Early years:** maximising the impact of health visiting and school nursing; reducing inequalities in breast feeding rates, smoking in pregnancy and oral health; reducing harm caused by domestic abuse; increasing physical literacy; and providing evidence-based early interventions, through consistent identification of babies and children at increased risk of harm.
- **Working well:** the five topics identified for improving healthy life expectancy will have a major impact on the health of working age adults in Trafford. Reformulating **health checks** programme so that it identifies and supports individuals at higher risk of harm to make the lifestyle changes necessary to reduce risk. The redesign of behaviour change services will also support performance in these areas.
- **Sexual health:** overseeing the implementation of the new contract for integrated sexual and reproductive health services; recommissioning voluntary sector STI and HIV prevention and support; addressing late diagnosis of HIV
- **Ageing well:** promoting independence in older age and reducing the number of people requiring long term care. There is a need to continue to provide specialist public health input into dementia and falls prevention.
- **Improving the public health impact of primary care:** This includes working on the range and scope of the New Models of Primary Care; consistent delivery of Every Contact Counts; improving physical health services offered to people with mental health problems; working with pharmacies and others to implement the recommendations of the forthcoming Pharmaceutical Needs Assessment and the Healthy Living Pharmacy model.
- **Maximising the public health impact within other commissioned services.** This includes ensuring that all new contracts are adjusted to maximise their public health impact – including, but not limited to, embedding the principles of Every Contact Counts and improving the physical health of people with mental health problems
- **Population Health Improvement** (addressing the wider determinants of health)

4.9.15 They are also developing a digital interactive Joint Strategic Needs Assessment (JSNA) for Trafford. Having a robust, accessible JSNA will enable them to develop a better understanding of the needs of the borough as a whole, and of different sub groups within it, allowing all commissioners and providers to target services more effectively.

4.9.16 Bolton are developing a Health and Wellbeing Sheltered Housing Pilot to support and reduce the need for A & E attendance and decrease the usage of hospital service by targeted delivery of health and wellbeing activities in sheltered accommodation. It is anticipated that residents who take part in the activities will have improved their knowledge around health and wellbeing and be able to act on this to support their wellbeing and therefore are able to live more independently.

4.9.17 Bolton's Council's Strategic Housing and Bolton CCG undertook a data matching exercise to compare the location of sheltered housing schemes with postcode areas which have a high volume

of A&E attendances and non-elective admissions. This data, combined with additional data from Careline, identified sheltered housing schemes that were 'hotspots' for use of these services. Residents were then targeted and encouraged to attend activities at a nearby communal centre. Activities include mindfulness and dance sessions and information giving/signposting support such as dementia and stroke awareness, healthy eating information and medication reviews facilitated by local pharmacies. The pilot is still in its formative stages but shows promising level of engagements from the residents targeted.

4.10 Broader Service Transformation

4.10.1 The scope of public service transformation in Greater Manchester extends beyond the ambition and strategy set out at GM level. There is plenty of evidence emerging of best practice we can learn from at city region level. The focus of much of this activity is on better responding to and preventing the issues experienced by those who are most disadvantaged and excluded, for example homelessness, the 'toxic trio' of domestic abuse, mental health and substance misuse, as well as debt and financial exclusion. Some examples of these new approaches are described below.

4.10.2 Stockport have a range of services aimed at supporting people experiencing debt and financial exclusion. One of these is the Stockport Local Assistance Scheme (SLAS) which aims to:

- Provide a safety net in an emergency, when there is an immediate threat to health or safety;
- Help people to settle into new housing i.e. after a stay in hospital or temporary accommodation

4.10.3 A key element of the scheme is to identify the underlying causes of the person's circumstances and connect them with agencies who will work with them to resolve their issues. By providing essential items to enable people to live independently alongside holistic support, SLAS is able to engage with people across a broad range of Health, Employment and Resilience related issues at a point when it is most needed.

4.10.4 SLAS has achieved the following results over first 3 years of programme:

- 4,801 applications accepted and received support
- 65% of applications were due to welfare reform
- 84% of applications are from single people or single parent households
- 94% of applicants accessing SLAS were very satisfied or satisfied with the scheme
- 92% of applicants stated they had not had any of the reasons for their application to reoccur

4.10.5 Stockport have also established a Personal Budgeting Support (PBS) Service which forms part of the Delivery Partnership agreement between Department for Work & Pensions (DWP) and Stockport Council (SMBC) to support the roll out of Universal Credit (UC). Following feedback from Universal Credit Pathfinder areas that referrals into the PBS service were very low or virtually non-existent, Stockport took the approach of co-locating a member of staff within the Job Centre office every afternoon to carry out PBS appointments. Since UC went live in November 2014 there have been 773 total referrals and 524 have attended.

4.10.6 Trafford have been testing new approaches to mental health crises and substance misuse. In 2014, following a successful Home Office Innovation Bid, a Specialist Mental Health Practitioner was seconded into the Integrated Partnership Team at Stretford police station to work alongside police and council colleagues to focus on a cohort of individuals:-

- Perpetrators of ASB whose behaviour is underpinned by sub-threshold or undiagnosed mental health needs
- Individuals who repeatedly present with acute mental health needs and self-harming behaviour who did not access support services

4.10.7 An independent cost benefit analysis of this work examining a 12 month period of activity working with a dedicated cohort of individuals revealed the following:-

- A 15% reduction in call demand to the police
- A 64% reduction in resource demand to the police
- A 20% reduction in calls to North West Ambulance service
- A 42% reduction in attendance at A&E
- A 58% reduction in number of bed days used by the cohort
- A 50% reduction in the number of calls and interventions delivered by the Mental Health Crisis Team.

4.10.8 A Substance Misuse professional from local Acute Substance Misuse services (GMW) is also based at Stretford Police Station in order to:

- Work alongside Police, Council and Mental Health staff to triage emerging risk cases.
- Directly engage with individuals who are presenting demands as per (a) and (b) and support the development of a plan of care and / or intervention.
- Provide brokerage with local service providers to enable a joined up response which addresses the underlying issues.
- Provide the ability to identify incidents involving individuals with substance misuse issues and provide a swift and effective referral and intervention process.
- Instead of drawing a hard line between psychiatric health and addiction, these areas will be treated as part of a continuum. Effective treatment for a Dual Diagnosis involves considering both addiction and mental illness.

4.10.9 The key objective is to reduce the repeat demand on Policing that is generated by individuals with Substance Misuse needs, and to increase the development of joined up case management between the Mental Health and Substance Misuse practitioner to develop co-ordinated care plans.

4.10.10 Similarly Wigan have established a Co-ordinated Community Response Model (CCRM) to Domestic Abuse. The CCRM aims to take a holistic approach to support victims and perpetrators, bringing agencies together to work in an integrated and co-ordinated way in order to affect behaviour change. The new model addresses risk and need at all levels. The Integrated Safeguarding and Public Protection (ISAPP) team is a co-located multi agency team that addresses medium and high risk cases through daily planning meetings. The Refuge and the Community Outreach services were re-commissioned and extensive training has been provided for front line staff. Finally, Operation Strive, funding through the Office of the Police Crime Commissioner, aims to provide a more robust approach to incidents that are categorised as standard risk.

4.10.11 Cost benefit analysis has shown a 20% reduction in re-victimisation for those clients that have plans through the ISAPP approach. There has been a significant increase in successful prosecutions, with fiscal savings to the wider system of £585,000 per annum, and the average length of stay at the Refuge has gone from over six months to less than 7 weeks.

Case Study: Inspiring Change Manchester

Inspiring Change Manchester (ICM) commenced in 2014 and is one of 12 national Big Lottery-funded 'Fulfilling Lives: Supporting People with Complex Needs' projects. Like all the Fulfilling Lives projects, ICM is a 'systems change' initiative, with ambitions to influence the way those with multiple and complex needs are supported throughout the UK. It does this by developing primary evidence of the key features, functions and relationships that enable the best possible outcomes for those with multiple and complex needs.

ICM is an eight-year programme that has been designed and developed with service users to meet the diverse requirements of people living in Manchester with a variety of complex needs (including a history of problem drug and alcohol use, mental health or emotional well-being issues, accommodation problems and offending). The Inspiring Change Manchester services were developed by both service users and partners from across the voluntary and public sectors. Together, they identified the barriers that stop people with multiple needs leading fulfilling lives, and designed a programme to combat this, which focuses on providing the right range of services at the right time. The ICM programme is delivered by a partnership led by Shelter. Shelter also has specialist support provided from:

- Community Led Initiatives – a community interest company who provide the Peer Mentoring element of the programme
- Back on Track – A Manchester based charity that enables disadvantaged adults to make lasting positive change. They provide Education, Training and Employment activities on the programme
- Self Help Services – A user led mental health charity who provide a mental health pathway on the programme

The main objectives of Inspiring Change Manchester are:

- reaching Manchester residents who need ICM's support, who are disengaged from services;
- making sure that ICM can provide the most relevant services, at the right time;
- identifying the best way to deliver appropriate interventions; and
- analysing how ICM delivers their services.

A separate, but integrated GROW Campus (Getting real opportunities of work) has enabled individuals with lived experience of multiple and complex needs access to education, training and employment. People can then develop the tools to lead fulfilling, independent lives in the community. GROW traineeships are 'on-the-job' training opportunities which provide learning and training for adults with lived experience of multiple needs.

At the start of ICM, five priority areas were identified. These summarise the system changes that ICM believe are required in the Manchester system to achieve better outcomes:

- 1) No Wrong Door
- 2) Removing Barriers to Access.
- 3) Improved information sharing
- 4) Co-production:
- 5) Person-centred working

The ICM programme is being evaluated in a multi-faceted way which captures the influence of ICM on the wider system, the lived experience of service users and a full cost benefit analysis.

4.11 Workforce Reform & Behaviour Change

4.11.1 Underpinning all of our reform programmes in Greater Manchester are the principles of:

- A new relationship between public services and citizens, communities and businesses that enables shared decision making, democratic accountability and voice, genuine co-production and joint delivery of services. Do with, not to.
- An asset based approach that recognises and builds on the strengths of individuals, families and our communities rather than focussing on the deficits.
- Behaviour change in our communities that builds independence and supports residents to be in control

4.11.2 A key enabler of reform will be our collective workforce. To deliver a changed relationship between citizens and the state we need to change the way we work. Change not only of our systems, services and processes but our workforce behaviours, values and ethos. This change in mind-set is needed both at leadership level and in the frontline workforce: making reform happen in practice. For our frontline workforce this means, the freedom to focus on what is important to an individual and family, having a different conversation to identify assets unconstrained by tick box assessments. For our administrative functions it means moving to a role of enabler, breaking down bureaucracy and working with the community. Supporting our workforce to deliver this change we need to ensure they have access to the right information to make informed decisions and are supported by leaders who champion a new approach to public services.

4.11.3 In order to deliver behaviour change in our communities through an asset based approach it is recognised that there is a need to empower our frontline workforce to make more informed decisions about how and when they work with individuals and families.

4.11.4 Our Manchester is the name for the 2016-2025 Manchester Strategy that articulates the vision and future priorities for the city. The Strategy reinforces the importance of investing to support economic growth, connecting all residents to the opportunities of growth. Our Manchester is also the working name for emerging work to develop different relationships in the city between public services, residents, communities, partner organisations, businesses. This could involve:

- Having different conversations that build on people's strengths and assets
- developing new approaches for how public services engage and empower local communities
- encouraging new behaviours and attitudes among all partners
- improving the social and physical connectivity of the city.

4.11.5 There are a number of practical examples of how residents, businesses and the council (and public service partners more widely) are already harnessing this energy and taking a different approach. These range from supporting local volunteer groups to care and maintain local parks, through to the council working in partnership with businesses and local organisations to open up wider opportunities for younger adults with a learning disability.

4.11.6 As part of their Our Manchester approach Manchester City Council have implemented new conversational tools across their Early Help and Children's Social Care workforce. They have developed a new 'Conversation Wheel' for Early Help staff which is a holistic whole family tool which helps workers have a conversation about difficult issues whilst focussing on the strengths of the family across five aspects of life (home, social/community, school/college, work life and health & wellbeing). Manchester have also launched the Signs of Safety approach with over 200 people, including partners, frontline staff, executive members and senior officers. The SoS approach seeks to create a more constructive culture where professionals and family members can engage with each other in partnership. SoS uses techniques and tools for assessing and planning packages of support with families and children, based on:

- Clear distinction between strengths and protection
- Plain, jargon-free language that can be readily understood by families
- Statements of observable behaviour rather than assumptions
- The skilful use of authority by giving families choices about how to work with authorities
- A dynamic assessment process continuing throughout the period of working with the family
- Clear distinction between past harm, future danger and complicating factors.

4.11.7 Similarly Trafford Council are implementing a 3 conversations pilot. Trafford are seeking a fundamental shift in the focus of social care where residents are expected to remain independent for as long as possible and are supported to reach their full potential. The skills and assets of the individual will be considered and solutions such as assistive technology and community support optimized.

4.11.8 The aim is to change the system by liberating the workforce, by giving them permission to use their judgement to implement innovative and creative solutions in order to unlock the potential of each individual and that of their community so that more people live independently. This will reduce demand on the system and our dwindling resources. To do this they are introducing a new approach to social care 'assessment'. One that's simple, one that's based on a different conversation and one that reforms and reclaims social work. A conversation that goes like this...

- **Conversation 1** - 'How can I connect you to those things that will help you get on with your life'? Those assets and strengths that already exist within your family and your neighbourhood.
- **Conversation 2** - If a person is at risk we ask 'what needs to change to make you safe'? 'How do I help you to make that happen' how do I use my knowledge of the community to support you'? And 'how do we pull this together in an emergency plan and stay with you to make sure it works'?
- **Conversation 3** - 'What does a good life look like for you'? 'Where do the sources of funding and other resources come from to support your chosen way of life'? And, 'who else do you want to be involved in your support planning'

4.11.9 The approach is to 'testbed' the model as part of our place-based integration proof of concept starting in the north of the borough in January 2017.

4.11.10 Wigan have recognised that underpinning the changed relationship with citizens are workforce behaviours, values and ethos. This change in mind set is needed both at leadership level and in the frontline workforce, to make reform happen in practice. They are aiming to foster a culture that embodies positivity, personal responsibility, openness and Transparency so the workforce are empowered to be innovative and creative, bringing new ideas to improve services. This reform is true for the entire workforce from the social worker to the accountant and from the librarian to the refuse collector. Wigan have established three core behaviours which define how they work and underpin a new operating model.

- Be positive: Take pride in all that you do
- Be courageous: Be open to doing things differently
- Be accountable: Be responsible for making things better

4.11.11 These behaviours create a shared culture that celebrates public service, successes and achievements, and sets out the expectations of workforce behaviour. The intention is to empower staff to take responsibility for their own engagement and development and feel committed to Wigan so that they embody the Wigan Deal and a new relationship with residents.

5. MAKING COMMUNITIES MORE RESILIENT & HEALTHY (HELPING PEOPLE TO DO MORE FOR THEMSELVES)

5.0.1 Greater Manchester's principles of public service reform set out the ambition for a new relationship between public services and citizens and communities, supported by an asset based approach that recognises and builds on the strengths rather than focussing on the deficits. The principles also propose an approach that supports the development of new investment and resourcing models, enabling collaboration with a wide range of organisations. This approach will be essential to realising our ambitions for more inclusive growth, supporting individuals and communities to be healthy and prosperous as part of a growing economy, through maximising existing social networks and community assets.

5.0.2 Through the Call for Evidence it is clear that there is a diverse range of initiatives which are turning these principles into activity across Greater Manchester. The examples given below represent a snapshot of existing activity that public sector partners are aware of and are supporting. A number of key themes emerged from the evidence submitted, in particular the development of new investment models and means of engaging residents, as well as a range of work to build community capacity around issues such as food, green energy or health and wellbeing.

5.0.3 Creating this new relationship is evident in local strategies in GM. For example through their Family Poverty Strategy Manchester have commissioned a 'think-piece from CLES (Centre for Local Economic Strategies) to focus on the role of anchor institutions and the formation of an 'anchor network'. The Wigan Deal (see case study), Our Manchester and Thrive Trafford put this new relationship at the centre of their approach to transforming public services.

5.1 New Investment Models

5.1.1 A number of areas in GM have begun to develop new investment models to support the community and voluntary sector. This may take the form of an investment fund, as in Bolton (see case study) and Wigan. The Wigan Community Investment Fund aims to empower communities to use their local knowledge and expertise to develop locally-determined solutions to both challenges, and opportunities. A variety of projects have been supported by the fund, including: Community Warehouse – a hub for the development of social enterprise, offering training and employment, My Life CIC's Match to Care project – to train 50 unemployed residents who have been made redundant or want a career change in the social care sector, and, Unify Credit Union – aiming to develop a town centre credit union with online banking and business banking for social enterprises.

5.1.2 It is worth noting that the scale of the investment scheme is not always as large as those in Bolton and Wigan. The Make Sale Smile micro-grants scheme in Trafford offers grants of up to £500 for any project that could bring neighbours together. Examples includes street parties, art projects and an archaeological dig. The same is true for Stockport's 'Community Chest' project – Where a panel of local residents was formed to approve providing grants of up to £200.

Case Study: Bolton Community Empowerment Fund

The Council has developed a £1.3m Community Empowerment Fund (CEF) which provides a small, time limited investment to voluntary and community sector partners in return for greater involvement of local communities to improve their local areas and demonstrably reduce demand on Council Services. CEF signals a new relationship between the sector and the Council where the Council acts as an enabler rather than deliverer of services. This includes encouraging groups to help each other and collaborate to reduce dependency on council funds and resources including officer time.

CEF is an investment model and groups are expected, as part of their application and activity, to develop sustainable models of delivery. The emphasis is on encouraging new ideas, relationships and developing capacity building ideas which look to increase and/or develop volunteering.

Originally the fund was intended to pilot schemes around cleaner, greener and safer and opportunities for young people. However, the scope has recently been broadened to align with Bolton's Vision 2030 and now focuses on supporting the themes of being 'active' and 'connected' while helping to achieve at least one of the priorities:

- Giving our **children** the best possible start in life, so that they have every chance to succeed and be happy.
- Improving the **health and wellbeing** of our residents so that they can live healthy, fulfilling lives for longer.
- Supporting **older people** in Bolton to stay healthier for longer, and to feel more connected with their communities.
- Protecting and improving our **environment**, so that more people enjoy it, care for it and are active in it.
- Developing **stronger and more confident** communities in which people feel safe, welcome and connected.

A range of internal and external communications are being prepared to promote the new criteria and the Council is working with Bolton CVS to engage the voluntary and community sector to stimulate new ideas and innovation and to improve the success rate of applications. An evaluation methodology is also being developed to explore the effectiveness of the fund so far in terms of impact and cost savings.

5.2 A new relationship between public services and citizens and communities

5.2.1 As well as new investment models there are many ways in which the relationship between public services and communities are changing, one example of this is the transfer of assets to community management and ownership. One example of this is Great Lever Connected (GLC) in Bolton which is a collective of local groups who have taken over the running of the former Irwell Valley Housing Association UCAN (Urban Care and Neighbourhood Centre) in Great Lever. The group are supported by Bolton at Home staff (who have experience running UCAN services across the borough), but the vast majority of delivery comes from GLC volunteers; between June and October 2015, 694 people accessed the centre. A range of services are offered including: upskilling some of the hardest to reach residents (with support to employment), improving digital inclusion and offering ESOL classes.

5.2.2 There are similar examples of asset transfer in Wigan – with the transfer of Lowton Community Centre to a community group and its transformation into a community 'hub' and café. There are also examples in Stockport where Heaton Norris Pavilion has had its management transferred to local volunteers who have explored the business case for the hub and ways in which the Pavilion can achieve maximum use, rather than its current use rate of 25%. The volunteer committee has worked to develop a business plan for the future.

Case Study: The Wigan Deal

The Wigan Deal is an attempt to form a new relationship between the Council and the resident. The Deal is an informal contract between the council and our residents. It recognises that the council needs to change the way they behave in order to make the vision for the borough a reality. However, there is also a need to encourage and support behaviour change in communities.

The Deal is about all services in the council and all residents of the borough. It is about beliefs and a culture change and way of working that reflects everything that the Council does. Fundamentally, it signals a positive approach for individuals and communities that encourages self-reliance and independence through an equal partnership.



The poster features the title 'The Deal' in large, stylized letters, with a graphic of two hands shaking between the words. To the right is the Wigan Council logo. Below the title are two columns of bullet points, each with a signature line at the bottom. The left column is titled 'Our part' and the right column is titled 'Your part'. At the bottom of the poster are social media icons for Facebook, YouTube, Twitter, and a website icon, with their respective handles: WiganCouncilOnline, wigancouncil, @wigancouncil, and wigan.gov.uk.

The Deal

Wigan Council

Our part

- Keep your Council Tax as one of the lowest
- Help communities to support each other
- Cut red tape and provide value for money
- Build services around you and your family
- Create opportunities for young people
- Support the local economy to grow
- Listen, be open, honest and friendly
- Believe in our borough

Signed *Pete Swire*
Lord Peter Smith of Leigh, Leader of Wigan Council

Your part

- Recycle more, recycle right
- Get involved in your community
- Get online
- Be healthy and be active
- Help protect children and the vulnerable
- Support your local businesses
- Have your say and tell us if we get it wrong
- Believe in our borough

Signed _____

f WiganCouncilOnline y wigancouncil t @wigancouncil w wigan.gov.uk

5.2.3 Another example of this changing relationship with is in the way in which public services engage with communities, learn from them in processes of redesign and co-design of services, and provide new opportunities for citizen participation in local budget spend decisions and processes. One way of doing this has been utilising community reporters and researchers. For example Stockport Council have worked to train and support a group of residents to undertake research about the alcohol consumption of residents in their local neighbourhood, and in the process gain Level 2 research accreditation. In addition, the researchers commissioned MaD Theatre to write and perform a play based on the findings. The play was performed over three nights to over 700 people. A similar Stockport project was undertaken to train 13 residents to study the barriers to accessing health food. 'Grow Cook Eat Central' project was subsequently commissioned based on that learning, engaging 300 people over a six month period.

5.2.4 Salford City Council have also supported a number of 'PACT Community Reporters' who were trained by Inspiring Communities Together over a six week period. Reporters were equipped with the skills to produce their own newsletters and accredited by the Institute of Community Reporters. A series of Newsletters were subsequently produced and further training was offered in conjunction with The Broughton Trust and IVSCP. Inspiring Communities also delivered another pilot project in Salford (with Salford University and the Lower Kersal Centre) to promote volunteering within the city whilst gaining a level one qualification in volunteering. Priority for the scheme has been given to those being supported back in to work.

5.2.5 New models are also being developed to supporting community and voluntary sector activity locally. For example Trafford Housing Trust Capacity Builders support third sector organisations who are tackling poverty. Similarly, Trafford Youth Trust has been established by the Trafford Partnership as a Community Interest Company to establish a partnership framework against which youth provision for 11-18 year olds (up to 25 years for young people with learning difficulties) will be commissioned, grow investment into youth services within Trafford through innovative approaches to accessing funding and other resources, and provide a network for all providers working with or on behalf of young people in Trafford in order to improve co-ordination of services, collaborative working and the development and sharing of knowledge, skills and resources.

5.2.6 In Wigan the Council have acted as a facilitator, to promote neighbourhoods taking pride in their area. The Wigan in Bloom programme now have 30 active community groups across the borough, with over 400 residents volunteering on a regular basis and 17 community groups being recognised in the annual Royal Horticultural Society's North West in Bloom Neighbourhood Awards.

5.3 Ageing

5.3.4 The Ageing agenda across Greater Manchester has developed significantly in the past nine months. There is a recognition that the elderly population in Greater Manchester is currently under-represented, a situation which is only set to increase as the population of GM ages and the percentage of residents over 65 increases. Estimates suggest that by the early 2030s, half of the UK adult population will be over 50, and by 2037 the over-80s group will have expanded to 6 million. Within GM specifically, the number of over 65s living in GM is expected to increase by 44% by 2028, and the over 85s by 81% during the same period. The GMCA have therefore established the GM Ageing Hub (from March 2016) to coordinate ageing activity across GM.

5.3.5 The Hub has three priorities: GM will become the first age-friendly city region in the UK, GM will be a global centre of excellence for ageing, pioneering new research, technology and solutions across the whole range of ageing issues and GM will increase economic participation amongst the over-50s. GM has some of the world's leading researchers on ageing across its various academic institutions and the Hub aims to bring their work into local government. The final aim is based on 2 key statistics; if the inequalities in employment prospects for older people in GM were addressed, GVA could substantially increase. Initial modelling suggests that: if the GM 50-64 employment rate matched the UK average, GVA could grow by as much as £813.6million; and if the GM 50-64 employment rate was at the all-age GM average, GVA could grow by as much as £901.6million.

5.3.6 Bolton has two key projects currently underway to engage the ageing population. Firstly, the GMCVO (Greater Manchester Centre for Voluntary Organisation) led Ambition for Ageing programme has allocated Hall'ith'wood Estate in Bolton as an area to build a stronger age friendly community. To date, an asset mapping workshop has been delivered by AfA staff to help residents identify what their local area already has and also highlight what is missing. Following this, a consultation was held between residents and ward councillors in which the councillors spoke directly to residents about the changes they wanted to see, and explained ways in which they could happen.

5.3.7 One example identified by residents was the need to have a local library, as the estate is a distance from book lending facilities. As a result, Bolton Library Services have committed to establishing a mobile library service for the estate. Access to library services will not only help the residents become more connected both with one another, but it will also give older residents with lower literacy levels the ability to improve their skills.

5.3.8 Bolton Council and Bolton at Home have also facilitated the Men in Sheds project in Great Lever and Farnworth which works with men with physical and mental health issues and who are isolated in their local community.

5.3.9 The age-friendly Manchester programme have brought together a vast number of projects across the city related to the ageing agenda. The programme is organised around five key themes: age-friendly neighbourhoods, age-friendly services, involvement and communication, knowledge and innovation and influence. The age-friendly Manchester team have a steering group but also report to the Older People's Forum; a group of representatives comprised of elderly Manchester residents. The programme has coordinated everything from 'North City Nomads' – an organised programme of excursions for elderly people, to an age-friendly nightclub in the city centre.

5.3.10 The Tech and Tea project delivered by Salix Homes, Inspiring Communities Together and Salford City Council was run as a test of change by engaging older people in understanding the benefits of technology in helping them to: engage in neighbourhood activity, reduce social isolation and loneliness and improve health and wellbeing outcomes. The course taught basic computer skills to elderly residents in social housing to help connect them to opportunities within their area and combat loneliness.

Case Study: Over 50s Worklessness Pilot in Brinnington, Stockport

From April 2016, Ageing Better and GM stakeholders have focussed on worklessness, wellbeing and social inclusion in mid and later life. Initial stakeholder discussions and persona work with service providers, commissioners and professionals in GM underlined the importance of proactive outreach, using entry points outside the statutory employment service, possibly leading with financial advice and working with the whole person and their family, rather than taking a narrow 'work first' approach.

Five of GM's borough councils (Oldham, Salford, Stockport, Trafford and Wigan) have agreed to participate in a pilot to test these ideas, contributing staff time and supporting us to engage local people and communities. GMCA and Ageing Better will pilot innovative approaches to ageing in place (Brinnington), generating new evidence that can be spread nationally, and adopt and implement evidence of 'what works.'

The Pilot will be divided into two key areas of work:

1. Insight and Co-Design

The purpose of the first work package is to gather insights and perspectives from people aged 50 and over who are out of work or in insecure work, and to engage them to design an outreach initiative that can be tested in practice in work package 2.

2. Test and Learn

The second work package will be fully specified based on the findings of the insight and co-design processes. The purpose of the second work package is to test a number of outreach initiatives in practice, in order to develop a stable / replicable implementation model, and to gather actionable insights about the further support that people in later life require to move into sustained and fulfilling employment.

5.4 Building Community Capacity - Food

5.4.1 Food was a theme of activity across a number of areas of Greater Manchester. For example the Oldham Food Network is community led and works with the Growing Oldham, Feeding Ambition partnership to: co-ordinate food activity and support local communities, increase food education and skills, grow food enterprise, communicate opportunities and share resources. Encouraging the community to organise themselves has brought together residents, communities, partners and organisations to work co-operatively to improve fair access to fresh, local, affordable healthy food, building on community development programmes such as Get Oldham Growing.

5.4.2 A similar project in Salford, 'Making Food Matter' was delivered as a community based learning pilot in Salford. The project recruited six food champions and aimed to: build skills of local people to deliver healthy and sustainable food messages, create a network of food champions and enable local residents to better understand how to make the most of their food. There were three key outcomes linked to the project: Increase awareness of individual and communal energy consumption and increased commitment to its efficient management, increase involvement of the community in collaborative growing and greening projects and increased economic opportunities in the green economy, greater take up of training and jobs within it and creation of new job opportunities which contribute to sustainability.

Case Study: Storehouse Pantry, Bolton

Storehouse Pantry is a partnership initiative which was created at a time when national foodbank use was at record levels. At a local level, Storehouse Foodbank (Bolton) was struggling to meet demand and fast realizing that foodbanks are an unsustainable solution to the problem. The system did not provide dignity and choice, which was something that people in crisis situations were already lacking. There was also potential for existing welfare provision, from Bolton Council, Bolton at Home and voluntary organisations, to be more 'joined up' and responsive. There was an appetite for a more innovative solution. A natural partnership was developing on the Johnson Fold estate, where the local church from St Peters Parish, Bolton at Home Neighbourhood Management and Urban Outreach were recognizing local need on an estate, which was in the top 1% deprived estates in the country and 4th most deprived area in Bolton.

After looking at other examples of good practice, the Storehouse Pantry was developed to give local residents access to food and other household essentials for a nominal membership fee. The pilot was launched on the Johnson Fold estate on 3 November 2015.

The pilot project aimed to test the idea of a new model and learn lessons about how this is best implemented, with a view to developing a sustainable model which could be rolled out across the borough. This new model is locally run and managed, making use of local networks and volunteers. The small membership payment not only makes the model financially sustainable, but also changes the dynamics of the relationship between the client and the provider, promoting dignity and self-worth.

The 'wrap around' service is an important element of the project. Bolton at Home has invested in providing its 'UCAN offer' within pantries and other partners have also used the Pantry to target those on low incomes. There are many opportunities to develop this, as the Pantry lends itself to conversations around healthy eating, financial inclusion, and local issues.

Storehouse Pantry has already demonstrated success in targeting those on low incomes and referrals on to services that can help, such as debt and money advice and employment support.

In the coming months, the second Storehouse Pantry is planned for the New Bury area in Farnworth. There are also plans to launch a mobile pantry. It is hoped that more work can be done to 'join up' welfare provision in Bolton and that LWP will support and underpin the pantry.

5.5 Building Community Capacity – Green Infrastructure

5.5.1 Aligned to the ideas of food in communities and sustainability, are projects centred on green infrastructure and energy. Oldham have set up a community energy company to coordinate: saving schools and community groups money on their energy bills, educational programmes for school children and young people to give them skills to gain employment in the growing LCEGS sector and enabling low income households to own shares in a renewable energy co-op. There is also a national apprenticeship standard under development in Oldham for Community Energy Specialists. Work is also underway in Oldham relating to community groups gaining skills in running a business and supporting the community asset transfer programme.

5.5.2 Trafford's 'M16 Environmental Action' Programme is similar to Manchester's Upping It Programme, aiming to tackle high levels of fly tipping and littering in the Old Trafford area of the borough. The Locality Partnership supported the project by setting up a small grants scheme, offering up to £300 to residents who wanted to improve their local environment. It was simple to apply, and payments were made to individuals (not just constituted groups). Trafford funded 16 projects. Neighbours came together, cleaning and maintaining their back alleys, placing plants and benches there, enabling children to play and people to meet. For example, one project has put art in the alleyway, and is holding art classes for children there. Another project has attracted the attention of Keep Britain Tidy, who has met with the residents, Council and Councillors to discuss trialling a project prior to national roll-out.

5.5.3 Oldham's BGreen project has worked to bring built environment issues and community issues together under a single banner. The project aims to physically improve 1,400 homes, as well as addressing some of the deep rooted community challenges of decline and social isolation. Oldham Council have provided a local hub to enable the delivery of localised services and refurbished community spaces to facilitate meetings and events. The Council have also secured further funding for this aspect of the project including £50,000 from Public Health Oldham for local wellbeing programmes, and £49,000 from the Department of Work and Pensions (DWP) for an employment initiative for single parents.

Case Study: Upping It Recycling Project, Manchester.

Upping It grew from the Platt Claremont residents association where a handful of members started the Upping It initiative. They set a goal, to increase the level of recycling in the area from a very poor 28% to 50% in 6 months. Over 160 people were on the Upping It mailing list within weeks and now numbering nearly 300. 'Street reps' went door knocking, meeting many of their neighbours for the first time, breaking down barriers, educating people on issues around recycling which has led to the cleaning and greening of alleys, and sustained cleaner environments.

An issue that took increasing prominence was the number of Houses of Multiple Occupancy (HMO) in the area, huge numbers of student houses and the increasing loss of family homes to HMOs - leading to transient occupation, impacting on community cohesion and a lack of pride in the local environment. A new group is to be established in the coming year to focus on this issue.

In twelve months, Upping It has achieved the following outcomes:

- Cleaned and Greened several alleyways with the local residents that has led to improvement
- Developed sustainable partnerships with key organizations such as Manchester City council and The University of Manchester
- Held two parades raising awareness of recycling issues with the building of a 14ft pigeon made with the help of local school children
- Recruited and supported street representatives from across the Terrace Square.
- Aided neighbourhood development as street reps have 'door knocked' and met people on their own streets for the first time, leading to greening and cleaning initiatives, improved waste management and steps towards greater community cohesion.
- Provided a model of good practice for other localities with a view to replication.
- Created a series of information flyers for long term use.
- Made useful links with Surestart, Greenheys ALC and Trinity House, all organisations that work directly with residents; all keen to share initiatives.

In twelve months, Upping It has achieved the following outputs:

- Supplied over 100 green bins and 140 grey caddies with bags to improve food waste recycling
- Re-homed over 80 'feral' bins, dumped and forgotten, full of inappropriate waste, now sorted and back in use.
- Developed a mailing list of 271 residents interested in Upping It initiatives
- Supported over 60 active street reps, local people living in the Terrace Square.
- Cleaned and Greened 9 alleyways that has led to sustained improvement
- Held two Parades impacting on 60 school children and over 500 local people on the parades.
- Maintained a strong and committed steering group working the equivalent of 1.5 FTE posts
- Printed over 5,500 flyers highlighting the issues of fly tipping and the dumping food waste and the spread of rats.

5.6 Building Community Capacity – Health & Wellbeing

5.6.1 There is a wide range of activity underway in GM which aims to enable communities to improve their health and wellbeing as well as learning to manage their own health and wellbeing needs. For example Bury Parents Forum (BPF) is an organisation created by families for families, and aims to empower parents and professionals to make informed choices. They deliver a number of activities related to the Special Educational Needs and Disability agenda. BPF held participation events with families and were instrumental in the Short Breaks Tender process ensuring that parent's voices were heard and the services commissioned met parent's needs. BPF Also provide 'Mystery shopper activities' to scrutinize Bury's Local Offer, parenting support on Autistic Spectrum Disease and Attention Deficit Hyperactivity Disorder pathway planning and provide support for the

Children With Disabilities team and the Additional Needs team with the Enhanced Health Care Plans and person centred planning.

5.6.2 The idea of communities doing more for themselves is prevalent in Stockport Council's Health Inequalities Programme. By recruiting 'Champions for Health' across the borough, residents have begun to discuss health issues amongst themselves, rather than the Council talking to residents directly. The Champions received training on specific health issues to enable them to offer brief intervention advice to their friends, families and neighbours. In addition, Champions also attended community events as well as setting up/supporting social support groups. 51 residents were recruited and trained as part of the programme, the vast majority of whom are still involved in the work.

5.6.3 The 'Vision for reducing physical inactivity' is a pledge that supports the increase and promotion of physical activity in Trafford. The Vision is further supported by a strategic review of leisure centres to inform investment priorities and an assessment of outdoor leisure and sporting facilities (Playing Pitch Strategy) used by the 175 sporting clubs and associations in Trafford. The Playing Pitch Strategy aimed at broadening sustainable access to the wide range of sporting and leisure opportunities that exist within Trafford and to bring together these opportunities within a strategic framework that will ensure that Trafford residents have greater opportunity to access a wider network of sports and leisure facilities that increases the opportunity for every resident to become more physically active.

Case Study: Men's Wellbeing Project, Salford.

The Salford Men's Wellbeing Project ran from August 2013 to July 2015 and was aimed at improving children's wellbeing through improving the wellbeing of their fathers. Unlimited Potential initiated the project as an asset based community development project, applying four steps of an approach to action enquiry called Positive Deviance. The project was based in a deprived ward of Salford called Little Hulton.

The fathers that the project involved include many who have a background of severe and multiple disadvantage. Importantly a small number of more recently disadvantaged fathers, facing redundancy and other challenging life events, participated in the project. Furthermore a significant number of fathers were motivated by helping others supported by the Project.

Unlimited Potential recruited a local father as an Engagement Worker; this dad was seen as a peer by the core group of fathers that the project reached. They also established a Council of Dadz, made up of local fathers, who progressively took responsibility for the project. Using four steps of Positive Deviance, known locally as the "4 Ds", the project discovered an uncommon but successful coping strategy amongst fathers experiencing serious life challenges - they shared their problems openly with other and with a spirit of helping others. The Project then designed ways to encourage this behaviour to be more widely spread, including most notably a Saturday Dadz and Kidz Club. In April 2015, three months before the end of the project, responsibility for ongoing work with fathers in Little Hulton, including continuing the activities that had been set up by the project, was transferred to a newly constituted body known as Salford Dadz – Little Hulton.

5.6.4 The role that culture can play in health and wellbeing is evidenced in Greater Manchester by the work of the Whitworth Art Gallery and Manchester Museum. The Arts for Health programme, established in 2008, focuses on delivering projects and programmes in collaboration with the Central Manchester University Hospitals NHS Foundation Trust and the Manchester Mental Health and Social Care Trust. This includes work with Manchester Schools Hospitals Service, ward-based creative sessions with patients, artist residencies and medical staff CPD programmes. Once a year, for a week, they also run *+Culture Shots*, a takeover of Central Manchester University Hospitals in which museums from across the city run workshops, activities and events for NHS staff and their visitors to explore how culture can enhance individuals, professional practice, and patients' health and wellbeing. Last year over 2,000 NHS staff participated in culture shots.

5.7 Building Community Capacity - Education

5.7.1 Education is an essential element of helping communities to be more resilient and to do more for themselves. In Salford, the Girls Allowed project stages interventions with young females ranging from year 6 to year 11. The interventions discuss issues such as: body image, gender roles, identity, positive thinking, motivation and aspiration, emotional health, sexual health, social media and the consequences of crime. The females referred are generally complex young females with complex dependencies which coupled with immaturity and unstable family lives can mean that the intervention needs to be intensive to have an impact. Out of a Target of 20, the project have completed the intervention with 10 young females, with a further 12 females due to complete by the end of October. There are an additional two tiers within the programme, one focussing on those that are harder to engage with and require 1-2-1 interventions (tier 2) and another tier focussing on young girls who are already involved with Organised Crime families (tier 3).

5.7.2 Mad Lab's Digital Skills for Women in Greater Manchester (DSWGM) was a three-month ESF - funded training project, which took place between March and June 2015. DSWGM was created for women not in employment, and provided a series of two-day courses, subjects included: basic skills, getting to grips with social media, an introduction to computer programming and an introduction to web development. The scheme was designed to train 75 women, but due to high demand (and MadLab seeking further funding) 132 women took part. Most participants faced one or more barriers to employment, including: carer responsibilities, childcare, disability, English not a first language, lack of confidence, learning difficulties, mental health issues and mobility issues. 15% of attendees are now in employment/self-employment. From anecdotal evidence and talking to learners so far, it is expected that over 50% of participants will secure employment or volunteering opportunities, and 40% will have moved closer to the jobs market.

5.7.3 The Whitworth Art Gallery and Manchester Museum have both developed under 5's programmes to engage children early with culture in Greater Manchester. Both institutions aim to offer a welcoming and accessible social space for all young children and their adults (which often includes grandparents and extended family members), to spend time together- playing and learning. As well as a range of programmes, The Museum also has a dedicated under 5's gallery, Under 5's (opened in 2014). The programmes are all free and the Museum also work with early years settings and professionals in the local community to make the museum as accessible to as many families with young children as possible. In 2015- 2016 they saw 23,764 under 5's visiting the museum with their families and schools. The Whitworth Art Gallery also offer a range of regular programming for under 5s visiting with their families including: Art Baby-Music Baby and Toddler Art Club as well as weekly child-led Early Years Atelier workshops inspired by Reggio Emilia educational philosophies. In 2015-16, 13,720 under 5s visited the gallery with their families as well as in nursery and school groups.

5.8 Building Community Capacity – The Arts

5.9 Arts and culture can play an important role in building community capacity and capability whilst giving residents an opportunity to learn new skills and build their confidence. HOME (the new arts venue in Manchester City Centre) utilised their Engagement Team to deliver free creative workshops in Wythenshawe. The workshops covered paper sculpture, dance, filmmaking and sound design across three community centres including the Wythenshawe Forum, Benchill Community Centre and Woodhouse Park Lifestyle Centre. All work made was then exhibited in a cross-art-form installation which took place at Victoria Baths in September and accompanied HOME's production of *Romeo & Juliet*. The project aimed to: contribute to economic and social development in Wythenshawe, help individuals develop talent, knowledge and skills relevant to both commercial and cultural sectors, provide a platform for talented individuals to showcase their abilities, provide an alternative education route to employment and training, particularly for those who may be "at risk" of exclusion, provide a positive diversionary activity for young people living in Manchester districts of high social deprivation, which experience significantly higher incidences of crime and anti-social behavior and to diversify the audiences at HOME.

Case Study: Not So Grim Up North (Manchester and Tyne and Wear)

Not So Grim Up North (October 2015-February 2018) is a research project funded by Arts Council England Research Grants Programme (Grant number: 29250851). It is a collaboration between researchers at University College London and museum partners – the Whitworth, Manchester Museum and Tyne & Wear Archives & Museums (TWAM). The aim of the project is to investigate the health and wellbeing impacts of museum and gallery activities for four audience groups: people living with dementia, stroke rehabilitation patients, mental health service-users and addiction recovery service-users. The objective of the project is to develop a framework to assess the impact of the activities across different audience groups and in different settings. Other partners include the NHS and third sector organisations in Greater Manchester and Tyne & Wear.

The museum-led projects are between 6 and 10 consecutive weeks, with sessions lasting between 1 and 2 hours. The museum and gallery activities take place in numerous settings: in hospitals (acute medical wards and stroke unit), in community settings (third sector partners), and in the museums. The sessions comprise hands-on engagement through mixed creative activities, including museum object handling and discussion, museum tours, therapeutic horticulture in the gallery gardens, and arts activities inspired by the collection (e.g. art collage in the style of gallery paintings; clay making in response to museum collections). The sessions delivered by the Whitworth and Manchester Museum are facilitated by artists, and the sessions delivered by TWAM are facilitated by museum professionals. Group sessions are typically between 5 and 8 participants.

6. REGENERATION

6.0.1 Through the Call for Evidence a number of districts in GM also highlighted regeneration activities that were contributing to inclusive growth locally. These programmes are often focussed on particular neighbourhood centres or town centres and have specific aims to create jobs for local people by supporting enterprise and attracting new businesses into the area, develop affordable housing and reduce inequalities more broadly.

6.0.2 Trafford have a range of strategic regeneration activities which aim to promote a more inclusive economy in the borough. For example the Old Trafford Masterplan includes the construction of Limelight, a new community and health development due to be completed in August 2017 and the construction of an affordable housing scheme. The Masterplan will measure its progress against the 2015 Indices of Multiple Deprivation, in relation to health, economy and employment, housing, education, crime and safety.

6.0.3 The Stretford Masterplan provides a bold vision for delivering transformational change to Stretford Town Centre. Over the past year, significant progress has been made the completion of the Stretford Public Realm and Movement Strategy, design works for the first phase of improvements and the transfer of Stretford Public Hall to the Friends of Stretford Public Hall to bring the building back into active community use. The town centre has also seen a number of new business openings leading to a 13% reduction in retail vacancy rates.

6.0.4 Future Carrington is an exciting project that will deliver new homes and jobs for Carrington. HIMOR is developing a vision for a vibrant community on the Carrington Estate and the former Shell processing site and Trafford Council is collaborating with HIMOR to deliver a sustainable development that unlocks local and regional benefits. The Phase 1 planning application includes 900 new homes, up to 1 million square feet of employment space, a local centre including shops and transport improvements.

6.0.5 In addition to the strategic regeneration plans in November 2015, businesses voted with a majority of 68% (74% by rateable value) in favour of creating a Business Improvement District (BID) in Altrincham. The BID means that all eligible businesses will pay into a fund which will generate £1.4 million to improve the town centre over the next five years. This will be invested in improving the trading environment and will benefit businesses, investors, workers, visitors and residents.

6.0.6 Trafford Council directly support third sector organisations such as Town Centre Partnerships to thrive. As well as working closely with resident-led town centre groups, the Town Centre Partnerships in Sale and Urmston are offered direct support to achieve their objectives which are aligned with Trafford Council's priorities. The Partnerships actively promote and lead on borough wide schemes such as the G.I.F.T Trafford (Christmas Lights Campaign) and the Town Centre Loans Scheme which allows new businesses to borrow an interest free loan of up to £10,000 to help cover refurbishment and overhead costs. Since the launch, 24 new businesses have opened using the Town Centres Loan Scheme, with more expected to secure loans in the near future. Since the launch, £220,000 has been awarded in loans resulting in £900,000 worth of private sector investment and the creation of approximately 90 jobs. The Loan Scheme has contributed significantly to falling vacancy rates in Trafford's town centres which have reduced from 19% in March 2014 to 12.5% in June 2016. Vacancy rates have been halved in Urmston and Sale town centres.

6.0.7 Recent work on Salford's growth opportunities has forecasted development up to 2040. This has identified an opportunity to create up to 40,000 new jobs and 40,000 new homes in Salford, with growth centred on three strategic locations in Salford at Salford Quays / MediaCityUk, the Greater Manchester Western Gateway and Central Salford.

6.0.8 Similarly the Council's vision in Oldham is to secure long term sustainable regeneration for Oldham town centre and the Borough. Their Strategic Investment Framework (SIF) sets out an approach to delivering future investment that prioritises tackling the barriers to local economic growth (pride of place, public realm and a strong culture and leisure offer), as well as directly supporting jobs in Oldham. It outlines the challenges facing Oldham and its role in the City Region,

along with the opportunities to deliver significant economic and social benefits through well targeted investment.

6.0.9 The framework aims to ensure that limited public sector resources go further and that intervention is targeted where it will have the most benefit, along with the opportunities to deliver significant economic and social benefits through well targeted investment. Independent Economic Assessment of the Council's Investment plan estimates it will have an impact on local employment by creating more than 4,200 permanent jobs and approximately 230 construction jobs.

6.0.10 The Council has also committed to investing £1 million in a comprehensive new packed of support for businesses as part of its commitment to ensuring the Town Centre supports growth in local enterprise. The fund will be used to help strengthen the identity and distinctiveness of the independent quarter in a range of ways by supporting existing and new start-up independent businesses in the area.

6.0.11 Regenda Homes are also leading Love Limehurst in Oldham, which is a 10 year neighbourhood, on behalf its residents and partners. The people and place-based approach will see Limehurst becoming more resilient, with an active and empowered community that have the opportunity to transform their lives.

6.0.12 The project involves innovative new partnerships with resident groups, other housing associations, businesses, Oldham Council and grant funding bodies. It has recently completed its first two years of delivery and so far has;

- Helped 72 people secure full time employment
- Helped 71 people into part time work
- Helped people into 19 apprenticeships
- Assisted people in filling 53 placements and work experience opportunities
- Helped 11 people start their own business
- Helped 55 volunteering places to be filled by local people.
- Helped 191 people get relevant training
- Helped 101 people onto accredited courses.