GMCA

Date: 27th October 2023

Subject: Greater Manchester Strategy Progress Report – Autumn 2023

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

Purpose of Report

To provide draft progress report on the Greater Manchester Strategy (GMS) for review, comment and approval.

The progress report has been developed based on a series of GM system engagement and discussions, with the progress report providing an overview of collective progress against the GMS ambitions.

Recommendations

The GMCA is requested to:

1. Subject to comments, approve the draft progress report, noting the development in approach to the progress reporting, with a greater emphasis on whole system metrics and actions.

2. Agree and comment on the whole system actions included in the report (section 3.4 below), and agree the next steps for progressing these actions through a round of thematic, sectoral and place based engagement on the findings.

3. Note the impact assessment summary provided and that the process adopted for the development of this progress report, has not gathered sufficient detail to assess specific impacts arising from delivery of programmes and policies supporting the GMS ambitions. The assessment completed takes an overview approach, considering the strategic intent of the GMS and collective ability to, over time achieve that strategic intent.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

Note the impact assessment summary provided and that the process adopted for the development of this progress report, has not gathered sufficient detail to assess any specific impacts arising from delivery of programmes and policies supporting the GMS ambitions. The assessment completed takes an overview approach, considering the strategic intent of the GMS and collective ability to, over time achieve that strategic intent.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	A	There is evidence of work underway which supports the advancement of equalities and inclusion across the GM system, however further work is required to progress this further and faster. The whole system actions identified in the progress report aim to drive system reviews of current practice and targeting and where gaps and opportunities are identified, provide for responsive actions to be put in place.
Health	A	The review of the data and outcomes undertaken to support the development of this progress report show some good examples of activities which can advance improved health outcomes in GM. The reviews of the prioritised outcomes however highlighted some of the challenges faced by the health and care system and the need for truly cross system working to tackle some of the challenges GM faces.
Resilience and Adaptation	A	The information gathered for this progress report is insufficient to assess the overall impact on resilience and adaptation. Key policies such as Places for Everyone provide the detail and policy framework through which GM will deliver. The whole system review of the Carbon Emissions measures highlighted the need for climate adaptation and biodiversity protection in order to support GM's resilience in the future.
Housing	A	The significance of the role of good quality, affordable housing was discussed as part of the policy review of the priortised outcomes. Progress is being made of GM's home building ambitions along with net zero homes and building retrofit to support GM's carbon neutrality ambitions. Work underway with both private and social landlords is supporting the wider ambitions of delivering good quality homes for all.
Economy	A	Positive porgess is being made in supporting economic and wider GM ambitions delivery through flagship programmes such as the Good Employment Charter and Real Living Wage campaign. The upcoming refresh of the Local Industrial Strategy provides further opportunity for the alignment of strategic ambitions acorss policy areas, with evidence of joint work in this area already underway.
Mobility and Connectivity	A	Significant developments have been launched in GM's ambition to provide an affordable integrated public transport system. The Bee Network and launch of the first tranche of bus franchising are providing strong foundations from which to build. The importance of the role of transport, accessible and afforable was discussed in respect of all the prioritised outcomes and how this can be further advanced enabling the attainment of GMS ambitions
Carbon, Nature and Environment	A	The agenda was discussed in detail at the cross-policy reivew and was further expanded upon in the GMS Stakeholder discussions. The importance of this agenda is clear and understanding of the need for responsive actions understood systemwide. The refresh of the 5YEP provides opportunity for greater specificity in targeting and accountability to the delivery of the actions in the plan.
Consumption and Production	A	The reviews undertaken to produce this report did not gather sufficient information to assess overall impacts on consumption or production. However, it is clear that the developments and actions planned and currently underway in support of delivery of the GMS will, at least in the short tem, result in negative impacts on consumption and production.
Contribution to achieving the GM Carbon Neutral 2038 target		The reviews undertaken to produce this progress report have shown far greater understanding of the role of all thematic areas and stakeholders in supporting GM's carbon neutrality ambitions. This report highlights further work is required, with a significant oportunity with the refreshing of GM's 5 Year Environment Plan, with clarity of actions and accountabilities across the GM system to its delivery.

Further Assessment(s):   Equalities Impact Assessment and Carbon Assessment

G	Positive impacts overall, whether long or short term.	A	Mix of positive and negative impacts. Trade-offs to consider.	R	Mostly negative, with at least one positive aspect. Trade-offs to consider.	RR	Negative impacts overall.

Carbon Assessment

Overall Score	■■■■	
Buildings	**Result**	**Justification/Mitigation**
New Build residential	■■■■	Insufficient detail has been gathered for this progress report to assess these elements. The detail of impacts arising from individual policies and plans delivering against the GMS ambitions will assess these elements.
Residential building(s) renovation/maintenance	TBC	As above
New build non-residential (including public) buildings	TBC	As above
Transport		
Active travel and public transport	TBC	As above
Roads, Parking and Vehicle Access	TBC	As above
Access to amenities	TBC	As above
Vehicle procurement	TBC	As above
Land Use		
Land use	TBC	As above

	No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

The report updates on progress of activity supporting the delivery of GMS outcomes and commitments. The update highlights some of the priority outcome measures where whole system working and greater focus on targeting of disparities can support greater learning and progress against outcome measures. There is a risk that GM may be less likely to achieve the ambitions set out in the GMS without developing appropriate responses to the issues identified in this report.

Legal Considerations

No direct legal consideration resulting from this report

Financial Consequences – Revenue

No direct financial consequences resulting from this report

Financial Consequences – Capital

No direct financial consequences resulting from this report

Number of attachments to the report: 1 Annex

Comments/recommendations from Overview & Scrutiny Committee

Being considered on 25th October.

Background Papers

[Greater Manchester Strategy Progress Report – Spring 2023](#)

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

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

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

N/A

GM Transport Committee

N/A

Overview and Scrutiny Committee

25th October 2023

1. Introduction/Background

1.1 The annexed report provides the latest progress report for the Greater Manchester Strategy (GMS), providing an overview of collective progress of delivery of GMS ambitions, and updating since the last progress report in Spring.

1.2 The latest progress report focuses in greater detail than previous reports on the performance data in the GMS performance framework. Cross-policy area reviews, along with a review by the GMS Stakeholder panel have been undertaken on prioritised metrics to support greater whole system learning, working and consideration of greater targeting of activity aiming to support improvements in overall performance. Summaries of the measures reviewed and headline whole system actions are included below.

2. Whole system review of prioritised outcomes

2.1 Five measures were prioritised for cross-policy review discussions. The metrics were chosen after a review the latest performance data, with those chosen being off target or underperforming in terms of spatial and demographic variations, and chosen as those measure considered to have truly cross-cutting impacts, where there may be whole system actions and leverage to support collective improvement. See Section 4.1 in annexed report.

2.2 The prioritised measures review discussions built an understanding of existing actions in place, drivers of performance and the impacts of existing actions. The cross-policy review discussions focused on areas where additional or different actions may be needed, requiring whole system responses. The reviews also provided for some reflection of how current activities could be delivered differently to support overall improvements in outcomes. Building on the initial findings from the cross-policy reviews, the GMS Stakeholder Panel - with representatives from GM thematic groups, places and across sectors - developed further the understanding of the current situation surrounding the five prioritised outcomes. The Stakeholder Panel discussions have supported

the refinement of the required responsive actions, and re-emphasised the truly whole system commitment evident to improvement and collective desire to deliver on GMS ambitions.

2.3   For each of the prioritised outcomes whole system areas for action have been identified. Further work will take place over the coming six months, starting immediately, with the aim of refining the issues and developing specific propositions and commitments to delivery. These reviews will provide a more comprehensive overview of the current activities supporting these outcomes, via policy themes, sectors and places, and will seek to track responsive actions put in place over coming months.

2.4   **Summary of whole system actions**

Detail in Section 4 in annexed report

2.4.1   Poverty – children in low-income households

Greater recognition / clearer understanding of the specific roles of policy areas, sectors and organisations contribution to reducing poverty and supporting those experiencing poverty. In support of the upcoming 2024 refresh of the Greater Manchester Strategy, adopt an approach that more clearly articulates the actions and commitment across the GMS system that support poverty reduction, ensuring these are visible, delivered and joined up across the system to maximise impact.

2.4.2   Carbon Emissions

Refreshing of the 5 Year Environment Plan provides the opportunity to develop further whole system commitment and specific actions which can support GM's carbon neutral ambitions. The next iteration of the Environment Plan must restate GM's firm commitment to this agenda, providing greater specificity of targets and actions required to attain ambitions, with the expectation of whole system responses and accountability to its delivery.

2.4.3 **Employment Rate – racially minoritised / disabled people**

Across all delivery, there is opportunity for the review of current targeting and consistency of approaches. Reviews undertaken should identify any gaps and consider where more specific targeting of activity could be applied. Such reviews should be undertaken for both economically active and inactive cohorts, specifically targeting access to, take up and achievement of racially minoritised and disabled people.

2.4.4 **Overweight and obese children and adults**

The evolving work being led by the Population Health Board around Healthy Weight provides a platform from which GM can build. Whole system engagement and ensuring appropriate governance and oversight is in place to deliver the wide ranging activities required to support this agenda will enable the maximum reach and benefit, along with the sustainability of impacts potentially achieved.

2.4.5 **Child development in early years, aged 2.5**

There are opportunities to further explore the spatial variation in outcomes across the city-region. A review could be undertaken into the current deployment of interventions, with greater sharing of lessons learned and good practice and where appropriate greater use of GM principles / minimum standards to support a reduction in unwarranted variation.

3. Overall Progress

3.1 Addition to the prioritised outcome assessments, the main report annexed also provides an overview of performance against the greener, fairer, more prosperous pillars of the GMS (section 5) and progress updated on the GMS floor targets (section 6). The report highlights achievements and challenges, along with drawing out some of the variation present across measures included in the GMS outcomes framework.

3.2   To support the development of the progress report the GMS performance dashboards have been updated, providing the latest available data for all GMS outcomes and commitments. The dashboards provide timeseries, place based and cohort level data where available across the breadth of GMS measures.

3.3   The overview of performance against the 3 pillars (greener, fairer, more prosperous) and the floor targets, as well as in relation to the 5 measures prioritised for cross-policy review, show significant variations by geography and demographics in many domains. These are highlighted in the attached report and the full datasets. GM has always been clear that any one community being 'left behind' in key metrics is an issue for the whole of GM and therefore some of these variances are of concern.

3.4   The report also reaffirms the system commitment to the GMS ways of working, including the role of the unified model of public services and GoodLivesGM as the established mechanisms by which whole system working can be further developed.

4. Recommendations

4.1   Recommendations appear at the front of this report.

Annex

Greater Manchester Strategy Progress Report – Autumn 2023

Contents:

1. Introduction

1.1 This progress report provides a view on the collective progress of the Greater Manchester (GM) system in delivery of Greater Manchester Strategy (GMS) ambitions, updating since the previous report, which identified a series of strategic opportunities, which, if GM can capitalise on their benefits, can further the system's ability to achieve the shared ambitions of the strategy.

1.2 This report focuses in more detail than previous reports on the performance data (the targets and measures) within the GMS performance framework. The report does not seek to comment in detail on the impact or effectiveness of individual programmes or delivery activity, instead it seeks to provide a collective overview on whole system direction of travel.

1.3 Building on the previous report an update on overall progress is provided, along with greater detail and updated data on the three GMS floor targets. Additionally for this report an approach has been adopted which has undertaken cross-policy area reviews of the progress of a few outcomes in

detail, the performance of which has whole system impact and therefore whole system / cross stakeholder buy in to their achievement.

1.4 The GMS seeks to support ways of working which enable cross-policy and partnership design and delivery around a shared set of outcomes and commitments.

1.5 The focus of this report on a few measures where, working together, GM has the potential to achieve whole system improvement, has provided for a more detailed analysis and investigation of a few measures to better understand the actions being taken, and to support the development and commitment of pivot, changes or development of additional actions in response to the underperformance of the selected metrics.

1.6 This approach has allowed for an understanding of how current activity contributes to the attainment of the outcomes, along with the opportunity to identify any levers within the system which could be used to support further improvement, along with building an understanding of how the strategic opportunities presented to GM can support improvement against these shared outcomes.

2. **Context**

2.1 The economic context in which this report is being drafted continues to remain extremely challenging. Despite recent falls in overall inflation, the cost of living crisis continues to impact on the people and places of Greater Manchester, with evidence of increasing financial hardship and challenging circumstances not only for our residents but also significant challenges for the organisations and agencies involved in the delivery of the Greater Manchester Strategy.

2.2 Within this context, the role of this report can be seen as a lever, supporting whole system working around the GMS shared commitments and outcomes, ensuring that where there is a need for joining up and delivering differently that this can be enabled.

2.3 The review undertaken for the development of this report can also be used to support the ongoing work to develop the implementation priorities and approaches for delivery as Greater Manchester moves into the delivery of the Single Settlement and other powers and flexibilities granted through the latest devolution deal with Government.

3. Progress since the Spring Report

3.1 The previous report identified key strategic opportunities presented to GM right now:

- Devolution trail blazer and single settlement
- Refreshing the 5 Year Environment Plan
- Reenergising the prevention agenda
- Refreshing the Local Industrial Strategy
- Development of the Integrated Care Partnership
- Refreshing the GM Digital Blueprint

3.2 The assessment of the metrics prioritised for working together to drive change, take account of how the identified strategic opportunities can support GM collectively in achieving the GMS ambitions.

3.3 The GMS ways of working were discussed as part of the cross-policy review of metrics. A reaffirmed commitment to the unified model of public services and the roll out of GoodLivesGM can support the whole system to work in ways together that can support the delivery of better outcomes for the people and places of GM.

3.4 A summary of overall progress against the three GMS pillars (greener, fairer, more prosperous) is provided at section 5 of this report.

4. Whole system review of shared outcomes

4.1 The following section focuses on the prioritised measures around which a whole system review has been undertaken. For each of the outcome measures a review of the current performance data is provided, along with a logic model

approach which identifies the key drivers for that outcome, and how those feed into the existing GMS commitments and up into the headline outcomes. Following the cross-policy review, a summary of key discussion points and suggested areas for action are provided for each of the outcomes.

The outcomes reviewed were selected following a review of the latest performance data across all of the GMS outcomes and commitments, and were specifically selected where the data shows under-performance where there is one or more of the following:

- considerable gap between GM performance and relevant target / comparator areas

- considerable spatial variation

- considerable demographic variation.

Identified measures were then assessed to select a small number to focus on which are cross-cutting outcomes on which improved performance requires joined-up activity from across 'the system'; and outcomes where there is clear leverage to bring about improved performance, either on the metric itself or on areas that impact upon it.

4.2   Based on this assessment, the measures selected were:

- Poverty
- Carbon emissions
- Employment Rate – Racially minoritised / disabled people
- Overweight and obese children and adults
- Child development in early years

4.3   In reviewing the outcome measures the role of external factors (beyond GM's direct control) were discussed, however the focus of the discussion was on what GM is doing and the things within GM's control; GM's actions may in some cases achieve only marginal gains but focus on key questions:

- Where can we add most value?

- Are we ensuring we are maximising the impact of the interventions we have in place? – are we targeting resources and prioritising to ensure maximum impact?

- What can we do with the levers that we have in our control?

- Are we working in ways that adopt the GMS ways of working and the principles of the unified model of public services?

- Can we do things differently?

4.4 Further to the cross-policy review of the priority outcomes, the GMS Stakeholder Panel – drawing representatives from across GM places, sectors and policy themes – reviewed the initial findings, discussed the draft content, and has added to and refined the insight and recommended actions for each of the five prioritised outcomes.

4.5 Headline whole system actions for each outcome reviewed are highlighted under each section.
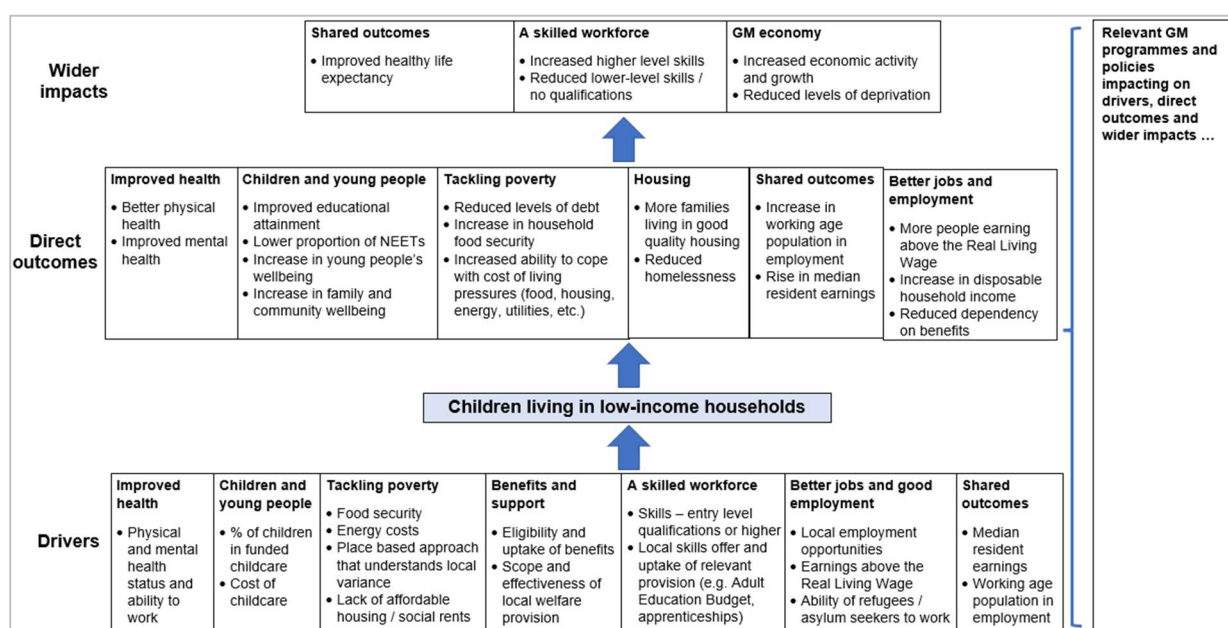
Poverty – children in low-income households

GM wants to support more families out of poverty.

More than a quarter (27.2%) of GM children were living in low-income households in 2022, an increase compared to the previous year (24.8%), and considerably higher than the 2022 UK average (20.1%).

Latest dashboard is available here, including place-based data

% of children living in relative low-income households, 2016-22

22.0%

24.8%   27.2%

16.2%

18.7%   20.1%

GM   UK

	Shared outcomes	A skilled workforce	GM economy
Wider impacts	• Improved healthy life expectancy	• Increased higher level skills • Reduced lower-level skills / no qualifications	• Increased economic activity and growth • Reduced levels of deprivation

Relevant GM programmes and policies impacting on drivers, direct outcomes and wider impacts …

	Improved health	Children and young people	Tackling poverty	Housing	Shared outcomes	Better jobs and employment
Direct outcomes	• Better physical health • Improved mental health	• Improved educational attainment • Lower proportion of NEETs • Increase in young people's wellbeing • Increase in family and community wellbeing	• Reduced levels of debt • Increase in household food security • Increased ability to cope with cost of living pressures (food, housing, energy, utilities, etc.)	• More families living in good quality housing • Reduced homelessness	• Increase in working age population in employment • Rise in median resident earnings	• More people earning above the Real Living Wage • Increase in disposable household income • Reduced dependency on benefits

Children living in low-income households

	Improved health	Children and young people	Tackling poverty	Benefits and support	A skilled workforce	Better jobs and good employment	Shared outcomes
Drivers	• Physical and mental health status and ability to work	• % of children in funded childcare • Cost of childcare	• Food security • Energy costs • Place based approach that understands local variance • Lack of affordable housing / social rents	• Eligibility and uptake of benefits • Scope and effectiveness of local welfare provision	• Skills – entry level qualifications or higher • Local skills offer and uptake of relevant provision (e.g. Adult Education Budget, apprenticeships)	• Local employment opportunities • Earnings above the Real Living Wage • Ability of refugees / asylum seekers to work	• Median resident earnings • Working age population in employment

This measure was chosen as a headline measure due to the very cross-cutting nature of the agenda, and the understanding of the increasing numbers of people experiencing poverty, along with the implications of poverty impacting on all policy areas and its influence on the policies and actions that GM collectively takes.

While this measure focuses on children in low-income households, the cross-policy review of this outcome considered poverty experienced by people of all ages, including households without children.

Some key discussion points:

- Recognition of the truly cross cutting nature of the agenda and the influence this has on all aspects of GM policy and delivery.

- Understanding of this being a good measure of how the whole system needs to work together in order to drive change.
- Recognition of the breadth of drivers and factors influencing poverty levels across GM.
- Local leverage and joining up of activities has potential to increase impact of activities delivered.
- Role of national policy impacting numbers of people experiencing poverty / financial hardship.
- Housing costs significant driver of poverty with recent alarming rises in rent cost significantly reducing the amount of disposable income available to many households.
- Generational issues – fewer younger people households forming due to lack of affordability; older people approaching retirement age but who are not owner occupiers.
- Opportunities presented by increasing home efficiency to reduce costs, while also achieving environmental benefits.

GMS Stakeholder Panel Review

- Significant increase in the numbers of people entering GM seeking asylum or refugees, which is likely impacting on the increasing numbers of people living in poverty. Challenges around the asylum system limit individuals' ability to access employment and therefore financial challenges progress.
- Uptake and availability of working age benefits – discussion around the role of various benefit systems, their accessibility and availability and role of partner agencies in ensuring maximum take up of benefits available – supporting households and families currently experiencing poverty.

> **Whole system action:**
>
> **Greater recognition / clearer understanding of the specific roles of policy areas, sectors and organisations contribution to reducing poverty and supporting those experiencing poverty.**
>
> **In support of the upcoming 2024 refresh of the Greater Manchester Strategy, adopt an approach that more clearly articulates the actions and commitments across the GM system that support poverty reduction, ensuring these are visible, delivered and joined up across the system to maximise impact.**

Carbon Emissions

> **GM wants to create a carbon neutral city region by 2038, with better air quality and natural environment.**
>
> **The latest data show GM emitted 11.2Mt of CO_2 in 2021, an increase (worsening) from the previous report at 10.7Mt of CO_2.**

Latest dashboard is available here, including timeseries and place-based data

A related dashboard on nitrogen dioxide exceedances is available here, with further data available from the Clean Air Greater Manchester Data Hub. We also report on the energy efficiency of new homes built in GM here, and on the number of trees planted across the city region here.

Wider impacts

Shared outcomes	Climate change response	Climate change disruption
• Increased health life expectancy • Reduced respiratory disease & premature mortality	• Reduced need for climate change adaptation & mitigation	• Reduced extreme weather events and flooding

Relevant GM programmes and policies impacting on drivers, direct outcomes and wider impacts …

Carbon emissions

Outcomes

Public transport	GM economy	A skilled workforce	Improved health	Tackling poverty	Behaviour change
• Increased uptake of public transport & active travel	• Market maturity re. green skills development and technology • More green business start-ups / relocations to Greater Manchester • A greener local economy, with increased employment & growth in green sectors • A circular economy	• Increased green skills in the GM workforce • Reduction in the cost of retrofit & renewable energy generation as the sector scales up	• Improved health relating to a reduction in poor quality, energy inefficient housing • Cleaner air	• Reduced energy costs & fuel poverty • Increase in disposable household income	• Reduced car use • Greater uptake of retrofits

Drivers

A fully integrated, safe public transport system	A carbon neutral Greater Manchester	Innovation & technology	Industrial, commercial & public sector	Decent & affordable housing	A skilled workforce	Behaviour change	Planning / public realm/ land
• Affordable, reliable and consistent public transport • Modal shift to public transport & active travel • Infrastructure & integrated modes • Sustainable vehicles – charging stations, electric buses, ULEVs • Move from road freight to rail & water • Parking costs, including workplace parking	• Local renewable energy generation & storage, networks, planning & markets • Sustainable production, consumption & recycling • Tree planting, biodiversity, access to green space & local food	• Incentives and support for the adoption of green technology at scale • Battery storage for surplus energy	• Sector-based action including efficient industrial processes & commercial transportation • Retrofit uptake • Energy generation	• Affordable, new net zero homes • Domestic retrofit at scale • Domestic energy generation at scale	• Availability of green courses, qualifications & apprenticeships, with uptake at scale	• Behaviour change amongst residents, businesses & decision makers	• Sustainable planning system that prioritises carbon neutral development • Environmentally resilient public realm • Sustainable land management & cleaner water

New funding vehicles
- Long-term funding models to support retrofit investment at scale
- Innovative funding vehicles to address financial disincentives for homeowners (e.g. retrofit mortgages attached to the property not the individual)
- Sustainable funding for transport improvements, including delivery of the Bee Network

This measure was chosen as all areas of policy impact on carbon emissions. GM's carbon-neutral commitment by 2038 is a flagship commitment which will require all parts of GM to go further and faster in reducing carbon emissions.

Some key discussion points:

- Significant improvements in public transport, active travel network and timely implementation of the next phase of activity. However, headline data shows private vehicle ownership in GM is increasing, which typically aligns with ownership and reductions in active travel. Policy developments need to encourage greater modal shift from private vehicles, but also need to recognise the continued need for private car usage, supporting the transition to electric vehicles where this cannot be avoided.

- Delivery of integrated and safe public transport system, ensuring that public transport is safe to use, accessible and appealing to people to encourage greater use.

- Role of digital technology to support modal shift; people will be more inclined to use the bus if they know in real time when it is going to arrive and get them to their destination.

- National policy decisions impacting, e.g. closure of rail ticket offices putting more people off using trains.

- Building retrofit programmes are key intervention, able to deliver a significant reduction in energy use. Approx 800,000 homes across GM which require retrofit. Innovative funding models being explored to enable access to retrofitting of private dwellings.

- Across all policy areas intent should be to reduce energy use firstly and then decarbonise when used.
- Net zero homes programme support this ambition, with a comparatively smaller than building decarbonisation, but significant role to play.
- Recognition of focus on industrial sectors is more to support them to decarbonise rather than a policy to pursue low carbon sectors per se.
- Need greater understanding of how policies impact on one another, especially in terms of climate impact.
- Understanding of the role of development, not just where we develop, but how we do this – designing out carbon from the outset.

GMS Stakeholder Panel Review

- Recognition of this report being a whole system overview, but within that the need to understand – and celebrate / share – the successes and actions being taken by individual organisations in supporting carbon reduction in their own operations. Consideration of greater scope for sharing / learning from partners within GM system.
- Importance of the role of the refresh of the Five Year Environment Plan (5YEP), in setting the system up with stretching, but achievable, targets and ambitions which may galvanise greater support and commitment than high level aspirations.
- Supporting a greater shift in the public narrative / perception of the public transport system. Recognising the significant progress being made, but perceptions of poor public transport remain. Individual stakeholders could consider what more can be done to support their workers, learners and access
- Discussion around the long term sustainability of the public transport system and work underway to provide a clean, affordable, accessible integrated public transport system across the whole of GM.
- Given recent national government changes to the route to net zero, there was discussion of the need for GM to continue to stand firm on this agenda, developing and delivering in line with the stated ambition and ensuring the refresh of the 5YEP reaffirms that commitment.

Potential further questions to explore:

- Could there be greater consideration of the positioning of the reduction of private car ownership and shift to electric cars where need remains?
- Opportunity to explore the potential for the role of digital technology supporting greater modal shift and linking to other policy areas, e.g. virtual wards reducing

the need for travel to hospitals, and development of digital transport technologies supporting ease of access to services, work places and leisure activities.

- Opportunities to develop with the refresh of the 2040 Transport Plan?

- Opportunities to develop with the refresh of the Local Industrial Strategy; alignment with refresh of the 5YEP, to support decarbonisation of existing industries and development of 'green' industries and supply chains?

- Are there further opportunities as public, private and voluntary sector partners to commit to doing more as individual organisations / institutions? Are there possible actions which could be developed around corporate social responsibility and contribution to support the 2038 target? Potential opportunities for development under the NHS GM Anchors activity underway.

- Opportunities for the greater roll out of support to improve impact of the co-benefits tool assessments completed and develop greater system understanding of outputs and use of this (and other) evidence to challenge proposals, support trade-off discussions and develop more environmentally beneficial decisions.

- Opportunities to explore further around the communication of the environmental agenda, positioning more through behaviour changes and personal choices which can support individuals' health or wealth, while also attaining environmental improvements?
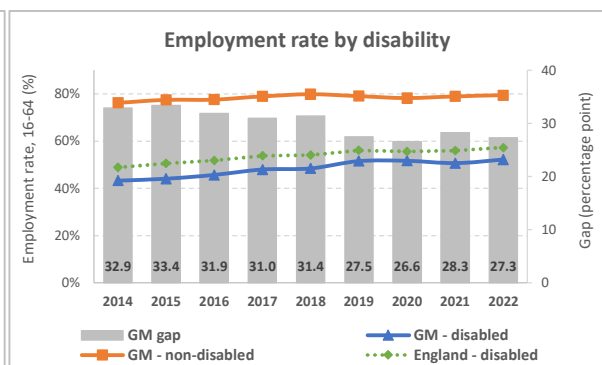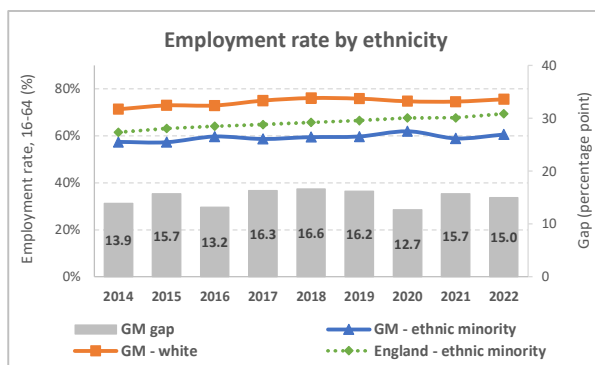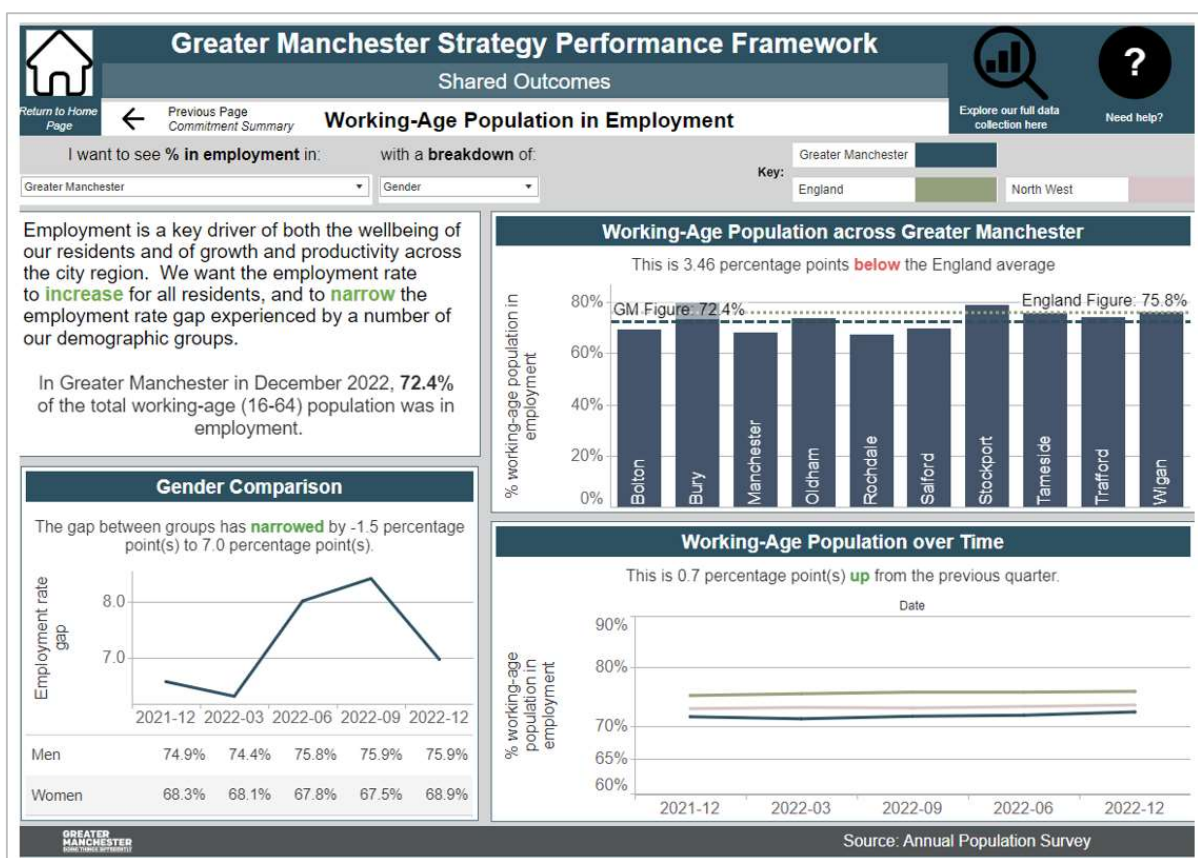

Whole system action:

Refreshing of the 5 Year Environment Plan provides the opportunity to develop further whole system commitment and specific actions which can support GM's carbon neutral ambitions. The next iteration of the Environment Plan must restate GM's firm commitment to this agenda, providing greater specificity of targets and actions required to attain ambitions, with the expectation of whole system responses and accountability to its delivery.
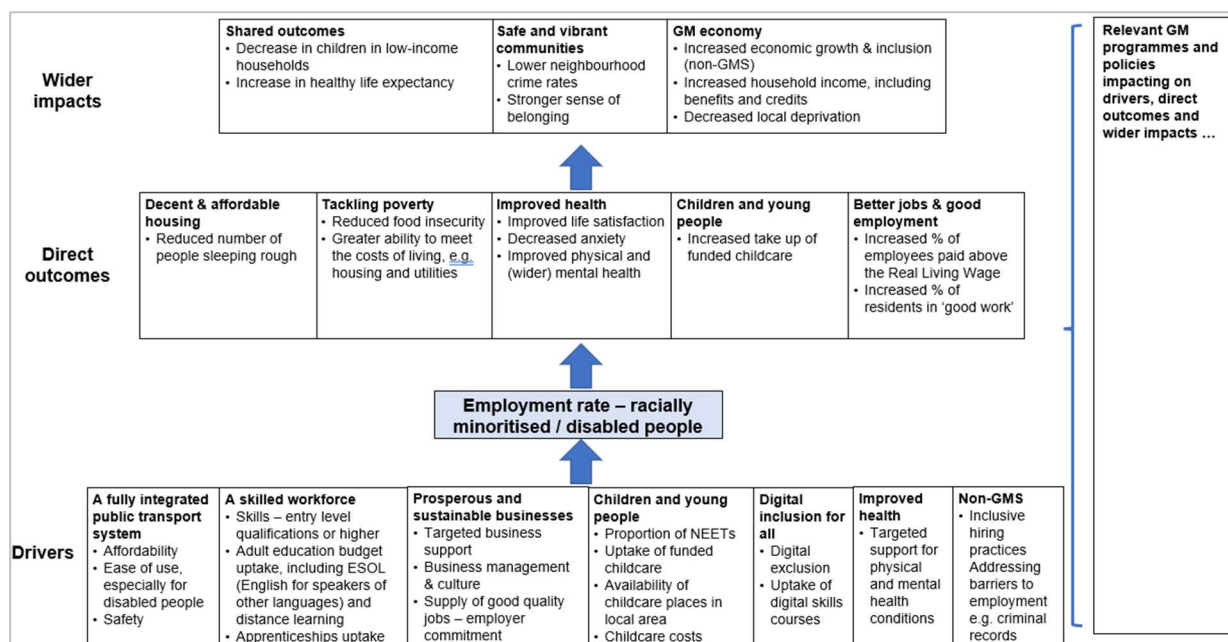

Employment rate – racially minoritised / disabled people

GM wants the employment rate to increase for all residents and to narrow the employment rate gap experienced by a number of demographic groups.

Total employment in GM in the year to December 2022 was 72.4%, up from 71.8% in the previous report. However, the employment rate for racially minoritised and disabled people was much lower, with both considerably below the England average for these groups.

Latest dashboard is available here, including timeseries and place-based data

	Shared outcomes • Decrease in children in low-income households • Increase in healthy life expectancy	**Safe and vibrant communities** • Lower neighbourhood crime rates • Stronger sense of belonging	**GM economy** • Increased economic growth & inclusion (non-GMS) • Increased household income, including benefits and credits • Decreased local deprivation	**Relevant GM programmes and policies impacting on drivers, direct outcomes and wider impacts …**
Wider impacts				

(Diagram: GM economy logic model)

Wider impacts
- Shared outcomes
  - Decrease in children in low-income households
  - Increase in healthy life expectancy
- Safe and vibrant communities
  - Lower neighbourhood crime rates
  - Stronger sense of belonging
- GM economy
  - Increased economic growth & inclusion (non-GMS)
  - Increased household income, including benefits and credits
  - Decreased local deprivation

Direct outcomes
- Decent & affordable housing
  - Reduced number of people sleeping rough
- Tackling poverty
  - Reduced food insecurity
  - Greater ability to meet the costs of living, e.g. housing and utilities
- Improved health
  - Improved life satisfaction
  - Decreased anxiety
  - Improved physical and (wider) mental health
- Children and young people
  - Increased take up of funded childcare
- Better jobs & good employment
  - Increased % of employees paid above the Real Living Wage
  - Increased % of residents in 'good work'

Employment rate – racially minoritised / disabled people

Drivers
- A fully integrated public transport system
  - Affordability
  - Ease of use, especially for disabled people
  - Safety
- A skilled workforce
  - Skills – entry level qualifications or higher
  - Adult education budget uptake, including ESOL (English for speakers of other languages) and distance learning
  - Apprenticeships uptake
- Prosperous and sustainable businesses
  - Targeted business support
  - Business management & culture
  - Supply of good quality jobs – employer commitment
- Children and young people
  - Proportion of NEETs
  - Uptake of funded childcare
  - Availability of childcare places in local area
  - Childcare costs
- Digital inclusion for all
  - Digital exclusion
  - Uptake of digital skills courses
- Improved health
  - Targeted support for physical and mental health conditions
- Non-GMS
  - Inclusive hiring practices Addressing barriers to employment e.g. criminal records

The performance information shows a persistent lag in overall employment rate at GM level compared to national performance, but stark differences beneath that average for people from racially-minoritised communities and people with disabilities.

Some key discussion points:

- Recognition that this measure does not capture economically inactive, which is a key policy area for both health and skills & employment.

- Important to understand the role of activity to support economically inactive and those close to the labour market can have on this measure.

- Significant variation amongst the cohorts, not single homogeneous groups and therefore appropriate understanding, tailoring and targeting key to driving improvement in outcomes.

- Wider recognition of the connection between employment and poverty, understanding of people in work experiencing financial hardship.

- Policy levers around quality employment, progression and development of good work to support employment being a means to support people out of poverty. Recognition of the role of employers and understanding that direct influence and impact in this area can be limited.

- Breadth of impacts across policy areas adversely impacting racially minoritised and disabled people, such as inequality in policing and the criminal justice system, which will contribute to the poorer relative performance.

- Recognition of the need to understand cultural factors which impact on overall employment and progression rates. This understanding needs to be present

across all policy areas to ensure interventions are appropriately designed and delivered to ensure take up and achievement of successful outcomes.

GMS Stakeholder Panel Review

- Understanding of the significant role of employers in supporting improvements in employment practices and driving good quality work, pay and progression. There was discussion about continuing to ensure the successful work of the Good Employment Charter, and recognition of the importance of this on the main levers in the GM System to support 'good work'.
- College sector struggling to keep up with demand for English for speakers of other languages (ESOL) provision – making links to not only, but significantly, the increases in refugees and asylum seekers. Recognition of the current variation in delivery across GM colleges for AEB-funded ESOL courses, with potential for greater strategic direction at GM level.
- Travel to learn was discussed, notably for challenges posed to people with disabilities being able to access learning, along with the role of distance learning and variation in approaches currently used across GM.

Potential further questions to explore:

- Are there further local levers to support people in and out of employment?
- Is there anything further that can be done with employers?
- Opportunity to review approaches across GM, identifying good practice, with, as appropriate, greater GM principles / minimum standards to support greater consistency across places.
- Opportunities to develop greater engagement with Equality Panels in policy design and development to ensure they are culturally appropriate and designed in ways which can maximise their impact.
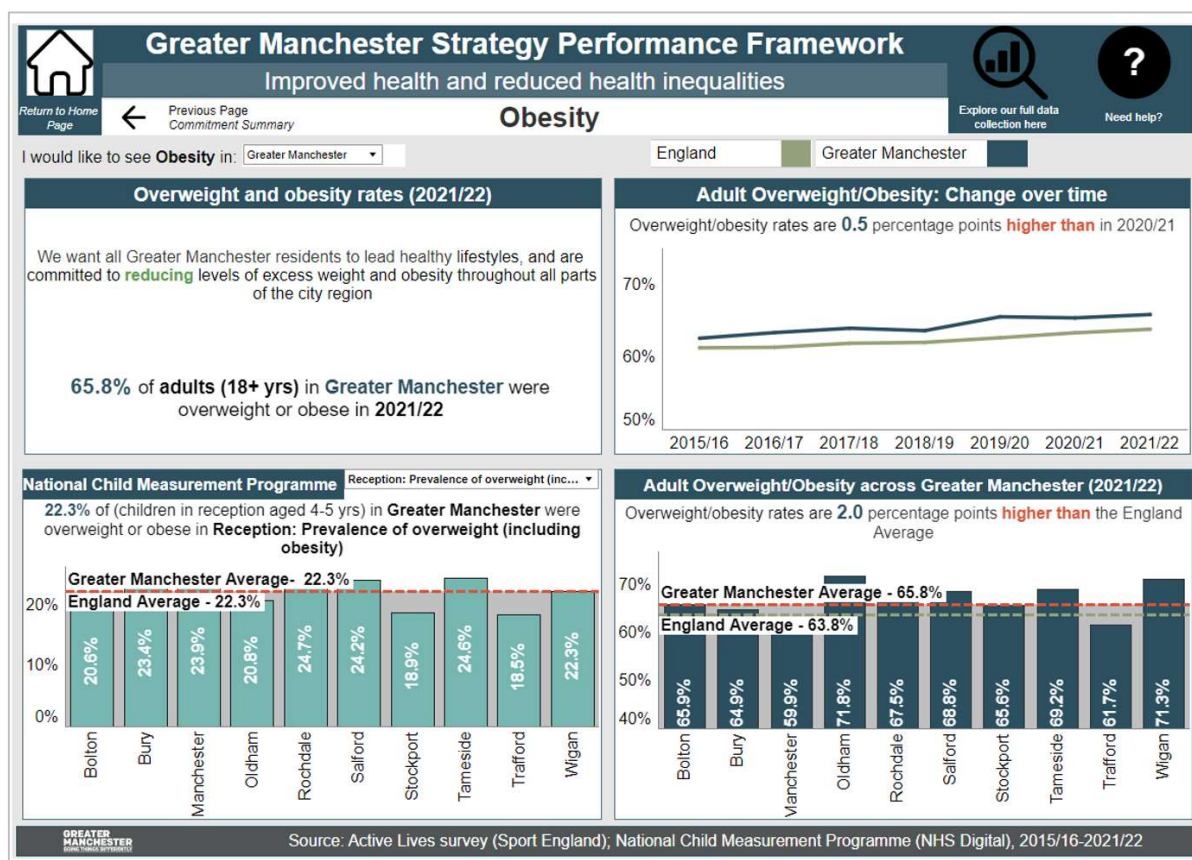
> **Whole system action:**
>
> **Across all delivery, there is opportunity for the review of current targeting, and consistency of approaches. Reviews undertaken should identify any gaps and consider where more specific targeting of activity could be applied. Such reviews should be undertaken for both economically active and inactive cohorts, specifically targeting access to, take up and achievement of racially minoritised and disabled people.**
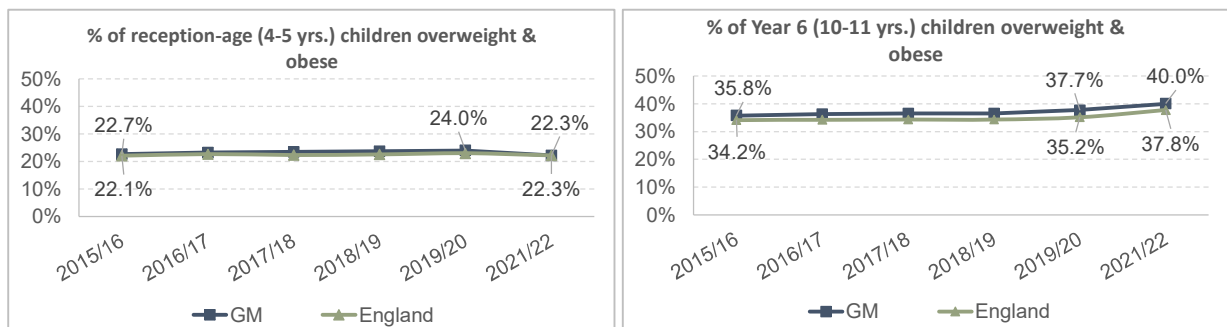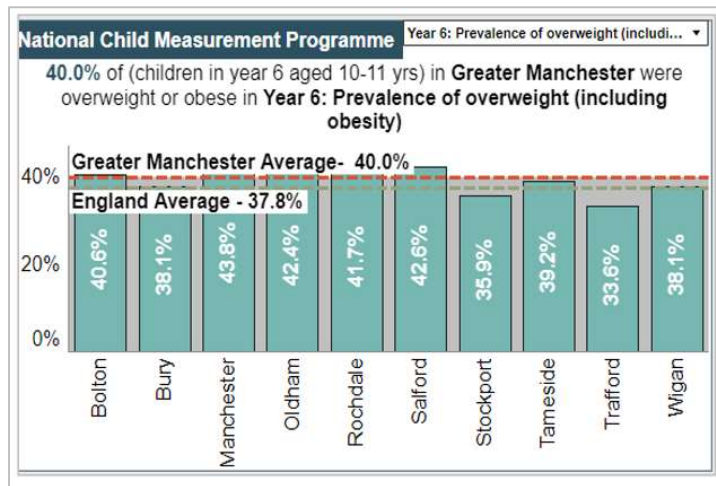
Overweight and obese children and adults

GM wants all residents to lead healthy lifestyles and is committed to reducing levels of excess weight and obesity.
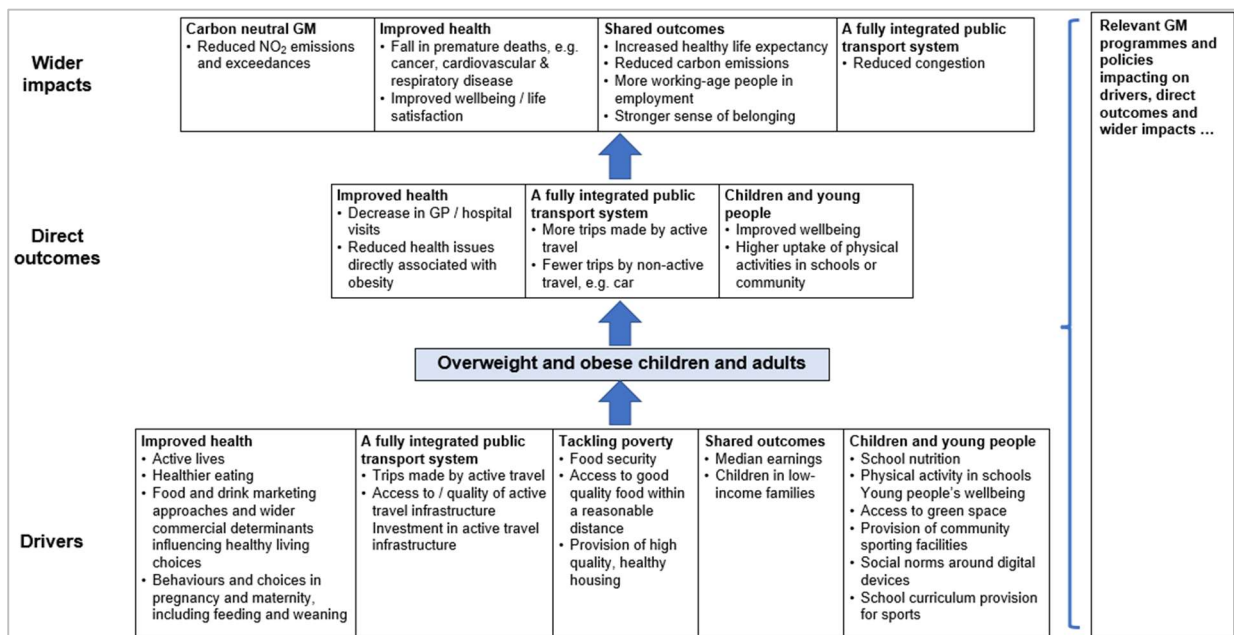
The latest data show 65.8% of GM adults are overweight and obese, a slight increase (worsening) from the previous report which showed 65.6%.

Latest dashboard is available here, including timeseries and place-based data

National Child Measurement Programme — Year 6: Prevalence of overweight (includi... ▾

40.0% of (children in year 6 aged 10-11 yrs) in **Greater Manchester** were overweight or obese in **Year 6: Prevalence of overweight (including obesity)**

Greater Manchester Average- 40.0%

England Average - 37.8%

Area	%
Bolton	40.6%
Bury	38.1%
Manchester	43.8%
Oldham	42.4%
Rochdale	41.7%
Salford	42.6%
Stockport	35.9%
Tameside	39.2%
Trafford	33.6%
Wigan	38.1%

% of reception-age (4-5 yrs.) children overweight & obese

GM: 22.7% (2015/16) ... 24.0% (2019/20) ... 22.3% (2021/22)
England: 22.1% (2015/16) ... 22.3% (2021/22)

— GM — England

% of Year 6 (10-11 yrs.) children overweight & obese

GM: 35.8% (2015/16) ... 37.7% (2019/20) ... 40.0% (2021/22)
England: 34.2% (2015/16) ... 35.2% (2019/20) ... 37.8% (2021/22)

— GM — England

Note: due to the impact of the pandemic, GM data for 2020/21 are not available and therefore not shown in the above charts.

Wider impacts	**Carbon neutral GM** • Reduced NO₂ emissions and exceedances	**Improved health** • Fall in premature deaths, e.g. cancer, cardiovascular & respiratory disease • Improved wellbeing / life satisfaction	**Shared outcomes** • Increased healthy life expectancy • Reduced carbon emissions • More working-age people in employment • Stronger sense of belonging	**A fully integrated public transport system** • Reduced congestion		**Relevant GM programmes and policies impacting on drivers, direct outcomes and wider impacts …**
Direct outcomes		**Improved health** • Decrease in GP / hospital visits • Reduced health issues directly associated with obesity	**A fully integrated public transport system** • More trips made by active travel • Fewer trips by non-active travel, e.g. car	**Children and young people** • Improved wellbeing • Higher uptake of physical activities in schools or community		
			Overweight and obese children and adults			
Drivers	**Improved health** • Active lives • Healthier eating • Food and drink marketing approaches and wider commercial determinants influencing healthy living choices • Behaviours and choices in pregnancy and maternity, including feeding and weaning	**A fully integrated public transport system** • Trips made by active travel • Access to / quality of active travel infrastructure Investment in active travel infrastructure	**Tackling poverty** • Food security • Access to good quality food within a reasonable distance • Provision of high quality, healthy housing	**Shared outcomes** • Median earnings • Children in low-income families	**Children and young people** • School nutrition • Physical activity in schools Young people's wellbeing • Access to green space • Provision of community sporting facilities • Social norms around digital devices • School curriculum provision for sports	

A measure chosen due to its whole system nature, with actions and implications across multiple policy areas influencing improvement in the headline outcomes. Also with the recognition of this being an indicator of population need and service demand for both now and in the future.

Some key discussion points:

- Recognition of this measure being highly complex and drivers and responses being multifaceted.
- Recognition of the significant variation between districts.
- Obesity and healthy weight is not as prominent in the national policy narrative as previously, however this remains a priority for GM. GM-led activity continues, including activity on the commercial determinants of health, e.g. junk food marketing, and consideration of how to utilise to maximum effect policy levers in this area.
- Recognition of the strong correlation between obesity and poverty; costs of food and energy impacting ability of households to make healthier choices.
- Access to affordable food, reliance on local convenience stores in deprived areas.
- Current work being undertaken by ICP on population segmentation can support greater understanding.
- Also flagged people who are overweight or obese are also likely to have multiple morbidities, such as high blood pressure, heart disease, diabetes, etc.
- Discussion around family dynamics, with greater understanding of the link between children living in households with obese adults are more likely to be obese children.
- Greater understanding required on the rapid increase in weight gain from when children enter and leave primary school:
    - What are the impacts of national policy such as sugar tax?
    - How effective are school food policies?
    - How effective are school PE programmes and facilities?
- Recognition of the change in societal norms such as less physical activity.
- Local Government financial constraints resulting in closure of affordable, accessible sport and leisure facilities.
- Role of housing, provision of fridges and cooking facilities – not available in some temporary accommodation, and limited use for those experiencing financial hardship (in both private rented and some social housing).

- Recognition of the need for whole system approaches to supporting healthy weight, role of community resources and family hubs to support this agenda and work cross-agency to provide the necessary information and support.
- Importance of the use of asset based language and approaches to support healthy weight, impact and effectiveness of public health and broader policy response will be greater if they are developing from an asset based approach.
- Food & Healthy Taskforce being established will draw membership from across the GM system, undertaking consultation and engagement, evidence of 'what works' and agree GM delivery priorities. Additionally this work will review governance, ensuring the appropriate oversight and accountabilities are in place to deliver on the strategy developed.
- Importance of GM stating ongoing commitment to this agenda, despite a reduction in prominence in the national policy context.

Potential further questions to explore:

- Is there more that can be done with free school meals data; are there greater policy levers which can be applied at GM level?
- Recognised gap in data between poverty and free school meals eligibility – can something local be put in place to support this?
- Is there scope for increased activity programmes; developments with Greater Sport? Are there opportunities for consideration of local funding choices and impacts on sport and leisure facilities accessibility and affordability?

> **Whole system action:**
>
> **The evolving work being led by the Population Health Board around Healthy Weight provides a platform from which GM can build. Whole system engagement and ensuring appropriate governance and oversight is in place to deliver the wide ranging activities required to support this agenda will enable the maximum reach and benefit, along with the sustainability of impacts potentially achieved.**

Child development in early years, aged 2-2.5

> **GM wants the proportion of children who are at or above the overall expected level of development to increase.**
>
> **The GMS target is to close the gap with the national average, such that 81.0% of GM's children are achieving the expected level of development by April 2024. 76.7% of children are currently at the expected level of development, an increase (improvement) from 73.6% at the last report.**

Latest dashboard is available [here](#), including timeseries and place-based data

Greater Manchester Strategy Performance Framework
Children and young people with the skills to succeed in life

% of children at or above the expected level of development at 2-2.5 years

I want to see Expected Level of Development data by: Greater Manchester   Key: England   Greater Manchester

Indicator Headlines

It is essential to strengthen our focus on the first 1,001 critical days that start at conception to ensure that families receive early support that meets their needs and helps their child to thrive. **This measure captures the % of children reaching the expected level of development (ELD) at age 2-2.5 years.**

We want the proportion of **Greater Manchester** children who are **at or above the overall expected level of development** to **increase** over time, and to narrow the gap between the city region and the England average. Our overall target is to close the gap, such that 81.0% of Greater Manchester children are assessed as reaching the ELD by April 2024.

76.7% of children at age **2 - 2.5 years** in **Greater Manchester** were at or above the Expected Level of Development in **2022/23**

Expected Level of Development over Time

3.1 percentage points **higher than** in 2021/22

(Line chart: y-axis 50%–90%, x-axis 2017/18, 2018/19, 2019/20, 2020/21, 2021/22, 2022/23)

Expected Level of Development data caveats

The Ages and Stages Questionnaire (ASQ) is completed by parents but reviewed by Health Visitors and Early Years Practitioners. There are opportunities to better understand how this assessment is delivered, identify variances across GM and seek to support increased consistency.

The Ages and Stages Questionnaire (ASQ) performance statistics are badged as "experimental" by the Office of Health Improvement and Disparities (OHID) and insights should be properly contextualised through careful dialogue with practitioners, and cross-referenced with insights from other assessment tools (such as WellComm).

*No 2022/23 data available for Oldham, and gaps in historic figures for five further localities

Expected Level of Development (2022/23)

2.8 percentage points **lower than** the England average

England Average - 81.2%*
Greater Manchester Average - 73.6%

Bolton 74.2% | Bury 82.0% | Manchester 77.8% | Rochdale 81.1% | Salford 59.2% | Stockport 71.7% | Tameside 78.5% | Trafford 86.9% | Wigan 85.4%

Source: Child development outcomes at 2 to 2 and a half years: annual data - gov.uk

It is important to treat the data reported against this indicator with some caution, and particularly the levels of variance between localities. As indicated in the dashboard, the data are drawn from the Ages and Stages Questionnaire (ASQ), and are currently considered to be 'experimental' by the Office for Health Improvement and Disparities (OHID). Within GM, there is a strong focus on improving the quality of the data, and to address gaps where locality-level data are not available or are incomplete. However, the current data do not allow comparison between areas to be

undertaken with confidence, in part due to differences in mode of data collection (some in paper form, some digitally) and differences in approach (e.g. the level of support and guidance for parents to support completion of the screening tool). Nevertheless, as indicated below, it is accepted that there is notable variance in local performance across GM, and a commitment to share thinking and approaches to improve consistency and effectiveness in all areas of the city region.
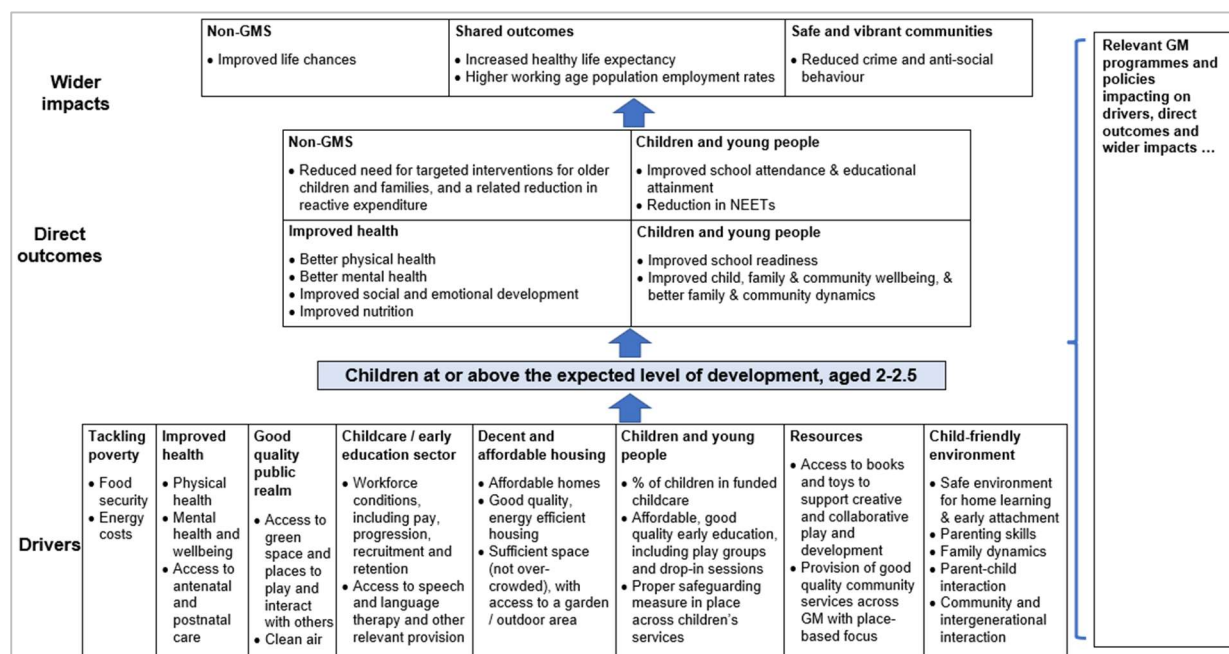
This measure has been selected with the understanding of the breadth of drivers which influence this outcome and the impacts arising from poor child development across policy areas, not just now but also implications for the future.

Some key discussion points:

- Recognition of the average data for this measure masking significant variation between parts of GM. Important to understand that variation and seek to share learning across the city-region.

- Extensive programme of research, policy, review and understanding developed in early years, therefore confident in GM approaches and interventions being the right ones to achieve the outcomes, but variance is concerning.

- A significant policy area where devolution discussions with Government have seen limited success. Significant evidence of opportunities for moving from the 2 year old development check to 18 months, based on GM pilot work.

- Recognition of the interconnections between this agenda and the outcomes around obesity, links to nutrition and wider health and wellbeing.

- Discussion around the role of community health services. Such services have never had the same profile or focus as acute services, resulting in poor quality

community service data and long wait times. This results in unintended consequences, likely to mean interventions later will be more complex, more costly and less impactful than earlier intervention and prevention.   The work underway through GM Community Health Services will address some of these issues.   This results in unintended consequences, likely to mean interventions later will be more costly and less impactful than earlier intervention and prevention.

- Introduction of national policy around expansions to childcare, need to consider what impact this may have and how GM is able to maximise the potential of this policy change.

- Challenges posed with cross boundary working and movement of young people between LAs.

- Consideration how GM system as a whole works to keep our young people safe, considering physical and mental abuse and the extended effects of adverse childhood experiences.

- Role of public realm considered – have we got opportunities for communities to develop socially, responsibly and ensure our community spaces are safe and welcoming?

- Issues around the many agencies involved in this agenda and reliance on paper records. The GM developed and piloted early years app can further support better integration between services and more impactful service delivery.

GMS Stakeholder Panel Review

- Recognition of the significant variation in approaches and outcomes across the conurbation, alongside challenges around data collection – opportunity for greater learning / sharing of good practice, and development of more consistent methods. Where appropriate, greater adoption of GM principles / minimum standards to support reduction in variation of outcomes.

- Opportunities for intervening earlier, based on 6, 12 and 18 month assessments, seeking earlier intervention and prevention / escalation of issues and significantly impacting on school readiness.

- Of the five areas of development explored in the ASQ data, GM performance is weakest in the communication domain. There is huge demand for speech and language therapy and extensive waiting lists. Is there further opportunity for the prioritisation of speech and language services, greater investment in skills to support an increase in speech therapists over the medium term?

Potential further questions to explore:

- Is there scope for the local prioritisation of this agenda, given to date, devolution discussions with Government have gained little ground?
    - How far can GM go with the levers we currently have available to us?
    - Can GM introduce the move to 18 months development check locally without Government support?
- Opportunity presented in the re-prioritisation of community services as part of the ICP strategy work?
- Opportunity to review the potential from national policy to expand childcare provision.
- Is there scope for the GM system to consider how good we are at keeping our children safe?
- Could there be further expansion of the use of the GM Early Years digital record which can support improvement in outcomes? Can its roll out be expedited and broadened across more agencies and places?

> **Whole system action:**
>
> **There are opportunities to further explore the spatial variation in outcomes across the city-region. A review could be undertaken into the current deployment of interventions, with greater sharing of lessons learned and good practice and where appropriate greater use of GM principles / minimum standards to support a reduction in unwarranted variation.**

Overarching findings / system learning

In addition to the detailed review of the five prioritised outcomes, general / system working points were also raised in the review. The learning from which are significant to support collective improvement, but also useful in informing the development of approaches as GM moves into implementation of the latest devolution agreement.

- There is value in undertaking whole system reviews – looking across policy areas rather than individual reviews, building connections, understanding of interdependencies and opportunity for greater systemic working / approaches to work together to achieve shared ambitions.
- The approach adopted has built a greater commitment to review prioritisation of current activity and greater focus on targeting with future activity.

- The review process has demonstrated the maturity of GM system working, able to have open and honest conversations on collective contributions and progress, and understanding where we have actual levers, while also recognising the impacts of our actions may in some cases not always result in a step-change in overall outcome performance.

- Important to create time for conversation, reflection and time to develop whole system understanding – building bridges / connections between activity and outcomes, especially where inputs and outputs are indirect. An important learning point as GM moves into devolution implementation, prioritisation and how outcomes are determined, impact measured and the influence of activities (both direct and indirect) on achieving the agreed targets and outcomes.

- The process has enabled the identification of barriers which may to date have prevented further achievement being attained. While some of this is related to national policy levers, lack of local influence, or limited progress on some areas of devolution, this process has led to the identification of some potential actions / prioritisation decisions which GM could chose to take.

- There were also wider reflections about culture and practice across the breadth of the GM system, recognising that variation across the system is inevitable, however recognising the need to work together, aligned to the ways of working, which can support greater whole system collaboration and improve outcomes.

- A commitment to 'find out more', where are the further opportunities; where is more information required; do we fully understand the current picture?

- Also reflections on where to intervene – look at the numbers, where are the potential greatest gains, how do we ensure that our investments and actions have the greatest possible reach?

- The cross-policy area review has identified the value of truly shared outcomes and commitments, providing insight which can inform the refresh of the GMS.

- The greater focus on performance metrics to bring together cross-system conversations, understanding and appreciation of the issues has been beneficial. The focus around specific measures also provides a greater opportunity for review across agencies and partnerships as to existing actions which contribute and where there is opportunity for development in support of improving the prioritised outcomes.

5. Overall performance against the three pillars of the GMS

The updated performance dashboards for all GMS outcomes and commitment measures can be viewed here. The dashboards provide timeseries, place based and cohort data where available. The below summaries should be read in conjunction with reviewing the full performance dashboards for a broader view of overall progress.

Greener

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

GM wants to increase the proportion of newly build homes with the highest energy performance rating (A).
2.0% of homes built in 2023 achieved an A rating, an increase from 0.9% in the previous report.
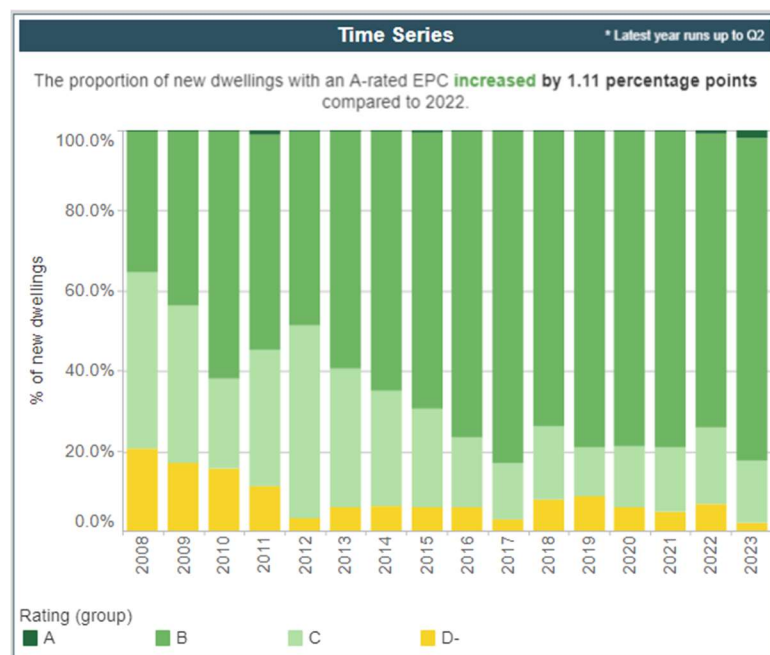
There is still only a small number of new GM homes that are fully energy efficient, but there has been gradual improvement over time. The proportion with poor energy efficiency has reduced considerably.

As shown by the darkest sections at the top of the chart, the proportion of new homes built so far in 2023 that had the highest EPC rating (A) remained small (2.0%, or 84 homes), albeit this was the third year in a row that the rate had effectively doubled compared to the previous year (0.2% in 2020; 0.4% in 2021; 0.9% in 2022).

Although there are caveats to the data (e.g. low carbon homes with electrified heating can have a worse rating than gas-heated homes, as the rating is primarily based on energy costs), it is notable that **so few new homes are fully energy efficient**. At the opposite end of the EPC ratings, **there was a considerable reduction in the proportion of new homes in GM with poor energy efficiency** (shown in yellow) – in 2023 to date, 2.2% (95) received an EPC

Source: Live Tables on Energy Performance Certificates (DLUHC)	rating of D or below, compared to 6.9% (679) in 2022. Note: the 2023 data only covers the first two quarters of the calendar year.

Greater Manchester additional renewable generation capacity (MW)

Installation of new renewable electricity capacity is gaining pace, with the expectation that the 2024 target will be met
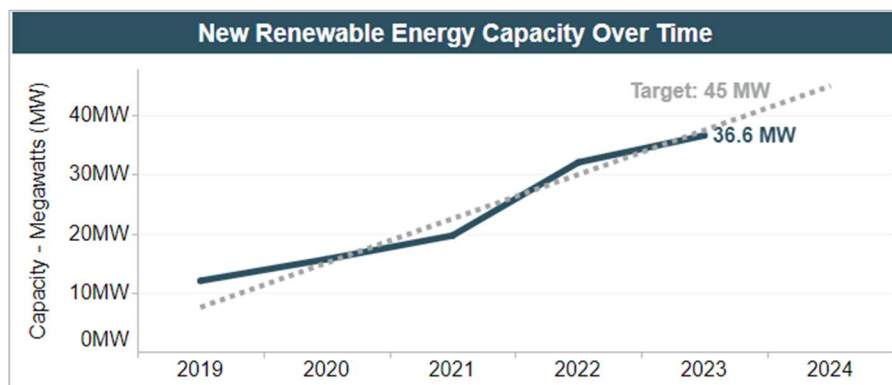
Source: Renewable Energy Planning Database (BEIS); Microgeneration Certification Scheme (MCS) database; ENWL Embedded Capacity Register

4.5MW of new renewable electricity capacity was installed in GM in the first three months of 2023.

GM has committed to adding 45 MW of new capacity between 2019 and 2024.

Current performance (36.6MW installed between 2019 and March 2023) **looks on track to exceed the year-end target, and the expectation is that the 2024 final target position will also be met**.

Proportion of trips made via public transport and active travel

Public transport and active travel trips have increased gradually over time, but most trips are still made by car or van
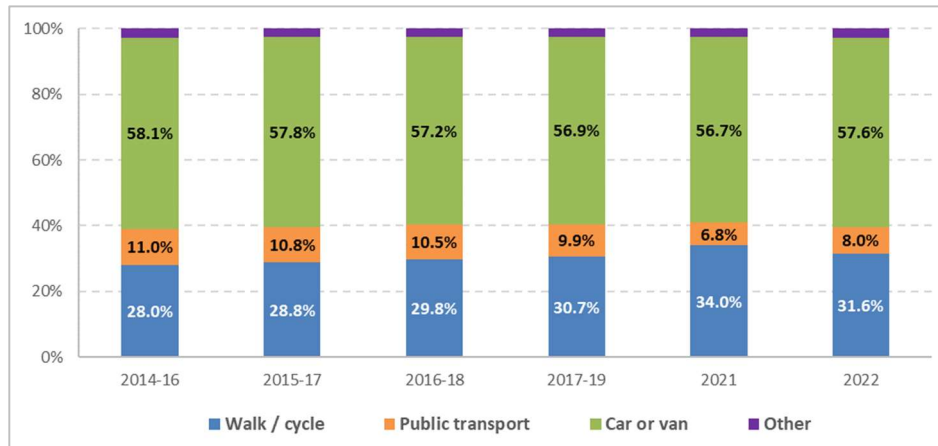
Source: Greater Manchester Travel Diary Survey data (Transport for Greater Manchester). Note that data for 2020 are not available due to the COVID pandemic.

In 2022, 39.6% of GM trips were made either by public transport or active travel (cycling or walking), **down slightly compared to 2021** (40.9%). The majority of these (29.5%) involved walking, with public transport (8.0%) and cycling (2.1%) accounting for much smaller proportions.

More than half (57.6%) of trips were made by car or van. There was considerable spatial variation across GM, with public transport or active travel accounting for 52.2% of trips in the highest-performing locality, and 27.5% in the lowest, a gap of nearly 25 percentage points.

36

Household waste recycling rate

Household waste recycling rates in GM continue to out-perform the England average, but there is considerable variance across the localities
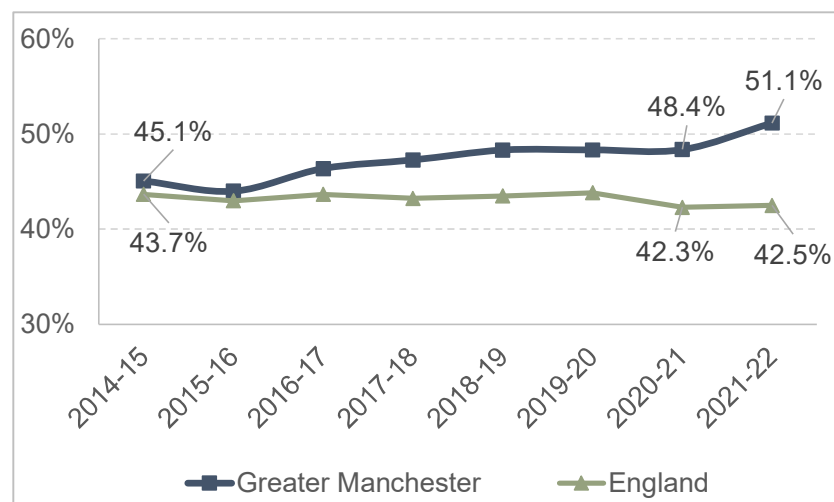
Source: DEFRA WasteDataFlow

51.1% of household waste was recycled in GM in 2021/22, nearly **nine percentage points above the national average** (42.5%).

GM performance had **improved compared to the previous year**, up by 2.8 points, and further widening the gap with England.

However, there was **considerable variance by locality**, with a gap of more than 20 percentage points between the best- (60.3%) and worst-performing (39.7%) localities.

Fairer

Higher-level (Level 4+) qualifications

GM wants residents to be well-qualified, enabling access to higher value employment and boosting productivity.

Currently 39.1% of adults hold Level 4+ qualifications, no significant change from 39.2% in the last report.

The proportion of the working-age population with higher-level (Level 4+) qualifications remains below the national average, with wide disparity in performance both spatially and demographically.
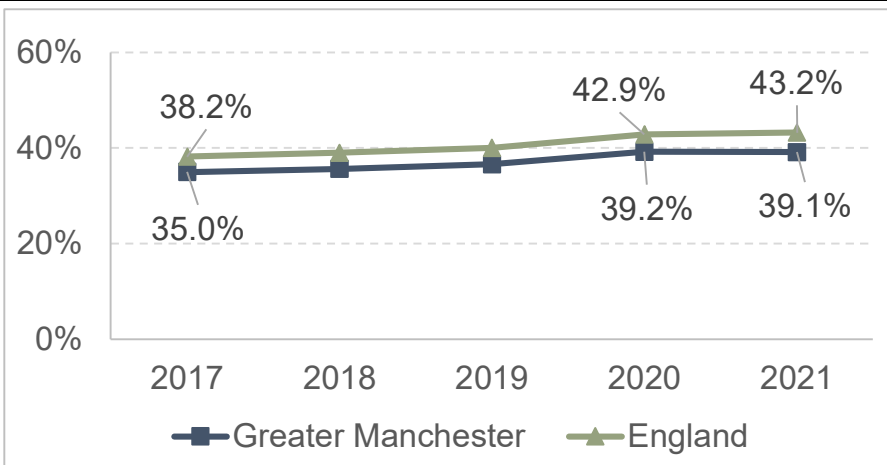
Source: Annual Population Survey, Office for National Statistics

The proportion of the GM working-age population with higher-level qualifications (Level 4 and above) **remained static** between 2020 (39.2%) and 2021 (39.1%), and was **considerably below** the England average (43.2% in 2021).

There was variance both spatially and demographically across GM in 2021: the gap between localities with the highest (54.9%) and lowest proportions with Level 4+ qualifications (26.6%) was more than 28 percentage points, and females (40.7%) out-performed males (37.6%) by some 3 points. Older people (33.7% for 50–64 year-olds) were less likely to have higher-level qualifications compared to their younger peers (51.4% for 25–29 year-olds).

Lower-level (sub-Level 2) qualifications

At the other end of the qualifications spectrum, the improving trend in the proportion of GM working-age residents with lower-level (below Level 2) qualifications continued, narrowing the gap with England.

However, as with higher-level qualifications, there was considerable variance across the GM localities and between demographic groups.
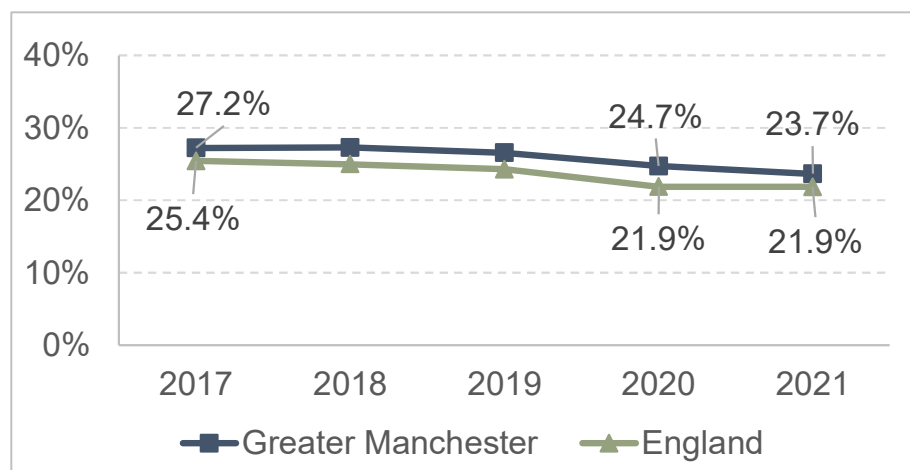
Source: Annual Population Survey, Office for National Statistics

There was improvement in the proportion of the GM working-age population with lower-level (below-Level 2) qualifications, with **a reduction from 24.7% in 2020 to 23.7% in 2021**.

Although **GM continued to under-perform the England average**, the **gap narrowed from 2.8 percentage points in 2020 to 1.8 points in 2021**.

As with higher-level qualifications, there was **similar spatial and demographic variance**, with a gap between localities with the highest (16.2%) and lowest (29.5%) proportion of qualifications below Level 2 of some 13 percentage points, and with females (20.7%) out-performing males (26.7%) by 6 points. Again, older people were more likely to be less well qualified, with 30.7% of 50–64 year-olds having below Level 2 qualifications in 2021, more than double the proportion of 25–29 year-olds (14.2%).

Active lives

The latest data show an increase in participation in physical activity, with GM under-performance relative to England narrowing slightly.

There was considerable variance by social class, with residents from 'higher' social groups more likely to be active than those from 'lower' social groups.
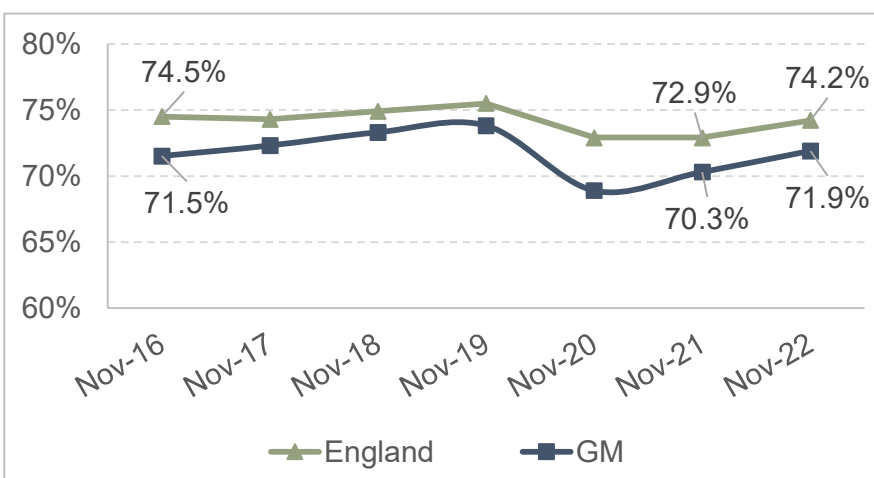
Source: Active Lives Survey

The proportion of GM adults who reported that they were 'active' or 'fairly active' increased between November 2021 and November 2022 from 70.3% to 71.9%.

GM continued to underperform England, although the gap with the national average narrowed slightly (from 2.6 percentage points to 2.3).

The demographic data show that people from 'higher' social groups (NS-SEC 1-2, 81.9%) are more likely to be active or fairly active than those from 'lower' groups (NS-SEC 6-8, 59.4%). As might be expected, older people (aged 75+) are less active than younger age groups, as are disabled people compared to people without a disability. Note however that sample sizes are relatively small, so the demographic data should be treated with caution.

More Prosperous

Quality of careers education in GM schools and colleges

GM wants to increase the proportion of institutions implementing the highest quality careers education.

More GM schools and colleges are offering high quality careers education, although there is considerable variance across the ten localities.
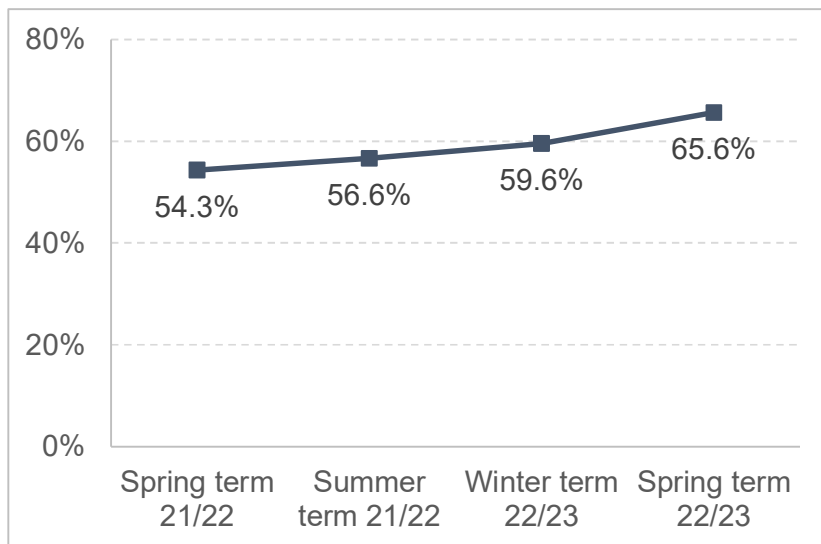
Source: local data

There has been a **steady increase** in the quality of careers education in GM schools and colleges over the period between spring 2022 and spring 2023, with the proportion implementing the highest or high quality careers education increasing from just over half (54.3%) to nearly two-thirds (65.6%).

However, there was **considerable variance across the ten localities**, ranging from 85.0% of schools and colleges in the highest performing locality implementing the highest or high quality careers education to 36.8% in the worst performing locality.

Improvement work is underway to address variance, with evidence being used by Strategic Partnership and Quality Leads to inform action plan discussions and implementation with Partnership Quality Leads.

Number of people employed in digital industries

Employment in the digital industries reduced between 2020 and 2021.

Digital jobs were concentrated in Manchester.
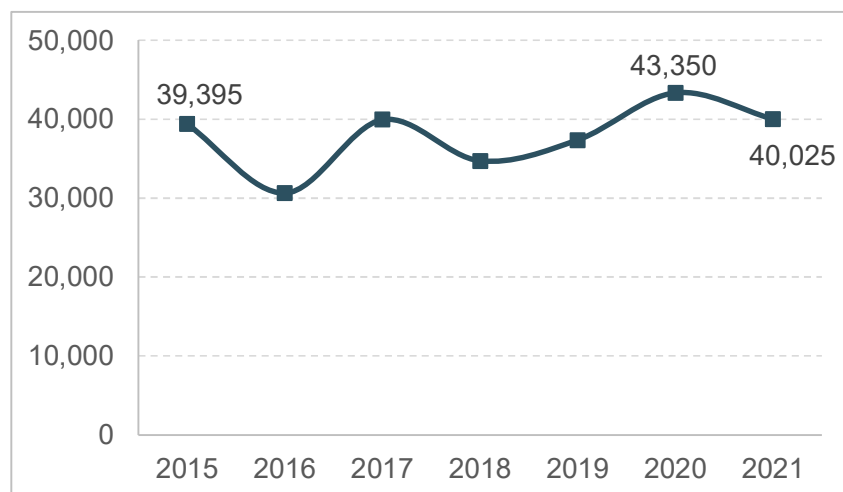
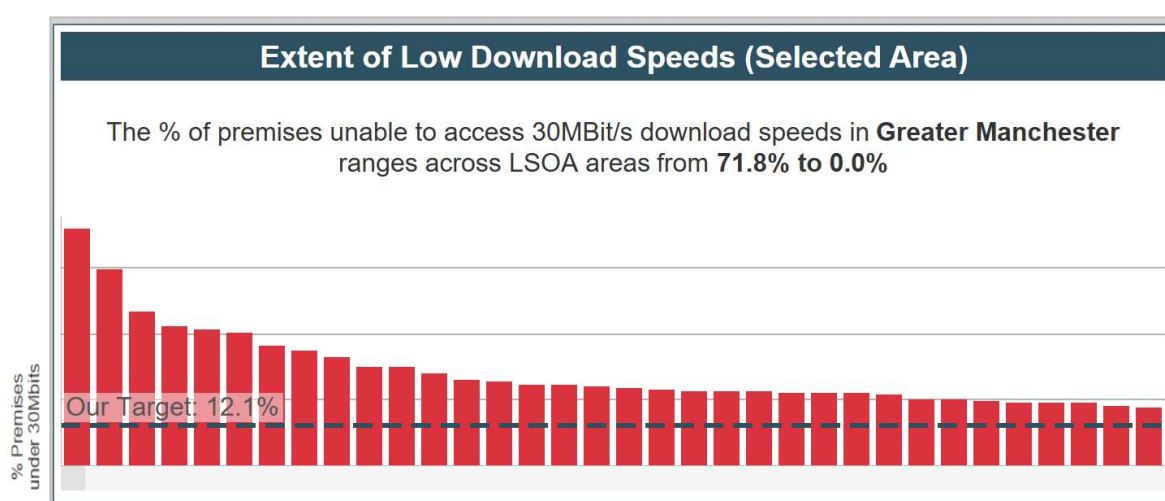Source: Business Register and Employment Survey (ONS)

There were around 40,000 employees in GM's digital industries in Quarter 1 of 2021, **down by more than 3,000** compared to the same period in 2020. However, it is important to note that sector definitions are not clear cut, so the data may not represent an accurate picture; wider evidence from other sources suggests that the sector may be considerably larger than is represented in the Business Register and Employment Survey (BRES) data that are reported here.

As might be expected, some 40% of these employees had jobs in Manchester, with a further 15%, 14% and 12% in Trafford, Salford and Stockport respectively. The remaining GM localities had fewer than 2,000 employees in the digital industries each (each accounting for less than 5% of GM total employment).

6.   Progress on the GMS floor targets

6.1   Three floor targets are being piloted, under which GM has committed to a collective response that transcends locality boundaries in favour of shared responsibility to uplift under-performing areas so that they exceed the floor target baseline over time.

6.2   As time moves on, a substantive body of evidence has been generated on how the floor target data are being used to highlight local spatial variance and inequality that is obscured when locality averages are reported, and how the GM system is targeting its response. The three pilots have adopted different approaches, and therefore they are informing policy and delivery in different ways. Whilst it would be simplistic to claim that adoption of the floor targets has been the core driver of improvements seen across the three areas, the approach has clearly helped to embed a more granular focus on areas within GM where outcomes are disproportionately poor, and has built the evidence base for sub-locality spatial targeting.

6.3   In addition to the indicator-specific performance dashboards, a summary dashboard has also been produced to report on progress against the three floor targets. A related dashboard reports on progress against those GMS indicators with GM-level targets.

Floor Target 1: No LSOAs in Greater Manchester to have more than 12.1% of premises unable to access 30Mbit/s download speeds.

Extent of Low Download Speeds (Selected Area)

The % of premises unable to access 30MBit/s download speeds in **Greater Manchester** ranges across LSOA areas from **71.8% to 0.0%**

6.4 **As of January 2023, 72 LSOAs (4.2% of all LSOAs in GM) did not meet this target.** More than half of these areas were in Manchester (28 LSOAs) and Salford (13 LSOAs). However, while Oldham had the lowest number of LSOAs missing the target at just 2, joint with Wigan, these areas missed the target by a considerable amount. Oldham had the LSOA in GM with the highest proportion of premises unable to access 30Mbit/s – 71.8% of premises – based in the rural hinterland.

6.5 Broadly, the LSOAs not meeting the target fall into two categories – those in more rural areas, and those in and around town / city centres. Those LSOAs not meeting the target in and around town / city centres are more numerous, but there is a greater gap between performance and target performance in more rural areas.

6.6 In 2022, Ofcom began reporting coverage figures based on 2021 Census boundaries, switching from the previous 2011 Census boundaries. This meant that the number of LSOAs in GM increased from 1,673 to 1,702. As a result, comparing the *number* of LSOAs meeting the target over time is not comparable. However, a broader comparison of the *proportion* of LSOAs can be used.

6.7 **The proportion of LSOAs not meeting the target has fallen from 5.4% in January 2021 to 4.2% in January 2023**. Almost every reporting period (every 4 months) has seen a fall in the proportion of LSOAs not meeting the target. The switchover in boundaries used between May and September 2022 did not show a significant change to the proportion of LSOAs not meeting the target, falling from 4.4% to 4.3%.

- **Progress made toward the floor target can in part be attributed directly to the Local Full Fibre Network, which unlocked £21.3m of DCMS funding**, matched with local authority contributions, to invest in gigabit infrastructure that connected 1,600 public sector sites to 34 fibre nodes. This fibre backbone enabled infrastructure to reach areas which would not have been connected without subsidy, taking gigabit coverage in the city region from 4.8% to nearly 85%. The programme started in 2020, with the majority

of sites connected by June 2022, which explains the slowing of the downward trajectory.
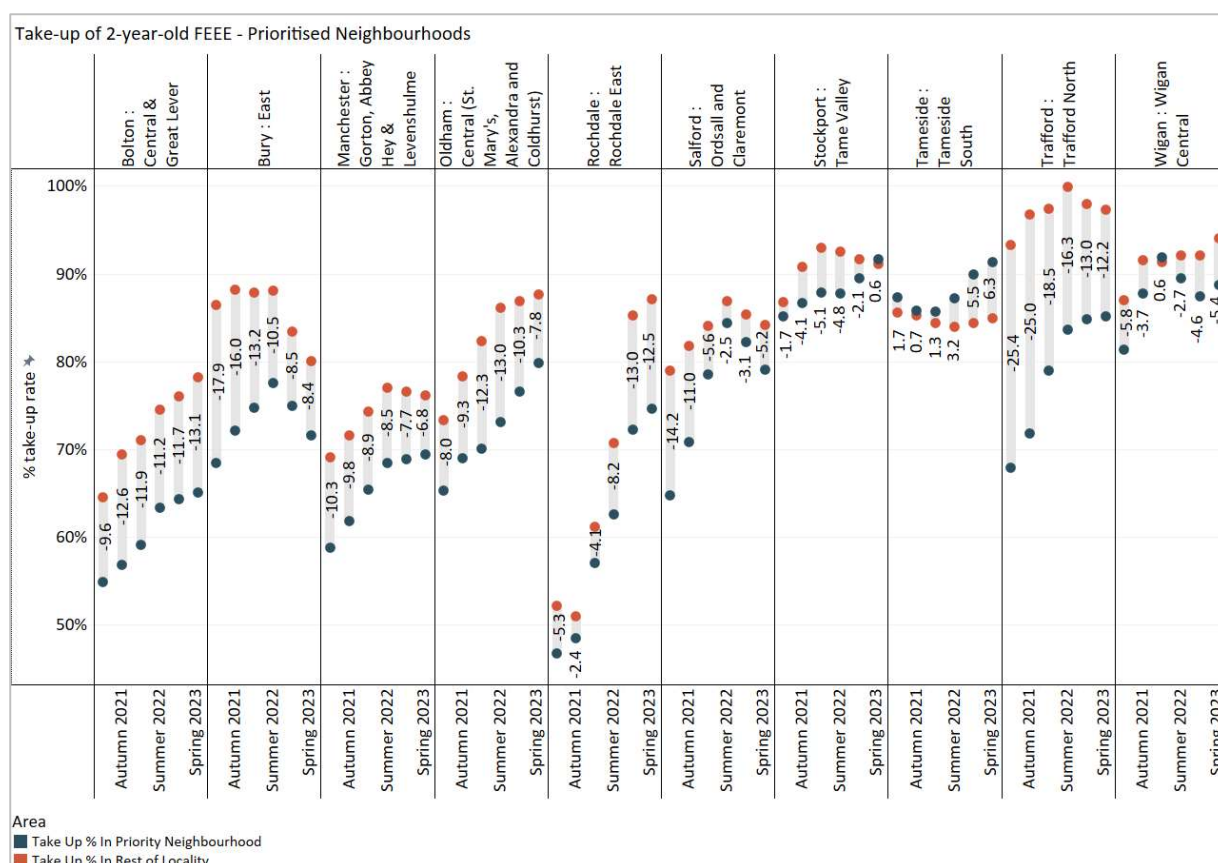
- **The floor target has informed development of the Social Housing Pilot,** which tests ways of working with the market and social housing providers to bring connectivity to areas not seen as commercially viable, and to test ways of enabling and accelerating market investment in these areas. Results from the pilot will continue to inform GM infrastructure policy and market engagement, removing barriers to investment for example through standardised wayleaves agreements.

- **The floor target has also informed our approach to engaging with and lobbying government**. The Trailblazer Devolution Deal framed a more collaborative partnership with government to better target public investment in the city region and inform future government policy.

- **Ongoing engagement with Building Digital UK (BDUK) is enhancing our understanding of the policy solutions** to address urban Not Spots, and the future policies required to enhance connectivity in areas of market failure that fall out of scope for future public procurement.

6.8 **Moving into 2024, one of the focus areas will be working with alternative network providers** and local planning authorities to direct and maximise the impact of this investment in areas falling below the floor target.

6.9 As we move beyond large scale capital investment and look to address areas with multiple barriers to connectivity, the rate of improvement will ultimately slow and potentially plateau. **Alternative technical solutions will need to be considered including using wireless technologies to provide connectivity. It will therefore be increasingly important to understand the floor target in the context of wireless coverage.**

Floor Target 2: <u>By April 2024, take-up of funded childcare in prioritised neighbourhoods to improve by at least 10 percentage points, closing the gap with the rest of the locality.</u>

6.10 There has been ongoing improvement since the last report, with **average take up across GM in January 2023 at 77.2%, continuing a historic trend of GM performing above the national average (73.9%), and demonstrating a 2.8 percentage point increase on 2022 performance.**

6.11 **Locally-sourced data covering figures up to and including spring term 2023 show we are seeing sustained positive progress against our GMS floor target.**

6.12 The gap between the targeted neighbourhood and the rest of the locality has narrowed in 6 localities compared to the last reporting period (up to and including autumn / winter term 2022/23) and in 7 localities compared to the summer 2021 baseline.

6.13 Eight of the ten priority neighbourhoods have increased take up from the previous measurement point and all ten localities have increased take up rates in their prioritised neighbourhood compared to the baseline (see chart below).

6.14 However, **increases in take up across the prioritised neighbourhoods range from 3.1 to 27.8 percentage points, highlighting the need to identify the most effective strategies and activities impacting on performance.**

6.15 Overall, **the increase in take up rates across prioritised neighbourhoods translates to approximately 313 more children taking up the offer compared to the summer 2021 baseline, and approximately 1,384 more children across all GM neighbourhoods** (assuming the same number of children in summer 2021 and spring 2023).

Take-up of 2-year-old FEEE - Prioritised Neighbourhoods

% take-up rate

100%
90%
80%
70%
60%
50%

Bolton : Central & Great Lever — Autumn 2021: -9.6; Summer 2022: -12.6, -11.9; Spring 2023: -11.2, -11.7, -13.1

Bury : East — Autumn 2021: -17.9, -16.0; Summer 2022: -13.2, -10.5; Spring 2023: -8.5, -8.4

Manchester : Gorton, Abbey Hey & Levenshulme — Autumn 2021: -10.3, -9.8; Summer 2022: -8.5, -7.7; Spring 2023: -6.8

Oldham : Central (St. Mary's, Alexandra and Coldhurst) — Autumn 2021: -8.0, -9.3; Summer 2022: -12.3, -13.0; Spring 2023: -10.3, -7.8

Rochdale : Rochdale East — Autumn 2021: -5.3, -2.4; Summer 2022: -4.1, -8.2; Spring 2023: -13.0, -12.5

Salford : Ordsall and Claremont — Autumn 2021: -14.2, -11.0; Summer 2022: -5.6, -2.5; Spring 2023: -3.1, -5.2

Stockport : Tame Valley — Autumn 2021: -1.7, -4.1; Summer 2022: -5.1, -4.8; Spring 2023: -2.1, 0.6

Tameside : Tameside South — Autumn 2021: 1.7, 0.7; Summer 2022: 1.3, 3.2; Spring 2023: 5.5, 6.3

Trafford : Trafford North — Autumn 2021: -25.4, -25.0; Summer 2022: -18.5, -16.3; Spring 2023: -13.0, -12.2

Wigan : Wigan Central — Autumn 2021: -5.8, -3.7; Summer 2022: 0.6, -2.7; Spring 2023: -4.6, -5.4

Area
■ Take Up % In Priority Neighbourhood
● Take Up % In Rest of Locality

6.16 The termly bespoke GM reporting cycle provides a more frequent, granular level of reporting that is underpinning a continuous review and learn cycle within the School Readiness programme, supported by locality Early Education leads. Termly reviews of the data, with the sharing of locality case studies, identify the GM and locality activities contributing to improved performance and support with transferable learning between localities. Over the last reporting period, examples of what works include:

- **Stronger multi-agency collaboration around a single strategic aim**, allowing for a more joined-up approach to identify, engage and follow up with eligible families at the earliest opportunity. This includes working with wider partners, for example Registered Housing Providers (Rochdale), Job Centre Plus (Bury) and library services (Bolton) to maximise reach.

- **Targeted engagement with wider family members,** to address entrenched community and cultural perceptions of early education and raise awareness of the benefits for early childhood development – particularly with grandparents.

- **Additional support to address application barriers,** including digital exclusion and English as an additional language. Revised processes have been put in place to help parents to apply over the phone or at advertised drop-in sessions with support (Bury).

- **Proactive outreach in priority communities**, maximising reach of Health Visiting, VCSE partners and Family Information Services to promote the offer in community venues, at outdoor park sessions and through wider services in Family Hubs.

- **Improved communication between frontline professionals** is helping to ensure direct follow up can take place with eligible families through existing trusted relationships. Specifically, social workers have been targeted to ensure all looked after children are taking up places, with a regular review of cases between Social Care and Early Years teams (Bury).

- **Local flexibility over eligibility criteria,** to allow for early identification of vulnerable children through early help assessments (Oldham). This is supporting early engagement with eligible families and enabling children to access a place during the term after they turn 18 months, rather than the term after they turn 2 years. Families are made aware of the offer much earlier and children not meeting early developmental milestones are supported in provision as soon as the need is identified.

6.16 It is important to contextualise this work within the wider challenges in relation to early education and childcare provision and the impact this is having on local take up.

- **Market sufficiency** continues to be a challenge due to acute workforce recruitment and retention issues and low government funding levels; both are impacting on operational capacity and the financial viability of settings. Sufficiency is a specific challenge in several priority neighbourhoods, with higher levels of deprivation, as these areas are also the least commercially attractive to providers.

- **Consumable fees charged to parents by providers** to offset the low levels of government funding, even when children are in receipt of the funded entitlement, have also been identified as a barrier.

6.17 **Collective ownership of the funded childcare and early education target is supporting a GM focus on both of the above issues, identifying opportunities to support localities with addressing these challenges through GM work and ensuring a strong collective voice in discussions with national government around this issue. This will be especially critical over the next 12 months, with demand for early education provision increasing due to an expansion of the funded entitlements for children of working parents from April 2024.**

Floor target 3: <u>Increase the percentage of young people reporting good or higher wellbeing (with a particular focus on prioritised neighbourhoods) from the 2021 baseline of 51.5%, and reduce the range or 'spread' of wellbeing scores across the 61 GM neighbourhoods</u>

6.18 The school-level engagement driven by the #BeeWell programme works on an academic year cycle, and as such there is no substantive update to our current evidence base on self-reported wellbeing of Year 10 pupils across GM since the spring GMS progress report. A technical piece of work was, however, completed in June 2023 to update the geographical presentation of #BeeWell insights, accommodating several changes to neighbourhood boundaries that have been introduced in several GM localities in the last twelve months (in the main this is due to underlying changes in electoral ward boundaries). As such, the latest position against the GM floor target can be expressed with some minor amendments, as follows:

- Across GM as a whole, which now comprises 61 neighbourhoods, 51.5% of Year 10 pupils who completed the #BeeWell survey in autumn 2021 reported a good or higher level of wellbeing.

    o **When the survey was repeated with Year 10 pupils in autumn 2022, results were essentially unchanged: 51.6% reported a good or higher level of wellbeing.**

- A place-based appraisal of the 2021 figures shows that the level of wellbeing ranged from 38.7% (lowest neighbourhood) to 60.9% (highest neighbourhood), which constituted a 'spread' of 22.2 percentage points.

    o **The 2022 figures show that wellbeing ranged from 40.3% (lowest neighbourhood) to 63.1% (highest neighbourhood). This represents a 'spread' of 22.8 percentage points: again, not substantially changed from the year prior.**

Proportion of Year 10 pupils reporting good or higher wellbeing, Autumn 2022
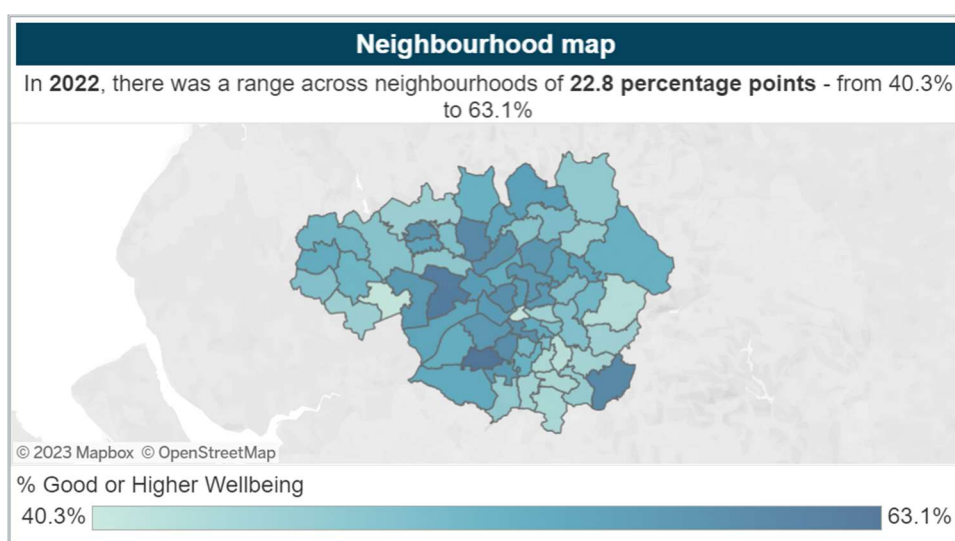
6.19 Ideally, in the third year of the #BeeWell programme (initial funding for three years, ambition to continue to 2026), a more substantive increase amongst areas previously characterised by lower levels of pupil wellbeing will be attained, whilst seeing stability (or potentially an increase) in wellbeing in those areas where higher levels of wellbeing have been identified. **At the current point in time, this trajectory is not evidenced.**

6.20 However, given the post-pandemic context of #BeeWell, rising costs of living, and a range of associated pressures and challenges in the lives of young people in the city region, the fundamental trends in the GM data (of stability, and no obvious widening of geographic inequalities) should be taken as broadly positive.

6.21 As reported in the spring GMS progress report, intelligence from the #BeeWell survey continues to permeate into locality-, place- and school-level responses across the city region.

- **The #BeeWell Champions Social Prescribing Pilot, an early exemplar of this, is now operational at a place-based level in five of the GM neighbourhoods highlighted as having levels of wellbeing that are, and remain, below the GM average.**

- **110 young people have been trained as young health champions**, with investments now being directed towards supporting a diverse range of

localised activity (e.g. gardening; self-defence / martial arts; fishing). **Whilst the initial impact of this kind of activity will be small scale, there will be much learning from the evaluation of this pilot (due January 2024) and significant potential for upscaling.**

- Taking a broader view of activity at all spatial levels, **#BeeWell data has already informed responses valued in the region of £1m; so the scale of potential future impact is already significant**, with particular opportunities to embed the evidence more fully into NHS decision-making forums (e.g. insights in relation to physical activity and nutrition, understood at place and neighbourhood level).

- **It is also important to note that many of #BeeWell's insights continue to prompt a vital focus on demographic (as well as place-based) inequalities, particularly for gender and sexual orientation. This is not measured directly in the GMS floor target, but focused investment and interventions have been put in place to understand and improve the experiences of LGBTQ+ young people.**

6.22 **Engagement on the part of schools in the #BeeWell survey remains strong, with indications that over 170 schools may participate in the third iteration of the survey between October and December 2023.** The scale of responses this will yield will again be unrivalled nationally, and as such the scope for place-based responses remains strong.

6.23 **The value of a neighbourhood focus is starting to emerge, but the next 6-12 months represent a major opportunity to further test approaches and share learning, and to gain a clearer measure of how geographical inequalities can best be identified and addressed through a 'floor target' type approach.**

6.24 At the same time, the [spread and scaling of #BeeWell](#) to reach the ambition of having a regular and robust, national, measurement of wellbeing (with the first step being a second programme in Hampshire, Portsmouth, Southampton and the Isle of White, now starting to roll out the survey) will ensure that GM's focus on young people and wellbeing is at the forefront of city regional and national policy discussion on the importance of youth voice.

7. Next Steps

7.1 The reviews of overall progress for the outcomes subject to the cross-policy review identified areas for development and possible actions. These will be further explored with specific opportunities for development of whole system approaches and actions to further collective progress. The highlighted whole system actions will be developed over the coming six months to inform the next progress report.

7.2 Additionally, delivery will continue against the floor targets, with a focus on the development of system learning and approaches which can further inform collective delivery.

7.3 The progress of GMS delivery across all areas, and the development of system learning and working, will continue to inform ongoing discussions around the approaches to be developed for the implementation of GM's latest devolution powers, along with informing and further honing the requirements of the refresh of the GMS planned for 2024.