

Date: 30 September 2016

Subject: Refreshing the Greater Manchester Strategy and Consultation Proposals

Report of: Interim Mayor Tony Lloyd, Sir Richard Leese, Portfolio Holder for Economic Strategy, and Sir Howard Bernstein, Head of Paid Service and Donna Hall, Portfolio Lead for Reform

---

## **PURPOSE OF REPORT**

This report identifies that in the light of the wide ranging programme underway to deliver Greater Manchester's growth and reform ambitions and in response to the changing context in which Greater Manchester is operating, it is now timely to develop a refreshed and revised economic strategy for Greater Manchester.

It sets out an outline framework for that refreshed strategy, and proposes that an extensive programme of engagement is developed to ensure that GM residents, businesses and stakeholders have the opportunity to shape and influence the strategy.

## **RECOMMENDATIONS**

The GMCA is asked to:

- endorse the outline framework attached as Annex A as a basis for engaging residents, businesses and other stakeholders in a public conversation regarding their vision and aspirations for Greater Manchester;
- request that a timetable for refreshing the GMS and a detailed engagement strategy be submitted for consideration at their next meeting.

## **CONTACT OFFICERS:**

Sir Howard Bernstein  
Donna Hall  
Rebecca Heron

## **BACKGROUND PAPERS:**

GM Strategy: revised draft and plain English summary (27 September 2013)  
Refreshing the GM Strategic Approach (30 June 2016)

## 1. BACKGROUND AND INTRODUCTION

- 1.1 The first Greater Manchester Strategy (GMS) was produced in 2009, in response to the Manchester Independent Economic Review, and subsequently refreshed and repositioned in 2013 to better reflect more challenging global economic conditions and the importance of the public service reform agenda to the achievement Greater Manchester's strategic ambitions.
- 1.2 The GMS, built on the twin pillars of Growth and Reform, has set the strategic framework for policy development across Greater Manchester. A number of more detailed strategies and plans sit below the GMS and set out the work underway to deliver our strategic priorities. Such strategies and plans include the Growth and Reform Plan, the Skills and Employment Strategy, the Internationalisation Strategy, the Climate Change Strategy and the Local Transport Plan, amongst others.
- 1.3 The GMS has also helped to place Greater Manchester at the forefront of the national debate on devolution. Our priorities around growth and reform are widely recognised to be distinctive, evidenced and wholly appropriate for the long term success of the area and have formed the basis of extensive negotiations to establish a 'place-based' partnership with Government, securing significant influence or control over a greater share of public spending in GM. The Greater Manchester devolution settlement, built on four devolution deals since November 2014, alongside the Memorandum of Understanding that devolved £6bn of health and social care spending to Greater Manchester from 1 April 2016, represents a ground breaking transfer of power from central Government to local areas.
- 1.4 However, the context in which we are operating has changed significantly since the GMS was last refreshed in 2013, and the Greater Manchester agenda has moved on considerably, in large part due to our success in delivering our strategy. There are a number of significant workstreams currently underway to ensure delivery of Greater Manchester's growth and reform objectives, including, amongst others:
  - the development of the **Greater Manchester Spatial Framework** to enable an informed, integrated approach to spatial planning across the city region, based on a clear understanding of the role of places and the connections between them;
  - the continuing development of the **Greater Manchester Investment Strategy**, which supports the implementation of the GM Strategy through investment to create and safeguard jobs primarily through

loans to support recycling to maximise the impact of investment over several funding cycles;

- the development of **Transport 2040**, a new long-term transport strategy for Greater Manchester that will deliver world class connections that will support long-term sustainable economic growth and access to opportunities for all;
- the establishment from April 2017 of Greater Manchester as a pilot area for **100% retention of business rates** income, including the transfer of additional functions to GM within the business rates system;
- the development of **Locality Plans** that will set out how a transformed, integrated health and social care system will be delivered in each of the ten GM localities, in line with the **GM Strategic Plan**;
- the implementation of the requirements of the GMCA associated with the outcomes of the **Area Based Review**, a review of post-16 education across the country to ensure that a skills offer is in place to meet economic and educational needs;
- the reform of the way that all **services for children** are delivered, with an initial focus on integrating preventative services for children and young people.

1.5 The decision to withdraw from the European Union will have a significant impact on city regions such as Greater Manchester, and whilst the precise implications for cities will depend on the terms of withdrawal that the British government is able to negotiate, particularly in relation to access to markets and for labour movement and availability, we must ensure that Greater Manchester is in a position to deliver inclusive growth across the conurbation during the period of transition and uncertainty in which we now find ourselves.

1.6 An extensive programme of research is underway to inform the Greater Manchester strategic approach. The '**Deep Dive**' study has analysed economic issues and opportunities across the GM to better understand how all parts of the conurbation can have a strong and positive economic function to support future growth and to maximise the ability of all residents to share in its benefits. The **Northern Powerhouse Independent Economic Review** has provided an examination of the factors driving the North's economic performance to identify pan-Northern and globally-distinctive strengths with the potential to transform the economic prospects of the North. Greater Manchester is developing evidenced proposals to ensure that the full range of issues of relevance to Greater Manchester are considered by the **RSA**

**Inclusive growth Commission. New Economy,** with by New Economy, third party support from leading economic experts has embarked on an extensive programme of research to help understand the likely **impact of Brexit** on the city region and in particular to identify the issues that Greater Manchester will be seeking the Government to address through the Autumn Statement.

- 1.7 In light of the wide ranging programme of work underway, and to reflect the changing context in which we are now operating the GMCA therefore agreed, at the meeting held on 30 June 2016, that it is now timely to revisit and once again refresh Greater Manchester's strategic approach, reassessing the issues and opportunities that our strategy needs to address, and re-examining the interventions required to drive growth and reform across the conurbation.

## **2. REFRESHING THE GM STRATEGIC APPROACH**

- 2.1 Our refreshed strategy must build on our growth and reform objectives, with a continued focus on growth and job creation and reforming the way that public services are delivered, but must also include greater emphasis on inclusivity and on ensuring that all parts of Greater Manchester can play a strong and positive economic role in supporting future growth and maximising the ability of residents to share the benefits of that growth.
- 2.2 There has been some discussion with Leaders on what the vision for GM should be. The following outlines the culmination of that discussion:

### **OUR VISION**

By 2040 Greater Manchester will be one of the world's leading city regions, reaping the benefits of sustainable and inclusive growth across a thriving Northern economy. It will be ever more self reliant, connected, dynamic, inclusive, digitally-driven, productive, innovative and creative. A destination of choice to live, work, invest and visit, GM will be known for the high levels of happiness and quality of life our people enjoy. No one will be held back, and no one will be left behind: all will be able to contribute to and benefit fully from the continued success of Greater Manchester.

- 2.3 To deliver against this vision will require a focus on both people and place. With that in mind our emerging priorities include:

## **OUR PRIORITIES**

### **Strong people in GM**

- Strong people throughout their life course: Start Well, Live Well, Age Well
- No one held back: no one left behind
- Excellent public services provided at the right time to enable people to become resilient and confident
- Preventative rather than reactive services to achieve improved outcomes, greater efficiencies and reductions in demand for services
- People equipped with the skills to succeed and progress
- Strong, safe, empowered communities, able to draw on local strengths and assets to connect to the opportunities that the growth of the city region brings

### **GM: a strong place**

- Sustainable growth, driven by our globally distinctive assets and a diverse and highly productive business base which reaches all parts of Greater Manchester.
- World class infrastructure and connectivity to drive growth and connect our people and businesses to that growth
- A housing offer to meet the needs and aspirations of existing and future residents
- Thriving and resilient communities
- A digital powerhouse
- A vibrant, inclusive cultural and leisure offer and an outstanding natural environment
- Developing a market facing approach to creating the conditions for growth

2.4 In light of the additional powers and resources that have been devolved to Greater Manchester, and in line with increased direct democratic accountability in the form of a directly elected Mayor, to be introduced following an election on 17 May 2017, it is important that residents, businesses and other stakeholders across Greater Manchester have the opportunity to help shape and inform the strategy to be developed.

2.5 It is therefore proposed to use the above vision and priority framework as a basis for engaging residents, businesses and other stakeholders in a public conversation regarding their aspirations for Greater Manchester.

## **3. THE CONVERSATION APPROACH**

3.1 The conversation aims firstly to understand people's ambition for Greater Manchester – what they want the city region to be like by 2040,

what are the challenges we may face and then how could we collectively and individually overcome them. This will support the shape and content of the strategy, enabling a greater understanding of all stakeholders: residents, organisations and businesses. It is suggested that this phase is launched in late October. The draft strategy itself will be subject to a further consultation early in the new year. The responses to the first phase – the conversation will help to shape and bring alive the final strategy with personal stories and pertinent case studies. A draft approach to the conversation is set out in Annex A.

3.2 The proposed communication objectives are:

- a) To provide opportunities for residents, businesses, staff and other stakeholders to:
  - i. Talk about Greater Manchester and their aspirations for the future of the city region.
  - ii. Share their ideas about what the GMCA could do differently or better
  - iii. Provide ideas about what they could do to help achieve those aspirations
- b) Drive awareness of the GMCA and its role (linking to the profile strengthening campaign)
- c) Thoroughly explain how the strategy will be developed and explain people's role in being able to help make and shape the strategy.
- d) Understand how people would like to find out about the implementation of the strategy and offer opportunities to be involved in the implementation in the future.

3.3 At the heart of the conversation are 7 key questions:

- What would you like Greater Manchester to be like by 2040?
- What are the big challenges for Greater Manchester up to 2040?
- Do you have any ideas that would help us with these challenges?
- What do you think Greater Manchester does well?
- What do you think we could do better?
- If we could deliver one big thing by 2040, what would it be?
- What can you do to help create the Greater Manchester you want?

3.4 It is proposed to use a variety of digital, face to face and offline channels including the GMCA website, social media, and at least one event in each of the ten Greater Manchester districts to ask what the priorities for GM should be, demonstrate how important people's opinions are to shape the strategy and outline each council's role in Greater Manchester and the benefits being in GM brings each locality individually and as a collective whole.

3.5 At the heart of this conversation is the desire to better engage and involve all stakeholders in the future of both the organisation and the

strategic direction for Greater Manchester. The suggested approach will engage people in the language, using the channels and at a geography that is meaningful for them, not based on our organisational norms. To reflect this approach it is proposed that the conversation should be:

- **Honest** – about the ambition for Greater Manchester and its successes and opportunities but also the challenges faced to achieve that. Providing proactive information that outlines the challenge and the process in a clear way.
- **Persuasive** – Resident, business, partner and stakeholder engagement and participation is needed if the objectives for growth and reform are to be achieved. Any conversation needs to engage effectively to help deliver the ambition and overcome the challenges.
- **Strengths-based** - offering tools that allow all stakeholders to share their ambitions for Greater Manchester and outline what they can offer in terms of ideas and help. This is one of the first opportunities to have a more empowering and enabling conversation and it is right that it takes a strengths based engagement approach.
- **Conversational to make connections** – listen to and communicate the ideas of everyone in Greater Manchester with materials developed in a tone and language that anyone will understand and that will encourage everyone to get involved.
- **Collaborative** – use expertise, channels and ambassadors from across Greater Manchester as well as partners, stakeholders and local businesses. In fact without this approach in localities, the big conversation won't happen.
- **Digital** – over 83% of people have a smartphone and the closest channel is the one in someone's pocket. Whilst other engagement opportunities and channels will be available, the approach will be primarily digital.
- **Inclusive** - engage and gather views that reflect the make-up of Greater Manchester.

3.6 The conversation must be held at a geography that is recognised by residents and businesses. It will therefore be essential that GM localities lead that conversation in their local areas. Such an approach will also enable that conversation to examine the relationship between what is, or will be done at Greater Manchester level, and what will continue to be done at locality level.

#### **4. NEXT STEPS**

- 4.1 Subject to the views of the GMCA it is proposed to develop two phases of consultation. The first an informal conversation, starting in October in line with the GMCA meeting, and the second a more formal consultation on the draft strategy itself, starting in early 2017. Working with the Interim Mayor in accordance with the proposed approach and principles, these consultations will inform the development of the refreshed Greater Manchester Strategy.

#### **5. RECOMMENDATIONS**

- 5.1 Recommendations are set out at the front of the report.

## **Annex A: Greater Manchester Strategy – Consultation framework**

### **1. Introduction**

- 1.1 Effective consultation and engagement can play an important role in the refresh of the Greater Manchester Strategy. The value of early and positive engagement, both to understand what people’s aspirations are for Greater Manchester and support engagement in and the delivery of the objectives for growth and reform should not be underestimated. It can help to build constructive relationships with a wider audience, setting the tone and approach for the future strategy and activity. Most importantly it will enable a greater understanding about what matters to GM’s residents, businesses and other stakeholders and the role they could play in shaping and delivering a strategy they have had the opportunity to be part of. If we are to achieve the ambitions for growth and reform, all stakeholders need to be involved and engaged from the inception of the refreshed strategy.
- 1.2 The proposed framework for this consultation is outlined below; however, the starting point will be a ‘big conversation’ with stakeholders so that they are truly part of the development of the refreshed strategy, rather than a more traditional consultation approach.
- 1.3 The framework sets out the wide variety of ways that people will be engaged in the conversation - digital, offline and face to face - learning from successful consultations that have taken place across GM. This is particularly important so that engagement takes place using the tools and channels that feel most comfortable to the respondent to boost participation, rather than focus on the traditional tools available.
- 1.3 It is also vital that this conversation takes place at a local geography, rather than at a more distant GM level.

### **2. Principles for the proposed approach**

- 2.1 At the heart of this consultation is the desire to better engage and involve all stakeholders in the future of both the organisation and the strategic direction for Greater Manchester. The suggested approach to this is a ‘big conversation’ engaging people in the language and using the channels and at a geography that is meaningful for them, not based on our organisational norms.
- 2.2 To reflect this approach it is proposed that our communication and engagement activity should be:
  - **Honest** – about the ambition for Greater Manchester and its successes and opportunities but also the challenges faced to achieve that. Providing proactive information that outlines the challenge and the process in a clear way.

- **Persuasive** – Resident, business, partner and stakeholder engagement and participation is needed if the objectives for growth and reform are to be achieved. Any conversation needs to engage effectively to help deliver the ambition and overcome the challenges.
- **Strengths-based** - offering tools that allow all stakeholders to share their ambitions for Greater Manchester and outline what they can offer in terms of ideas and help. This is one of the first opportunities to have a more empowering and enabling conversation and it is right that it takes a strengths based engagement approach.
- **Conversational to make connections** – listen to and communicate the ideas of everyone in Greater Manchester with materials developed in a tone and language that anyone will understand and that will encourage everyone to get involved
- **Collaborative** – use expertise, channels and ambassadors from across Greater Manchester as well as partners, stakeholders and local businesses. In fact without this approach in localities, the big conversation won't happen.
- **Digital** – over 83% of people have a smartphone and the closest channel is the one in someone's pocket. Whilst other engagement opportunities and channels will be available, the approach will be primarily digital.
- **Inclusive** - engage and gather views that reflect the make-up of Greater Manchester.

2.3 For this conversation a qualitative response is more important than a quantitative. We are not looking for a percentage of residents or businesses agreeing or disagreeing with elements of the strategy but a qualitative response and conversation about Greater Manchester and its future.

### 3. Proposed approach

3.1 The start of the conversation aims firstly to understand people's ambition for Greater Manchester – what they want the city region to be like by 2040, what are the challenges might we face and then how could we collectively and individually overcome them. This will support the shape and content of the strategy, enabling a greater understanding of the ambition for Greater Manchester and declared needs of local people, organisations and businesses. The responses to the conversation will help to shape and bring alive the final strategy with personal stories and pertinent case studies.

3.2 A more detailed response is required from key partners and stakeholders across the city region, but a broader, more participative

approach will be taken with residents. The proposed communication objectives are:

- a) To provide opportunities for residents, businesses, staff and other stakeholders to:
  - Talk about Greater Manchester and their aspirations for the future of the city region.
  - Provide ideas about the GMCA could do differently or better
  - Provide ideas about what they could do to help achieve those aspirations
- b) Drive awareness of the GMCA and its role (linking to the profile strengthening campaign)
- c) Thoroughly explain how the strategy will be developed and explain people's role in being able to help make and shape the strategy.
- d) Understand how people would like to find out about the implementation of the strategy and offer opportunities to be involved in the implementation in the future.

3.3 At the heart of the conversation are 7 key questions:

- What would you like Greater Manchester to be like by 2040?
- What are the big challenges for Greater Manchester up to 2040?
- Do you have any ideas that would help us with these challenges?
- What do you think Greater Manchester does well?
- What do you think we could do better?
- If we could deliver one big thing by 2040, what would it be?
- What can you do to help create the Greater Manchester you want?

3.4 Themes will be selected each week of the conversation period, using the priority areas, to ensure that all elements of the strategy have the chance to be discussed, and provide an opportunity to engage people in the specific topics they care about. They will be simplified down to key headings such as transport, education, housing, work and skills.

3.5 **Tone of voice** for the conversation will be honest and positively excited about the future of Greater Manchester to engage people, whilst honestly recognising the challenges faced to achieve our ambition. It needs to be human – not using public sector jargon – and approachable. This will help to establish our credentials as a listening organisation and set the tone for future resident based communications and engagement activity.

3.6 The **core audience** for the conversation includes:

- Residents

- Businesses
- Staff from the GMCA, GM Local Authorities, GM Health and Social Care Partnership.
- Partners and stakeholders – across the public, private, and voluntary and community sector

3.7 Suggested activity for phase one is dependent on audience, recognising that a one size fits all approach will not engender the level of engagement in the conversation required. The suggested activity, will require engagement and resource from all ten local authorities, the Greater Manchester Health and Social Care Partnership, Greater Manchester Police, Transport for Greater Manchester and the Greater Manchester Fire and Rescue Service.

3.8 The approach includes numerous engagement opportunities and includes digital, printed /offline and face to face activity:

- **GMCA web based content and questionnaire:** this questionnaire will be the fundamental basis of the conversation, all other activity will drive people to the questionnaire /and or its questions. The questionnaire will ask a small number of open questions allowing respondents to make a personal contribution. Infographics capturing the key themes will be hosted on the site with a short film explaining why we want a conversation, what the process will be and what happens with the responses.

The draft strategy as well as a plain English summary will be hosted on the site and for the more detailed responses required from key stakeholders, questions will be asked about the specific strategic themes.

During the conversation, details of respondents will be gathered to provide further opportunities to engage– both at the end of the conversation to share outcomes and to build a contact list for future engagement or an e-bulletin list.

- **Engaging digital content:** A series of online ‘snackable’ or easily consumed content, that pulls stakeholders into the online questionnaire, this includes:
  - A series of short videos, providing overviews of the ambition, challenge and the opportunities to get involved in shaping the future of Greater Manchester. These will need to be in a mixture of formats – from direct interviews with the Interim Mayor and appropriate Leaders for topic based / themed content.
  - A set of infographic images outlining elements of our key messaging

- Online polls on social media - these could act as a more provocative way to gather interest for the online form by sharing ideas already submitted by others to question if others agree.

Website banners and content will also be created for all partners sites etc.

- **Social media channels:** Extensive use of social media across all of the GMCA and partner channels could be used to push key messages and the engaging digital content as a prompt for a conversation. Twitter question and answer sessions and Google forms for more discussion on individual themes with the Interim Mayor or appropriate Leader are suggested to drive a conversation rather than simply broadcast messages. Challenging questions, designed to prompt debate are suggested to engage people in the conversation. Creation of a #hashtag that will be used to identify campaign e.g. #MyFutureGM

There will be the need to pay for digital and social content, to boost content and posts and engage a broader audience. Paid for social media, using the digital content outlined above, will significantly increase the reach and will enable us to target our messages to under-represented audiences ensuring an inclusive response as the conversation progresses.

- **Community driven content:** once the conversation has started, it's suggested that respondents' content is shared. This approach provides an ongoing set of engaging content that can be used across digital channels to further encourage conversations and provides real-life opinions and ideas to spark debate and discussion online. Each local authority will need to identify local content and share both organically and boosting through social media channels.
- **Face to face engagement:** A variety of face to face opportunities should be identified across the city region alongside a specific event in each locality lead by the appropriate Leader. These sessions will demonstrate how important people's opinions are to shape the strategy and outline each council's role in Greater Manchester and the benefits being in GM brings each locality individually and as a collective whole. This would led by Local Authorities. Each locality would also be asked to tap into existing engagement activity to make the most of potential opportunities to drive and share the conversation.

Materials can be offered if required, such as a template presentation and postcard questionnaires to capture people's responses at the time of engagement. It is suggested that staff across the city region are also engaged in this way – again this would be led by the partner organisations.

It is also suggested that on-street voxpox or intercepts are captured too. Across the 10 local authorities over 500 people will be targeted with a simplified version of the online questionnaire, asking just one or two open questions and a couple of closed demographic questions. This will be a simple way to identify local content that can be shared digitally by local authorities, keeping the conversation going online too.

- **Off-line engagement:** It's recognised that a digital approach may not work for all audiences, so offline tools are required to support engagement in the conversation. This includes:
    - 'Graffiti walls', branded large presentation boards to be installed in key locations across the city region where people can 'graffiti' their ambitions for Greater Manchester and what they care about. These would be monitored locally and the content captured, recorded and reported by local authorities.
    - Postcards for schools, where young people can draw or write what they want from GM in the future. These will be produced centrally and distributed across local authorities.
    - Posters and short questionnaire postcards for distribution in libraries, leisure centres and community hubs across the city region. These would require a freepost return address.
  - **Media strategy:** A proactive media approach should be developed with the aim of communicating the process, highlighting the opportunity to get involved and signposting stakeholders to the online tools available. The call to action for this would be led by the Interim Mayor. Content will also be created for the partners media and digital channels such as e-bulletins. This will be concise, engaging content with a clear call to action, drawing people to the online questionnaire.
- 3.9 Not all content will be available from the start of the conversation, this will be shaped throughout the engagement period to keep content fresh and engaging.
- 3.10 Once the conversation closes it is important to ensure that respondents are thanked for their involvement, informed about the outcomes and how their collective contributions shaped the draft strategy as well as a call to action to get involved in the next stage.
- 3.11 The draft strategy will be published on the GMCA website, with a plain English summary and shared with partners to do the same. This is also an opportunity to reiterate GM's ambition, explain how the strategy will help achieve that ambition and provide a call for action for further engagement. It would be helpful to draw out some of the personal

stories that helped to shape the strategy, to support a more ‘human’ or personal tone that will engage and help to shape public opinion for future engagement. A further period of consultation would then start to confirm if stakeholders agree with the proposed strategy.

- 3.12 **Timescales** – it is suggested that the conversation lasts for at least 8 weeks, with c.3 weeks to thank people for participating and share the outcomes; giving people time to fully engage and partners the opportunity to activate their channels and engage more broadly – this approach is not simply broadcasting messages in traditional or social media or putting questionnaires online and in public buildings. Having a fuller conversation, encouraging participation and engagement, using channels that are meaningful for the audience, takes more time but also reaps richer content to help shape the future strategy.
- 3.13 There is a requirement to understand what other consultations are running at the same time to ensure that there is not a clash in terms of messaging, that undermines the tone and approach to this big conversation and that resource is available across partners – as stated, it is essential that effort is made across the city region for effective engagement.
- 3.14 **Developing the conversation** – If this strategic approach to the conversation is agreed, key messages for the conversation will need to be refined by a copywriter, the draft strategy summarised and key themes identified to shape the approach and use the channels outlined above, and shaped into an engaging and sometimes provocative conversation. There is a requirement to align the conversation with the brand strategy work currently underway to ensure that the profile strengthening campaign supports the narrative for the conversation and adds weight to engagement with consistent calls to action.

#### **4. Evaluation**

- 4.1 It is important that all conversations are qualitatively analysed – not just those that are submitted via the website. Conversations that take place in social media often have a less considered but very honest reaction. Those submitted by webforms often are more considered and include more content to help shape the strategy. Postcards and graffiti walls offer the opportunity to bring more ‘colour’ to the final document.
- 4.2 The performance of the conversation should be monitored throughout the period of engagement and regular updates should be provided to shape and develop the approach based on insight and response rates. This is particularly vital to ensure a representative response.