

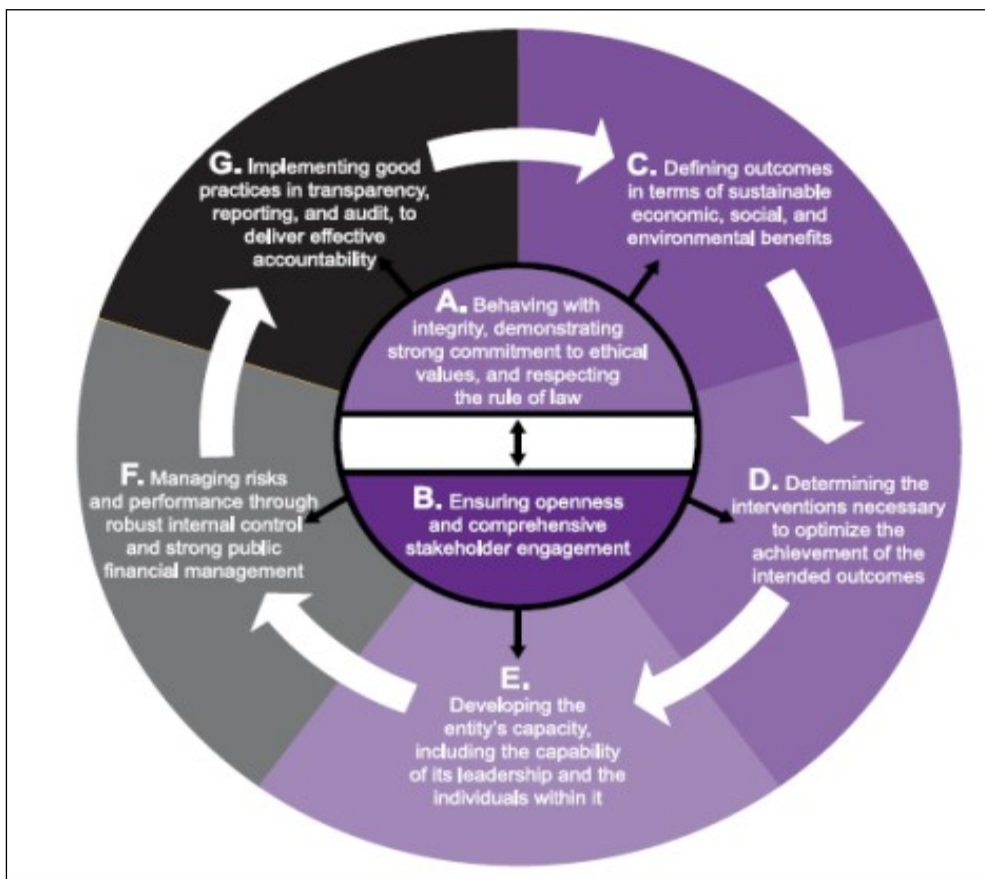
**ANNUAL GOVERNANCE STATEMENT 2019-20**

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## INTRODUCTION

1.1 The Annual Governance Statement sets out how the Greater Manchester Combined Authority (GMCA) meets its governance standards detailed in the [Code of Corporate Governance](#). It also describes how it meets the requirements of regulation 6(1) of the Accounts and Audit Regulations 2015 in relation to the publication of an Annual Governance Statement to accompany the Annual Accounts. It is a document which looks back retrospectively over the past year and identifies where the GMCA has demonstrated good governance, and looks forward as to areas where focus should be given in relation to governance over the coming year. The GMCA's corporate governance framework is structured around the seven good governance principles set out in the 2016 CIPFA guidance (see fig.1):



**Fig.1 Seven Principles of Good Governance**

## LEGISLATIVE, STRATEGIC AND POLICY CONTEXT

2.1 The GMCA was established on 1 April 2011 by the Greater Manchester Combined Authority Order 2011 and comprised of ten members, being the Leaders of the constituent councils. The GM Mayor was elected on 4<sup>th</sup> May 2017 and will remain in office until May 2021 when the rescheduled GM Mayoral election is due to take place. The Mayor is the chair and 11<sup>th</sup> member of the GMCA. The Mayor also appoints the Deputy Mayor for Policing and Crime who has substantial delegated authority covering policing and crime. All members have clear portfolio responsibilities as listed below:

<b>Member</b>	<b>Representing</b>	<b>Portfolio Responsibility</b>
Mayor Andy Burnham	GM Mayor	Strategy, Transport & Reform
Baroness Beverley Hughes	Deputy Mayor	Safe & Strong Communities
Cllr David Greenhalgh	Bolton	Culture
Cllr Eamonn O'Brien	Bury	Young People & Cohesion
Sir Richard Leese	Manchester	Health & Care
Cllr Sean Fielding	Oldham	Employment, Skills & Digital
Cllr Allen Brett	Rochdale	Community Co-ops & Inclusion
Mayor Paul Dennett	Salford	Housing & Homelessness
Cllr Elise Wilson	Stockport	Economy
Cllr Brenda Warrington	Tameside	Age-Friendly GM & Equalities
Cllr Andrew Western	Trafford	Green City Region
Cllr David Molyneux	Wigan	Resources & Investment

2.2 Each GMCA member appointed by a constituent council may appoint an elected member of another constituent council to act as an assistant portfolio holder whose duties will be to provide support and assistance to the GMCA

member in the carrying out of that member's duties in respect of the portfolio responsibilities allocated by the Mayor. Portfolio Assistants also have the right to attend meetings of the GMCA and speak but they have no voting rights. This is set out in the constitution.

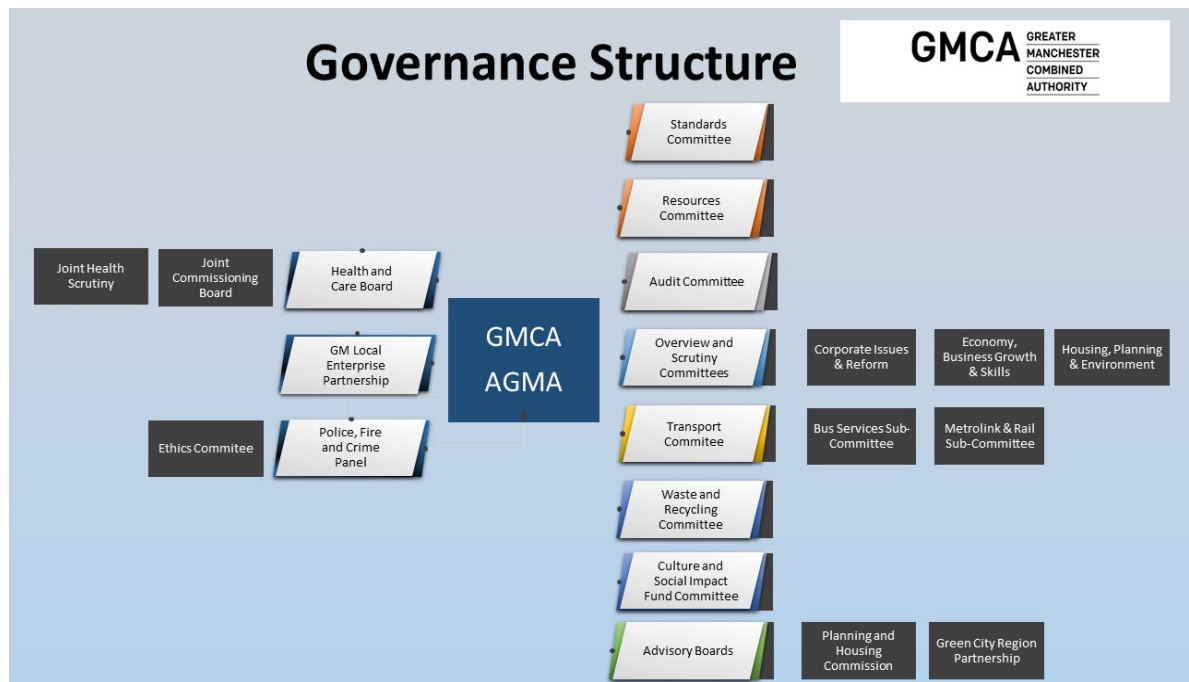
2.3 On public service issues the GMCA members and the Mayor each have one vote, and generally questions are decided by a majority vote. Questions on matters requiring a vote of more than a simple majority are set out in the 2011 Order. The Mayor is required to consult members of the GMCA on his strategies. The GMCA also examines the Mayor's (non-Police and Crime) spending plans and is able to amend those plans if two-thirds of members agree to do so.

2.4 The GM Local Enterprise Partnership (LEP) is a private sector-led voluntary partnership, with a core function to provide strategic leadership and private sector insight (alongside the GMCA) to help deliver the city region's growth ambitions. The GM LEP jointly owns (along with the GMCA and voluntary sector) the Greater Manchester Strategy (GMS) and is responsible for providing strategic direction to ensure that the strategy is successfully delivered.

2.5 The GMCA and the Constituent Councils are members of the Association of Greater Manchester Authorities (AGMA). They have entered into joint arrangements, including an Operating Agreement, and the establishment of a joint committee called the AGMA Executive Board, which oversees the work and strategic direction of AGMA, leads on policy, and has delegated decision-making powers from the 10 Greater Manchester councils. AGMA has the same membership at the GMCA.

2.6 A range of statutory and non-statutory member-led committees and boards sit below the GMCA and LEP, with responsibility for overseeing work in relation to the various portfolios. The three Overview and Scrutiny Committees each have 15 members and responsibility for Corporate Issues and Reform; Economy, Business Growth and Skills; and Housing, Planning and

Environment. The GMCA Audit Committee, as a statutory body, plays a key role in overseeing risk management, governance systems and financial management. The GM Transport Committee oversees the travel services provided by Transport for Greater Manchester (TfGM).



**Fig.2 Governance Structure**

## **LEGISLATIVE ARRANGEMENTS DURING COVID-19 PANDEMIC**

3.1 Within the UK, a disaster response system exists, underpinned by the Civil Contingencies Act 2004. The system helps to support the coherent and integrated emergency response and recovery between national and local levels. At a local level, the backbone of this system is partnership working through a Strategic Coordinating Group and its associated structures, together with a Recovery Coordinating Group and appropriate sub-groups. These, in turn, are recognised and supported by MHCLG and other Government Departments, assisting a two-way dialogue in the emergency that is additional to more normal day-to-day arrangements.

3.2 Although GM is well practised in working in this way across a wide range of emergencies, the current Covid-19 emergency has a range of specific characteristics that has required GM to keep the emergency structures under review and to ensure that they link across into established governance and decision-making arrangements. The emergency structures are designed to support and not replace local 'business-as-usual' systems.

3.3 Contrary to the majority of emergencies experienced since the introduction of the current UK framework, the Covid-19 emergency required a whole system response, affecting the whole of society and requiring sustained effort over at least the next 2 years based on current projections. It is also unlikely to transition from a relatively short response directly into a longer-term recovery, and there may be a need for recurrent response activity during the recovery period. Therefore, it is likely to require flexibility in future structures and approaches to facilitate the reinstatement of business as usual as Government legislation and regulations change and the UK moves to a new normality.

3.4 In response to the Covid-19 emergency, GM had established a multi-agency response structures that dovetailed with the national emergency response framework, whilst also being adapted to address local need. A C19 Executive Group, co-chaired by the Chief Constable of GMP and the Chief Executive of GMCA, has been sitting since early March with districts strongly engaged through Chief Executive portfolio leads and a local authority Chief Officers Group. A GM Strategic Coordinating Group (SCG) chaired by the Assistant Chief Constable, supports the C19 Executive and had in turn, established a number of thematic sub-groups, emergency operation cells and sector coordination groups. In line with UK doctrine, a Recovery Coordinating Group (RCG) was set up in the early stages of the response, and has been running in parallel with the C19 Executive. The C19 Executive and RCG work closely together, with the Chair of the RCG sitting on the C19 Executive.

3.5 The structures are subject to ongoing reviews and will continue to evolve as appropriate in line with the nature of the crisis.

3.6 With regard to GMCA decision making during the Covid-19 Emergency, the GMCA Constitution gives delegated authority to the Head of Paid Service, to take any action which is required as a matter of urgency in the interests of the GMCA, in consultation (where practicable) with the Chair of the GMCA. These decisions have been published in accordance with usual practice.

3.7 The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020 came into effect on the 4 April 2020. These Regulations remove the requirement for local authorities to only hold meetings in person, make provision for members of local authorities to attend meetings remotely and for public and press access to these meetings.

3.8 Following the development of a technical solution and the required procedures and protocols, virtual meetings of the GMCA and its committees have been held. The regulations will apply to local authority meetings held before 7th May 2021.

## **HMICFRS INSPECTION OF GREATER MANCHESTER POLICE – DECEMBER 2020**

4.1 In December 2021 HMICFRS published 'An inspection of the service provided to Victims of crime by Greater Manchester Police (GMP)'. The focus of this assessment was to understand the experience of the victim; this is known as a Victim Service Assessment. The report highlighted a number of causes for concern and made a number of recommendations for Greater Manchester Police with specific timeframes for completion. The force, in response to these recommendations has initiated a comprehensive action plan to support and intensify ongoing activity. The action plan has specific focus on the immediate recommendations, recommendations to be

completed within three months and recommendations to be completed within six months.

- 4.2 The work and plan are supported by robust governance and audit process. At the heart of this is the Gold Group, chaired by the Deputy Chief Constable. This meeting also includes representatives from the Home Office and Mayor's office. The force has also been engaged as part of the Police Performance Oversight Group process, which will bring further scrutiny and support from across policing.
- 4.3 The GM Mayor and Deputy Mayor have also said publicly that beyond the detailed action plan developed by the force to address the immediate issues identified by HMIC, there will be a root-and-branch review of structures, practices and culture – including the operational model – The GM Police and Crime Panel will be involved in that, alongside police staff, trade unions, MPs and elected representatives and the public. The mayor has also asked for the arrangements for public governance and scrutiny to be included in the review with a view to how they can be strengthened.

## **SCOPE OF RESPONSIBILITY**

5.1 The GMCA's Code of Corporate Governance sets out how the GMCA operates, how decisions are made and the procedures that are followed to ensure that these are efficient, transparent and accountable to local people. The Code of Corporate Governance can be found on p196 of the [GMCA Constitution](#).<sup>1</sup>

5.2 The Annual Governance Statement demonstrates how the GMCA is delivering its services in the right way in a timely, inclusive and accountable manner and will be certified by the GMCA Chief Executive and the Mayor, after consideration of the draft by the GMCA Audit Committee. GMCA's

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<sup>1</sup> <https://www.greatermanchester-ca.gov.uk/who-we-are/accounts-transparency-and-governance/>



external auditor reviews the Annual Governance Statement as part of the assessment of their value for money conclusion.

5.3 The GMCA's governance framework comprises the legislative requirements, principles, management systems and processes – including the GMCA's Constitution, Operating Agreement and Protocols – and cultures and values through which the Authority exercises its leadership, fulfils its functions, and by which it is held accountable for its decisions and activities.

5.4 The following sections of this document describe how the GMCA fulfils the requirements set out in the seven principles of good governance.

## **GOVERNANCE REVIEW ACTIVITY 2019/20**

### **GMCA Audit Committee and GM Joint Audit Panel**

6.1 The GMCA Audit Committee is responsible for overseeing the effective operation of the systems of governance including risk management, internal control, and treasury management. It is a legal requirement for the GMCA to have an Audit Committee as this also ensures a high standard of openness and transparency. The Committee met five times during 2019/20 and discussed a range of matters including the Risk Strategy & Register, the Treasury Management Strategy Statement & Activities and the Statement of Accounts for the GMCA and associate bodies.

6.2 The GMCA Audit Committee oversees all aspects of GMCA including Mayoral functions. In line with the Home Office Financial Management Code of Practice. The Mayor has also established a Greater Manchester Joint Audit Panel which oversees the control environment of the Chief Constable and the GMCA (Police and Crime) functions, performing the functionality of an Audit Committee. The Panel assists the Mayor in discharging his statutory responsibilities to hold the Chief Constable to account and to help deliver an

effective policing service. To minimise duplication and bureaucracy and to maximise value for money shared internal audit arrangements are in place to support the Mayor and the Chief Constable. The GMCA Audit Committee receives the minutes of the Audit Panel as part of its agenda.

### **Head of Audit and Assurance Annual Opinion 2019/20**

6.3 Based on the work undertaken by Internal Audit in respect of 2019/20 the opinion of the Head of Audit and Assurance on the overall adequacy and effectiveness of GMCA's framework of governance, risk management and control was limited (by volume). Audit work undertaken was significantly less than anticipated in the agreed Internal Audit Plan. This was due to limited internal audit resource being available during the year whilst the in-house internal audit team was being established.

However, assurance can be taken from the internal audit work that was performed, of which:

- no individual assignment reports were rated as "No Assurance"
- no critical risk findings were identified
- work undertaken covered a range of the key risks within the organisation
- any high risk rated findings were isolated to specific activities and were/are scheduled to be implemented in line with agreed timescales

Assurance can also be taken from other external and internal sources of assurance, including HMICFRS, ICO and GMFRS second line assurance activities.

### **Annual Review of the System of Internal Audit 2019/20**

6.4 An assessment of the effectiveness of the Internal Audit Function has been undertaken by the Head of Audit and Assurance and considered and endorsed by the Audit Committee. That assessment concluded that whilst the extent of Internal Audit work has been limited in 2019/20 due to the

establishment of the team, the work that was performed was in conformance with PSIAS.

A Quality Assurance and Improvement Programme has been implemented within the Internal Audit Team for 2020/21, which will assist in the monitoring and evaluation of the effectiveness of the team moving forwards.

The GMCA Audit Committee reviewed the assessment at its meeting on 30 June 2020 and endorsed the actions proposed to ensure ongoing effectiveness and quality of the GMCA Internal Audit service.

### **GMCA Standards Committee**

6.5 The GMCA has a Standards Committee to deal with matters of conduct and ethical standards regarding members of the Greater Manchester Combined Authority and its committees should they arise. It also provides a reviewing function for key policies in relation to the behaviour and actions of elected members whilst serving in their Greater Manchester capacities. The Committee has considered the Committee on Standards in Public Life – Annual Report, reviewed the GMCA Members Code of Conduct at their meetings this year, and have made a number of recommendations with regard to ensuring that Members adhere to their responsibilities in line with the Code of Conduct.

## **PROGRESS IN ADDRESSING THE CHALLENGES IDENTIFIED IN THE 2018/19 ANNUAL GOVERNANCE STATEMENT**

<b>Action Identified in 2018/19</b>	<b>Progress Made</b>
Progress the embedding of a Service Improvement Plan for the GMFRS – addressing the areas of concern raised by Her Majesty’s Inspectorate	GMFRS was inspected by HMICFRS in Tranche 2 of its 2018/19 inspection programme, with the final inspection report

of Constabulary and Fire and Rescue Services (HMICFRS).

received in June 2019. Following the publication of the inspection report GMFRS developed both an external and internal action plan. The plans were developed in conjunction with directorates to ensure all key activities and timescales were captured along with any gaps identified to monitor progress and support the implementation of further improvements.

GMFRS' second inspection was planned to take place in September 2020, but in March, HMICFRS confirmed suspension of their planned inspection regime, resulting in the postponement until late 2021. Since the inspection, significant work has been undertaken by the Service, primarily in conjunction with the Programme for Change activities, and addressing the findings set out in the HMICFRS Inspection Report.

Prior to the pandemic, we were in the process of finalising all the activities and progress to-date ahead of the second inspection, but these activities were placed on hold as the Service reprioritised

workloads and responded to the pandemic. As part of our recovery activities and the reintroduction of governance arrangements, we have commenced our strategic planning process with all directorates developing their functional action plans, each of which is focused on five key areas: Service Recovery, Workforce Recovery, Future Change including Programme for Change (PfC), HMICFRS and Other Priorities / Considerations. This process required each directorate to review their HMICFRS activities to ensure they were updated with progress to-date and delivery timescales, highlighting where appropriate, the impact of the pandemic against expected progress.

The progress against the areas identified for improvement is ongoing and whilst not concluded in its entirety, have already delivered significant improvements.

In June 2020 the Greater Manchester Combined Authority (Fire and Rescue Functions) (Amendment) Order 2020 came into force permitting the delegation of

	<p>fire and rescue functions to the Deputy Mayor for Policing and Crime. The Deputy Mayor will be monitoring completion of actions against the HMICFRS Improvement Plan and a dashboard will be produced showing the status of actions.</p>
<p>Consider how GMFRS back office functions could be improved and better integrated to ensure that as the function was migrated – the most effective use of budgets and resources could be achieved.</p>	<p>The GMFRS Programme for Change has undertaken a whole service review and developed a proposed operating model for GMFRS together with a range of options to deliver savings for GMFRS, alongside investment required to deliver transformational change. As part of this back office functions have been reviewed and opportunities for use of technology to streamline processes and support service delivery with changes implemented as follows:</p> <p>Workstream: Business Admin/Support Services</p> <ul style="list-style-type: none"> <li>✓ Level 2 Administration structure implemented</li> <li>✓ Savings targets met in full for Admin, as per the OBC</li> </ul> <p>Workstream: Digital Delivery</p>

	<ul style="list-style-type: none"> <li>✓ Introduction of a 'sprint' approach to business analysis in key areas of change e.g. Prevention Safe &amp; Well assessment process and solutions</li> <li>✓ Upgrades and improvements to core business systems to support the achievement of PfC related business efficiencies</li> </ul> <p>Given the continued financial pressures, ongoing work will take place in all back office areas to support most effective use of the budgets and resources in these areas.</p>
<p>To remain focussed on ensuring transparency by continuing to put in place measures that ensure meetings, papers and meeting all requirements of the Local Government Transparency Code.</p>	<p>The GMCA has introduced Modern.Gov agenda management system, which links to the public website and makes access to papers easier. All the GMCA public meetings are also livestreamed. During the pandemic, new regulations provide for the GMCA and bodies to hold virtual meetings, which are also shared via livestream in order to maintain transparency. The Covid-19 regulations apply to meetings held before 7th May 2021 and a review</p>

	by Government will required prior to their expiry next May.
To undertake a review of governance – ensuring that decision-making processes were effective, unnecessary duplication removed and that best governance arrangements be strengthened.	A review of governance took place during 2018 & 2019. This included changes to the Transport Committee terms of reference and arrangements, which are now in place. The remainder of the review focused on non-statutory bodies particularly those overseeing portfolios in order to streamline arrangements and avoid duplication. Portfolio arrangements are reviewed annually to ensure they are fit for purpose as GMs priorities change. The GMCA & Mayor have also established new panels in relation to Equalities and the Youth Combined Authority.
Increase the level of integration between GMCA and TfGM following the adoption of a joint Chief Executive	The GMCA has reviewed the terms of reference of Transport governance and formed a new GM Transport Committee, which is a joint committee of the districts, the Mayor & GMCA. This replaces the former Transport for GM Committee, which was a joint Committee of the districts and the GMCA. Joint approaches between TfGM and CA have been developed in relation to the integration of



	<p>resources e.g. Communications, Strategy, Finance, Legal. This work continues to develop.</p> <p>There are a number of key roles now shared between GMCA and TfGM. These include:</p> <ul style="list-style-type: none"> <li>• Chief Executive</li> <li>• Director of HROD</li> <li>• Head of Audit and Assurance</li> <li>• Data Protection Officer</li> </ul> <p>These roles help improve collaboration, efficiency and sharing of good practice across both organisations.</p>
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#### AREAS FOR FOCUS IN 2020/21

<b>Good Governance Principle</b>	<b>Action</b>	<b>Lead(s)/GMCA Officer Lead</b>
A. Behaving with Integrity, Demonstrating Strong Commitment to Ethical Values, and Respecting the Rule of Law	That the revised Whistleblowing Policy and Procedure be agreed and finalised; and that awareness of the policy and how to access it be embedded throughout the organisation.	Treasurer

A. Behaving with Integrity, Demonstrating Strong Commitment to Ethical Values, and Respecting the Rule of Law	The revised Complaints Procedure to be developed, produced and published; and that awareness of the procedure and how to access it be embedded throughout the organisation.	Assistant Director of Governance & Scrutiny  <i>Monitoring Officer</i>
B. Ensuring Openness and Comprehensive Stakeholder Engagement	Following the introduction of the Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020 – ensure that transparency of decision-making is maintained, and that online tools for meetings are made as accessible to all as possible.	Assistant Director of Governance & Scrutiny  <i>Monitoring Officer</i>
E. Developing the Entity's Capacity, Including the Capability of its Leadership and the Individuals Within It	That the organisational challenges raised in terms of new working environments/ways of working continue to be subject to ongoing review throughout the pandemic period.	Strategic Director of HR and OD
E. Developing the Entity's	GMFRS to ensure that the progress against the areas	

Capacity, Including the Capability of its Leadership and the Individuals Within It	identified for improvement is completed as part of the Service Improvement Programme ahead of HMICFRS re-inspection in late 2021.	Chief Fire Officer / Strategic Director of HR and OD
E. Developing the Entity's Capacity, Including the Capability of its Leadership and the Individuals Within It	That the ongoing integration of resources between TfGM and the CA continues to develop – including the development and introduction of relevant GM Transport Sub-Committees.	Deputy Monitoring Officer  <i>Monitoring Officer</i>
E. Developing the Entity's Capacity, Including the Capability of its Leadership and the Individuals Within It	That Member status be achieved on the GM Good Employment Charter through excellent employment practices.	Strategic Director of HR and OD
E. Developing the Entity's Capacity, Including the Capability of its Leadership and the Individuals Within It	Following the launching of a health and wellbeing area on the CA intranet. Ensure that knowledge of the area is embedded throughout the organisation.	Strategic Director of HR and OD

F. Managing Risks and Performance Through Robust Internal Control and Strong Public Financial Management	Establishment of a GMCA-wide risk management framework to embed consistent risk management policy and practice throughout the organisation, at an operational and strategic risk level. The Head of Audit and Assurance will take responsibility for development and implementation of the framework.	Head of Audit and Assurance <i>Treasurer</i>
G. Implementing Good Practices in Transparency, Reporting, and Audit, To Deliver Effective Accountability	Continued monitoring of the implementation of external audit actions through the new audit action tracking process being implemented by Internal Audit in 2020/21.	Head of Audit and Assurance <i>Treasurer</i>

## SUMMARY

9.1 The GMCA has demonstrated an ongoing commitment to best practice and good corporate governance within the principles of the framework, demonstrated by a pro-active adoption of this framework and delivery of improvements suggested in the Annual Governance Statement 2018/19.

9.2 As the organisation moves forward there will be a continued focus on ensuring the effective delivery of the GMS priorities through strong governance arrangements, which are designed to support this delivery.

9.3 The COVID-19 pandemic has had a significant and, in some instances, devastating impact on Greater Manchester. Not only has the crisis shone a harsh light on latent inequalities within our communities, but also caused significant damage to the city region’s economy. Greater Manchester’s Living with COVID Resilience Plan frames the conurbation’s response to the pandemic and sets out how the city region will begin the process of recovery, address the impacts of the disease and build resilience for now and in the future. In concert with the GMS, this plan will define the organisation’s direction for the next year.

Signed by.....

Signed by.....

Andy Burnham, Mayor of Greater Manchester and Eamonn Boylan, Chief Executive on behalf of Members and Senior Officers of Greater Manchester Combined Authority.

Date.....

**Glossary of terms**

GMCA	Greater Manchester Combined Authority
GMS	Greater Manchester Strategy
GMP	Greater Manchester Police
LEP	Local Enterprise Partnership
GMFRA	GM Fire and Rescue Authority
GMFRS	GM Fire and Rescue Service
GMWDA	Greater Manchester Waste Disposal Authority
AGMA	Association of Greater Manchester Authorities

PfC	GMFRS Programme for Change
SIP	GMCA Service Review and Integration Programme
SMT	The Senior Management Team
ELT	Extended Leadership Team

## **Appendix – CIPFA SOLACE – Good Governance Principles**

### **A. BEHAVING WITH INTEGRITY, DEMONSTRATING STRONG COMMITMENT TO ETHICAL VALUES, AND RESPECTING THE RULE OF LAW**

The GMCA reviewed and updated its Constitution during 2018/19, and published the final version in June 2019, to ensure it remains relevant and appropriate. The Constitution incorporates an Operating Agreement between the GMCA and the ten Constituent Councils, which governs the exercise of concurrent functions.

The GMCA Standards Committee meets twice annually and deals with matters of conduct and ethical standards of GMCA Members.

A Code of Conduct for Officers and for Members form part of the GMCA Constitution. The Code of Conduct for Members is reviewed annually by the Standards Committee, most recently in September 2019. The GMCA Standards Committee has the ability to undertake a review should any member of the GMCA or its committees fail to adhere to the Code. Each member receives an annual reminder of their duties under the Code.

A Whistleblowing Policy and Procedure is in place, last reviewed and updated in March 2018, a revised draft was presented to Standards Committee in line with the review period in March 2020. Information on how to report concerns are easily located on both the external facing website and the staff intranet. An Anti-Fraud and Corruption Policy forms part of the Constitution.

The Complaints Procedure was previously updated in 2018/19 and is currently in the process of a task and finish review to ensure that it remains fit for purpose going forward. Information on how to submit complaints, the process, and relevant FAQs are provided on the external website.

Declarations of Interest is a standard agenda item on all GMCA meetings, minutes of which are published on the external website, and members are asked to complete a register of their personal and pecuniary interests on an annual basis.

These are uploaded to each councillor's individual portfolio via the GMCA's governance portal and are also viewable on the website.

A Greater Manchester [Independent Ethics Committee](#) is now fully established in order to help build trust and public confidence in policing. The Committee advises the Deputy Mayor for Policing and Crime, and Greater Manchester Police on the complex dilemmas that policing faces in the modern world. The committee has been given a wide remit, with GMP pledging to give access to the service's systems and people. When established, it was the first of its type in the country. The committee decides which issues it wants to consider, as well as having issues referred in by both GMP and the Deputy Mayor. Members of the public can raise issues with the committee - but it does not consider individual complaints about police. The committee considers both broad thematic issues - such as discrimination, safe drug use, and surveillance - and practical day-to-day issues, such as the use of body-worn cameras by police officers.

'Role of the Monitoring Officer' is a statutory role under section 5 of the Local Government and Housing Act 1989. The Monitoring Officer is to report on matters they believe are, or are likely to be, illegal or amount to maladministration; to be responsible for matters relating to the conduct of members; and to be responsible for the operation of the Constitution.

Areas for Focus in 2020/21:

- That the revised Whistleblowing Policy and Procedure be agreed and finalised; and that awareness of the policy and how to access it be embedded throughout the organisation.
- The revised Complaints Procedure to be developed, produced and published; and that awareness of the procedure and how to access it be embedded throughout the organisation.



## B. ENSURING OPENNESS AND COMPREHENSIVE STAKEHOLDER ENGAGEMENT

Meetings of the GMCA and its committees are live-streamed and retained for later viewing by all members of the public via the GMCA's YouTube channel. GMCA Committee agendas, reports, and minutes are published on the GMCA website. Inspection Copies of papers for each meeting are kept in reception at the GMCA's offices at Churchgate House.

The GMCA website includes publication of all Key Decisions, Officer and Mayoral Decisions, and Forthcoming Decisions. Reports for GMCA Committees are released into the public domain unless specifically excluded for items that are private and confidential; such reports must be marked Part B, and justification for keeping a decision confidential must be provided.

The GMCA is committed to ensuring that public meetings are DDA compliant, and all venues have now been confirmed as compliant – this includes the use of hearing loops and the ability to produce agenda papers in alternative formats if requested.

The GMCA runs a Consultation Hub website to ensure that local residents are able to actively engage with decisions and projects. Recent consultations included topics such as Police funding, the GM Hate Crime Plan, a GM Health and Justice Strategy, and a High Rise Residents survey, among others.

The GMCA is founded on a long-term relationship between local authorities through the previous arrangements under the Association of Greater Manchester Authorities. The GM Health and Social Care Partnership Board brings together over 70 health service providers and through its unique relationship has secured devolution of health and social care budgets. In addition, the GMCA maintains formal and informal partnerships through committees such as the Transport Committee; Planning and Housing Commission; Police, Fire and Crime Panel; GM

Culture and Social Impact Fund Committee; GM Green City Region Partnership; and the GM Local Enterprise Board.

The GM VCSE Accord ensures that there is a shared commitment and close partnership working with Greater Manchester's 16,000 VCSE organisations.

Community engagement events regularly take place (including the GM Youth Combined Authority; the Mayor's Disabled Peoples Panel; LGBTQ+ Panel; and the Faith, Race & Women's Panel). Regular feedback mechanisms are offered through the proactive use of social media platforms and the supporting of surveys such as the 'GM Big Disability Survey' – which provided important insight into the issues faced by disabled people across GM during the Covid-19 pandemic.

Areas for Focus in 2020/21:

- Following the introduction of the Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020 – ensure that transparency of decision-making is maintained, and that online tools for meetings are made as accessible to all as possible.

### C. DEFINING OUTCOMES IN TERMS OF SUSTAINABLE ECONOMIC, SOCIAL AND ENVIRONMENTAL BENEFITS

The coronavirus pandemic has highlighted more than ever the importance of securing Greater Manchester's long-term ambition to create a green and prosperous city-region. The Clean Air Plan, Spatial Framework and Minimum Licensing Standards plans form part of this vision, looking to offer a better quality of life for everyone living and working in the city-region.

The GM Strategy and Implementation Plan have been agreed as the overarching Strategy for all GM work. Performance against the Strategy's priorities and performance is reported to three Overview and Scrutiny Committees on a 6 monthly basis. The GM Strategy and info graphics used in the GM performance report describe the anticipated impacts of the delivery of the GM Strategy.

The GMCA Business Plan further defines GMCA's vision, objectives and outcomes in relation to economic, social and environmental developments within GM. The GMCA Business Plan and subsequent publications have been developed with stakeholders to ensure the organisational priorities and objectives are in line with shared ambitions.

In response to the COVID-19 pandemic, the GM Living with COVID Resilience Plan frames the actions Greater Manchester will take to support the city region's recovery. This plan supplements and does not replace the existing GMS, it provides an overview of the actions to be taken over the next year before that document is refreshed in 2021. As part of the plan, Leaders will be asked to agree that all GMCA report recommendations for agreement should identify the impact of the proposal on inequalities, environmental and financial issues in relation to the topic, along with a commitment to collect, analyse and report on data, including community intelligence, to understand that impact.

Despite its significant detrimental impact, the pandemic has highlighted the importance of securing Greater Manchester's long-term ambition to create a green and prosperous city region. Brought together, the developing Greater Manchester

Spatial Framework, Clean Air Plan and Minimum Licensing Standards provide a holistic view of the city region's economic, social and environmental ambitions, looking to offer a better quality of life for everyone living and working in the city-region. Greater Manchester's Five Year Environment Plan sets out a further suite of actions that will support the conurbation's goal of carbon neutrality by 2038.

Capital programmes for both transport and economic development schemes are assessed using a fully rounded appraisal mechanism which includes deliverability alongside social, economic and environmental considerations.

The GMCA Social Value Policy is actively applied in commissioning and procurement activities. This Policy has been updated to reflect the revised objectives in the Greater Manchester Strategy Our People, Our Place and will support commissioners to set out their procurement and contract management requirements to maximise relevant social value, and providers to develop and submit proposals.

#### D. DETERMINING THE INTERVENTIONS NECESSARY TO OPTIMISE THE ACHIEVEMENT OF THE INTENDED OUTCOMES

The strategic, crosscutting nature of much of the GMCA's work means that delivery is often achieved through collaboration with GM partners including GMP, TfGM, the GM Health & Social Care Partnership and GM Councils.

A strong evidence base is developed to underpin all decisions of the GMCA, including a robust evaluation of service delivery. One example of this is the devolved Working Well: Work and Health Programme, which helped approximately one in five of its clients into a job and the principles of which are now being used in nationally commissioned programmes.

Internal and external stakeholders are engaged through consultation on key strategies and plans – for instance the GM Strategy, Culture Strategy, and the GM Spatial Framework – to help determine how services and other courses of action are planned and delivered. The Our Pass concessionary scheme for young people which successfully launched in September 2019 was developed with the GM Youth Combined Authority, whilst the GM Good Employment Charter which launched in January 2020 was co-designed with employers, trade unions, professional bodies and academics.

To ensure robust planning that covers strategy, plans, priorities and targets, the GMCA operates a Budget Timetable including peer scrutiny from Leaders and Treasurers on each of the GMCA budgets.

The GMCA seeks to achieve 'social value' through service planning and commissioning. A Procurement Strategy is part of the GMCA Constitution, and this is supported by a GMCA Social Value in Procurement Policy. The GM Procurement Hub offers a centralised procurement service that can support joint commissioning across GM organisations. A recent example of this could be seen in the securing of a world-class digital infrastructure, in which GMCA have appointed Virgin Media Business to deliver up to 2,700km of new fibre-optic

broadband infrastructure across the region, allowing businesses and residents across the region to benefit from next generation connectivity – supporting economic growth and jobs.

An updated social value policy has been developed, with closer links to the Greater Manchester Strategy. The new policy will ensure social value plays a key role in the city region's public procurement and wider priorities, sitting at the heart of work to tackle inequalities and build a better, fairer and greener economy in Greater Manchester. The updated framework will guide delivery of social value within public sector contracts across the GMCA, individual local authorities and NHS organisations. It will support commissioners to set out their procurement and contract management requirements to maximise relevant social value, and providers to develop and submit proposals.

## E. DEVELOPING THE ENTITY'S CAPACITY, INCLUDING THE CAPABILITY OF ITS LEADERSHIP AND THE INDIVIDUALS WITHIN IT

Each Member has a clear role profile in relation to their portfolio. The assigned portfolios are published through the GMCA website, so members of the public are aware of which member of the GMCA has strategic responsibility for which area. Leaders meet regularly with senior officers in relation to their portfolio.

Member Induction Sessions are held at the beginning of each year, and Member capabilities and skills are supported through the Member development programmes. Informal briefings are provided to Members in advance of all Audit Committee and Overview and Scrutiny Committees.

The Chief Executive Officer's role has been widened to include oversight of Transport for Greater Manchester. Part 3 of the GMCA Constitution sets out a Scheme of Functions Delegated to Chief Officers and those exercisable only by the GMCA to ensure clarity over the types of decisions that are delegated and those that are reserved for collective decision making of the Board.

Strategic management oversight and direction is provided through the Chief Executives Management Team, which is also the Incident management Group for emergencies, the Senior Leadership Team. The wider Leadership Team, Senior Leadership Team and Extended Leadership Teams meet regularly to discuss and share knowledge.

An increased focus on leading the delivery of system change through the Greater Manchester Strategy with improved co-ordination the GMCA and with Place has required:

- A wider range of Directors coming together to pull the 'professional specialisms' from across the CA together to lead/drive the organisation as a whole to meet agreed priorities. No one team can deliver system change
- A generic 'Director' role with a specialist portfolio – to show role is about working cross the organisation with 'blocks of activity' grouped under

Directors. By definition these 'Directorates' will rely on each other to deliver 'whole system change'.

- Corporate/Enabling Services are integral part of driving forward overall outcomes of the CA and the work of individual Directorates

These renewed directorates have been based on what the CA is trying to achieve:

- We want everyone to be Life Ready with the skills needed throughout live to succeed (Edn/Skills block)
- We want people to have good jobs in a prosperous economy (Economy block)
- We want people to live in vibrant and safe places (Place Making and Police/Fire/Criminal Justice blocks)
- We want GM to be a Low Carbon city region at the forefront of the 4<sup>th</sup> Industrial Revolution (Green and Digital blocks)
- We want joined-up public services that support individuals' holistically, focussing on prevention and the promotion of the best life chances (Public Service Reform block)

A comprehensive GMCA business plan is in place and can be found on the GMCA's [website](#)<sup>2</sup>. This includes a set of performance targets. All the actions are drawn from the GMS and monitoring performance against the GMS is delivered through the Implementation Plan whose performance dashboard is reported through the Scrutiny Committees, and to the GMCA, on a six-monthly basis.

The GMCA has developed a GM Good Employment Charter and has achieved Supporter status.

Work is now taking place to enhance this and achieve Member status through our excellent employment practices.

The integrated staff Personal Development Plans first developed through 2017/18 as part of enhanced HR and organisational development service for overall GMCA continue to take place. Further recent initiatives include:

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<sup>2</sup> [https://www.greatermanchester-ca.gov.uk/media/2242/gmca\\_business\\_plan\\_2019\\_full\\_public.pdf](https://www.greatermanchester-ca.gov.uk/media/2242/gmca_business_plan_2019_full_public.pdf)



- The launching of a health and wellbeing area on the intranet that includes a comprehensive suite of online support, virtual learning and opportunities to have face to face support
- An expanded portfolio of e-learning modules for staff and manager including equality and diversity awareness
- The launch of Mi Learning with a suite of new and improved managerial support tools to help people managers improve their knowledge and skills
- Leadership Development Programme procured and being rolled out across GMFRS
- Specialist recruitment strategies - Firefighter and Senior Recruitment - utilising Digital Technology

A staff engagement survey was completed in September 2019, with more than 850 people (43% of total staff) taking part. The results had highlighted three areas of focus for taking forward: reinforcing clarity; encouraging greater engagement from managers; and increasing focus on staff wellbeing. To aid in taking these actions forward, a full review was undertaken of internal engagement and information sharing and regular 'pulse checks' were arranged to see how people were feeling – the pulse checks becoming particularly important during covid-19 and the move to homeworking across the organisation.

Areas for Focus in 2020/21:

- That the organisational challenges raised in terms of new working environments/ways of working continue to be subject to ongoing review throughout the pandemic period
- GMFRS to ensure that the progress against the areas identified for improvement is completed as part of the Service Improvement Programme ahead of HMICFRS re-inspection in late 2021.
- That the ongoing integration of resources between TfGM and the CA continues to develop – including the development and introduction of relevant GM Transport Sub-Committees.

- That Member status be achieved on the GM Good Employment Charter through excellent employment practices.
- Following the launching of a health and wellbeing area on the CA intranet. Ensure that knowledge of the area is embedded throughout the organisation.

## F. MANAGING RISKS AND PERFORMANCE THROUGH ROBUST INTERNAL CONTROL AND STRONG PUBLIC FINANCIAL MANAGEMENT

The GMCA Corporate Risk Register (CRR) was reviewed and updated on a quarterly basis throughout during 2019-20. The CRR identifies risk ownership for specific risks, and is owned by the Governance and Risk Group. The GMCA Audit Committee receives quarterly updates on the CRR. Given the Covid-19 pandemic, a Covid-19 risk register was developed in April 2020 which will continue to be monitored in 2020/21.

The Audit Committee is responsible for overseeing the effective operation of the systems of governance, risk and Internal control arrangements. New Internal Audit arrangements were implemented in 2019/20 with the appointment of a new in-house Head of Audit and Assurance and the establishment of an in-house GMCA Internal Audit team. The Internal Audit Plan is approved by Audit Committee, and Internal Audit provide quarterly progress reports to Audit Committee. The Head of Audit and Assurance produces an Annual Assurance opinion.

There is an established Scrutiny process comprised of three themed committees (Corporate Issues & Reform; Economy, Business Growth & Skills; and Housing, Planning & Environment) with each being subject to the scrutiny / call-in process whereby any Member of Constituent Councils can refer items for possible scrutiny. Areas for each scrutiny committee to are also proposed by the Chair and other members of the committees who are the owners of each committee's work programme.

GMCA's Revenue and Capital Budget and Monitoring Reports; Mayoral General Revenue and Capital Budget and Monitoring Reports; Mayoral Police and Crime Revenue and Capital Budget and Monitoring Reports; Treasury Management Strategy and Treasury Management Outturn Reports are all subject to appropriate reviewing, scrutiny and challenge where appropriate through the Corporate Issues & Reform Scrutiny Committee and via the Audit Committee.

Areas for Focus in 2020/21:

- Establishment of a GMCA-wide risk management framework to embed consistent risk management policy and practice throughout the organisation, at an operational and strategic risk level. The Head of Audit and Assurance will take responsibility for development and implementation of the framework.

## G. IMPLEMENTING GOOD PRACTICES IN TRANSPARENCY, REPORTING, AND AUDIT, TO DELIVER EFFECTIVE ACCOUNTABILITY

Transparency of decision-making is achieved through live streaming of key meetings, a centralised FOI process, and through the GMCA Communications Strategy.

In terms of reporting: the annual accounts with narrative introduction; GMCA Annual Performance Report; Police and Crime Annual Report; Head of IA Annual Assurance Opinion; Annual Governance Statement; and Statement of Accounts are considered by the GMCA Audit Committee and the GMCA and contained within publically viewable agendas.

New External Auditors (Mazars) were appointed from 1 April 2018, and they have produced an external audit findings report. The Audit Committee has oversight on the final accounts process. Actions taken to implement External Audit Recommendations will be reported as part of a combined audit recommendations tracker for 2020/21 as part of a revised audit action tracking process.

The Annual Internal Audit Opinion sets out compliance with the Public Sector Internal Audit Standards (PSIAS) and for 2019/20 confirmed that work had been undertaken in line with PSIAS. As the Internal Audit service was brought in-house in 2019/20, it was agreed with Audit Committee that the service would be subject to an external quality assessment within the next three years.

### Areas for Focus in 2020/21:

- Continued monitoring of the implementation of external audit actions through the new audit action tracking process being implemented by Internal Audit in 2020/21.