

Date: 29<sup>th</sup> March 2019

Subject: The Greater Manchester Model - White Paper on Unified Public Services for the People of Greater Manchester

Report of: Andy Burnham, Mayor of Greater Manchester and Portfolio Lead Leader for Reform

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**PURPOSE OF REPORT:**

This report provides an overview of the White Paper on Unified Public Services for the People of Greater Manchester. This White Paper represents a significant step forward in our reform ambitions in Greater Manchester, setting out a 21<sup>st</sup> century vision for public services and putting forward GM as an international leader in this field. As well as aiming to improve outcomes for people across Greater Manchester the White Paper will also seek to influence the future direction of central government policy and spending.

**RECOMMENDATIONS:**

Members are asked:

- That GMCA endorse the intent of the White Paper and actively supports the consultation phase set out with all relevant stakeholders.
- That at a local level members endorse the intent of the White Paper and support the direction of travel set out within it with all their relevant partners.
- To note that implementing the GM Model as described in the White Paper does not require, and is not intended for, any transfer of statutory responsibilities from public bodies up to the Greater Manchester Combined Authority.
- To note that publication of the White Paper is aligned with the GM Industrial Strategy and the GM Health & Social Care Prospectus, with a view to informing the 2019 spending review.

**CONTACT OFFICERS:**

Jane Forrest, Assistant Director, Public Service Reform, GMCA  
[jane.forrest@greatermanchester-ca.gov.uk](mailto:jane.forrest@greatermanchester-ca.gov.uk)

**BACKGROUND PAPERS:**

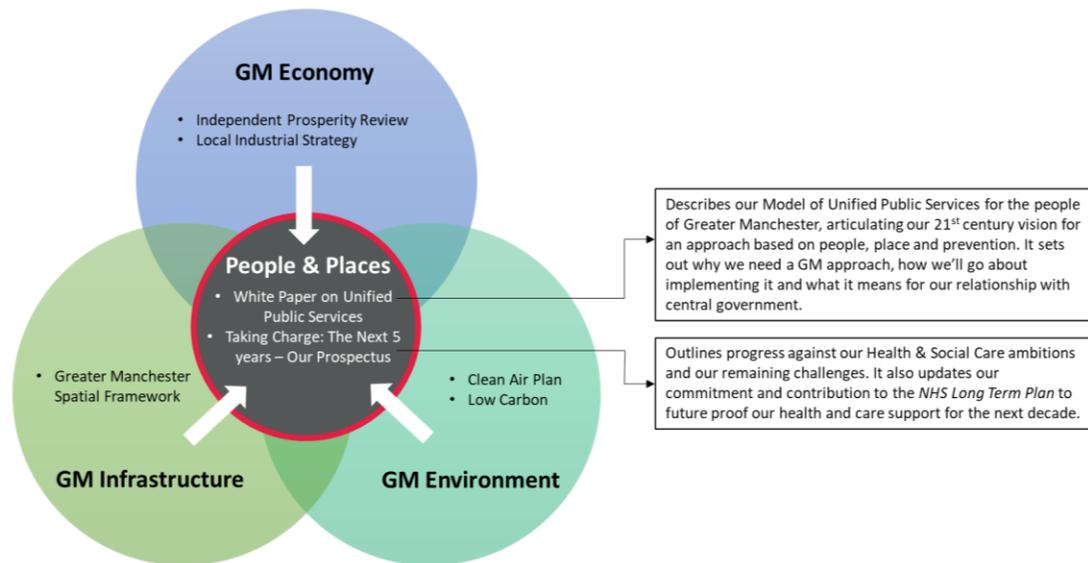
**Annex 1:** The Greater Manchester Model: Our White Paper on Unified Public Services for the People of Greater Manchester

<b>TRACKING/PROCESS</b>		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
<b>EXEMPTION FROM CALL IN</b>		
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?		No
TfGMC	Overview & Scrutiny Committee	
N/A	N/A	

## **1.0 BACKGROUND**

- 1.1. The Greater Manchester Model (GM Model) of unified public services represents the culmination of our learning from public service reform work over recent years, articulating our vision for 21st century public services built around the unique and diverse needs of GM's people and places as opposed to the traditional delivery model tied to thematic Whitehall silos. The detail of the GM Model is based on learning from work in neighbourhoods in each of the ten localities within Greater Manchester, reform work in thematic areas (e.g. Troubled Families Programme, Working Well etc.) and a series of self-assessment processes conducted by the 10 localities of GM themselves.
- 1.2. The GM Model was launched on 29th November 2018 at the 'Further, Faster' event attended by over 400 colleagues from across the full range of sectors in GM as well as a number of regional and national stakeholders. At the event it was announced by the Mayor that a formal White Paper would be produced setting out the GM Model and describing the move from principles to a new operational model.
- 1.3. The purpose of the White Paper is two-fold. Firstly, it is to serve as the reference point for all partners for the delivery of all relevant future public services in GM. Secondly, the White Paper will serve as a leverage point to engage with central government, and through the upcoming Spending Review to pursue a number of joint solutions under specific policy areas, in the short, medium and long term.
- 1.4. Greater Manchester signed its first devolution deal with central government in November 2014, setting out a staged approach to the evolution of Greater Manchester governance arrangements, towards our ultimate ambition of influence, if not control, over all public spending in GM. This agreement was shortly followed in 2015 by the bringing together of the £6 billion Health & Social Care Funding and the establishment of the Health & Social Care Transformation Fund. These agreements have given local public services control over decisions previously taken at national level. The GM Model represents the next step in this staged approach, it is the basis upon which future agreements with central government will be made around the devolution of powers, responsibilities or budgets.
- 1.5. The GM Model set out in the White Paper will be a key vehicle for delivering a number of the overarching priorities in the Greater Manchester Strategy and is the basis of how we push devolution further forward in the city region. It will sit alongside, and connect with, other key programmes of work such as 'Taking Charge: The Next 5 Years' (GM H&SC Prospectus), the GM Industrial Strategy and recommendations from the GM Independent Prosperity Review (IPR).
- 1.6. It should be noted that when we refer to 'GM' in the White Paper we are not referring to a GM-level function or single organisation we are referring to the powerful collective that is made up of the ten localities of Greater Manchester that come together as a strong, collaborative alliance.

Fig.1. The White Paper in Context



- 1.7. The attached document at Annex 1 is a comprehensive draft of the White Paper that has been developed in partnership by GMCA and Health & Social Care Partnership, and through engagement with key stakeholders within localities and other public services - including GMP, Housing providers, Voluntary, Community and Social Enterprise sector.

## 2.0 CONTENT OF THE WHITE PAPER

- 2.1. The White Paper on the GM Model of Unified Public Services sets out a radical new approach to how public services will be delivered across Greater Manchester, for the people of Greater Manchester. Drawing on our learning from our reform journey over a number of years it is recognised that there is now a need for a unifying operating model for public services to ensure the best for the residents of Greater Manchester. A model that translates our strategies into practice for the people that are affected by them, that takes us beyond thematic programmes and that sets the stage for further powers to be devolved to Greater Manchester.
- 2.2. The model described in the White Paper will provide an effective response to the 'people-focussed' findings and recommendations of the IPR and the Industrial Strategy, in particular those relating to inclusive growth and linkages to our wider economic initiatives such as the spatial framework and transport development.
- 2.3. By implementing The GM Model we can exploit a unique opportunity. With an elected Mayor for Greater Manchester, Health Devolution and mature collaborative relationships across sectors we have the opportunity to integrate Health (physical, mental and social) with everything and everything with Health, in the broadest sense. This includes early years, education, policing and community safety, housing and employment. A particularly

important part of this will be the ability to tackle together the underlying determinants of poor health outcomes across the life course and demonstrate what it is to be a 'Marmot City Region.'

2.4. It is important to note that the intention of the White Paper is to put forward the *what* and the *why* of the GM Model (i.e. a description of what it looks like in practice and the case for change). Intentionally, the White Paper does not prescribe detail in the *how* of the implementation approach. A 'one size fits all' approach to implementation will not work, it will need to reflect local priorities and start from the current position in each locality. A recognition of local and sector-specific priorities is made throughout the White Paper. It is acknowledged that the journey of implementation will vary across GM but the destination should be the same.

2.5. The content of the White Paper is structured as shown in the table below:

Section	Description
Foreword	An introduction to the purpose and ambition set out in the White Paper.
Executive Summary	An overview of the White Paper providing a brief synopsis of the entire content.
Ch. 1 The GM Journey So Far	Detail of the GM journey of collaboration, reform and devolution to-date.
Ch. 2 The Need for a GM Model of Unified Public Services	An outline of the case for change providing reference to learning gathered from our bottom-up approach to understanding need and responding more effectively to demand. This section highlights the importance of early intervention and the need for a focus on people, prevention and place.
Ch. 3 Describing the GM Model	A detailed description of the GM Model, the six key features that need to be in place for it to be realised and the success criteria for each of these key features from a future state perspective.
Ch. 4 Implementation of the GM Model	An outline of the way in which we will support each other to make implementation happen. This includes the notion of 'placed improvement' which makes clear that individual localities are in the best position to determine how they realise these ambitions.
Ch. 5 Key Areas for Development with Central Government	An articulation of the joint solutions we need to develop collaboratively with central government to provide the most effective services for the people of Greater Manchester. This includes the broad mechanisms with central government and how the emergent work can take account of other specific policy areas over time.
Schedule 1	An outline of the current joint solutions that we would like to develop with central government relating to specific policy areas. This will be organic and we will develop the schedule over time to include other policy areas as we embark on implementation.

- 2.6. Engagement on the White Paper to-date has highlighted the need to emphasise that the approach to implementation put forward is intended to add value, be supportive, be focussed on learning and local implementation. It is not intended to be compliance monitoring or a rigid performance management framework. The White Paper proposes that implementation of the GM Model will be based on the following principles:
- a) Individual public service organisations in Greater Manchester are responsible for leading the delivery of improved outcomes for people in their area
  - b) Implementation of The GM Model of Unified Public Services does not require, and is not intended for, any transfer of statutory responsibilities from public bodies up to the Greater Manchester Combined Authority
  - c) Individual public service organisations in Greater Manchester should consider themselves accountable locally for the implementation of The GM Model of unified public services
  - d) There is collective responsibility for the implementation of The GM Model of unified public services across Greater Manchester as a whole, and
  - e) The role of the GMCA family is to provide tools and horizontal support to facilitate implementation of The GM Model of unified public services.
- 2.7. The White Paper sets out a commitment to delivery for all relevant GM public service partners and sets out a need for the implementation of the GM model to inform the design and construction of local corporate and budgets strategies in both the medium and long term across all public service organisations including health and care. It should be noted that implementation of the GM Model does not require, and nor is it intended for, any transfer of statutory responsibilities from public bodies up to the Greater Manchester Combined Authority.
- 2.8. Through the White Paper we will assert that by implementing the GM Model we will have a framework for more effective devolved delivery at locality level, paving the way for better outcomes for more people across the full spectrum of policy areas. As outlined in the table above, it proposes a sequenced approach to developing and setting out a series of proposed joint solutions with central government. These will be based on key policy areas which we will develop into a series of schedules over time, setting out more detail and options for greater freedom and autonomy.

### **3.0 NEXT STEPS**

- 3.1. Considerable engagement has already taken place through the development of the White Paper. The content has been developed with localities and is informed by learning from our collective transformation programmes.
- 3.2. In order to ensure full agreement with the propositions put forward in the White Paper it is proposed that a consultation phase takes place with all localities, key stakeholders and appropriate scrutiny groups up to 21<sup>st</sup> June 2019 with a view to final sign-off through the GMCA in July 2019. It is important to note that publication of the White Paper is aligned with the GM Industrial Strategy and the GM Health & Social Care Prospectus, with a view to informing the 2019 spending review.

### **4.0 RECOMMENDATIONS**

- 4.1. Members are asked:
  - That GMCA endorse the intent of the White Paper and actively supports the consultation phase set out with all relevant stakeholders.
  - That at a local level members endorse the intent of the White Paper and support the direction of travel set out within it with all their relevant partners.
  - To note that implementing GM Model as described in the White Paper does not require, and is not intended for, any transfer of statutory responsibilities from public bodies up to the Greater Manchester Combined Authority.
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