

GMCA GREATER
MANCHESTER
COMBINED
AUTHORITY

&



Single Pot Assurance Framework

February 2017

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1 BACKGROUND AND PURPOSE

- 1.1 This framework sets out the assurance arrangements for both the Greater Manchester Combined Authority (GMCA) and the Greater Manchester Local Enterprise Partnership (GM LEP) for funding paid as part of Greater Manchester's integrated 'Single Pot'. The GMCA is the accountable body for the GM LEP. This framework has been produced as a condition of GM's Devolution Deal and will be published on the GMCA and the GM LEP websites. The assurance processes outlined reflect existing governance systems used by the GMCA and the GM LEP and will be updated once the orders granting the GMCA its new devolved powers are enacted.
- 1.2 This document outlines the key practices and standards which are necessary to provide Government and local partners with assurance that decisions over funding are proper, transparent, and that they deliver value for money. In performing its role, the Combined Authority will also continue to ensure that it acts in a manner that is lawful, transparent, evidence based, consistent and proportionate. Investment decisions will be made with reference to statutory requirements, conditions of the funding, local transport objectives and the Strategic Economic Plan through formal Local Enterprise Partnership involvement.
- 1.3 This document does not replace the usual local authority checks and balances, such as those set out in the Local Government Fiscal Framework and DCLG Accountability System Statement for Local Government.
- 1.4 This assurance framework describes the governance and decision-making processes for the government funding streams listed in the table below for the financial year 2016-17.

2016/17-2020/21 GM Single Pot Allocations

Greater Manchester						
Single Pot (£ mil.)	2016/17	2017/18	2018/19	2019/20	2020/21	Total
Total	148.845	170.447	126.873	108.720	88.520	643.406*
Investment Fund	30	30	30	30	30*	150*
Local Growth Fund	75.468	97.070	53.496	35.343	15.143	276.521
Devolved Transport Grant**	43.377	43.377	43.377	43.377	43.377	216.885

* Subject to the 2019/20 gateway review for Earn Back

** This will be paid as part of the Business Rates 100% pilot for 17/18.revenue grant

- 1.5 The GMCA's Treasurer (designated Section 73 Officer) is aware that that funding decisions have to be made in accordance with this and the Local Government system (described above at 1.3) and has confirmed that it complies with national guidance. This assurance framework will be subject to monitoring and annual review to ensure that it continues to reflect organisational structures and activity. Where amendments result in significant divergence from approved significant divergence from local assurance frameworks (as the result of additional powers or funding, for example), these will be agreed with the Department for Communities and Local Government.

2 GREATER MANCHESTER COMBINED AUTHORITY (GMCA)

- 2.1 The ten Greater Manchester district councils have a long and unrivalled history of collaboration, characterised by consistent leadership and hard work over many years. Following the abolition of the Greater Manchester Council in 1986, the district councils established the Association of Greater Manchester Authorities, a non-statutory body, with the aim of securing collaboration and joint working on pan-GM issues. In April 2011, the Greater Manchester Combined Authority was established to provide strong and effective governance, with responsibilities and powers covering the transport-related functions previously administered by the Greater Manchester Integrated Transport Authority and a remit in relation to economic development and regeneration.
- 2.2 There has been a challenging transition from a 'voluntary' federation of 10 local authorities to a formal integrated governance arrangement through the Combined Authority: GMCA arrangements have developed from the 'bottom up' to meet these challenges, continually evolving over time to meet the needs of the GM agenda as they have developed. As well as ensuring that our governance arrangements remain robust and fit for purpose, this bottom up evolution has also helped to maintain ownership and commitment from all constituent members. This approach has enabled us to work out what functions are best delivered at GM level and what functions are best delivered by individual local authorities.
- 2.3 The GMCA is run jointly by the leaders of the ten councils and the interim Mayor of Greater Manchester. From May 2017 GM will have a fully elected mayor with more powers and responsibilities the draft orders detailing the specifics of these powers are currently making their way through the Parliamentary process.

2.4 GMCA MEMBERSHIP 2016-17

Tony Lloyd (Chair) - GM Interim Mayor

Councillor Cliff Morris - Bolton

City Mayor Paul Dennett - Salford

Councillor Rishi Shori -Bury

Councillor Alex Ganotis - Stockport

Councillor Richard Leese - Manchester

Councillor Kieran Quinn - Tameside

Councillor Jean Stretton - Oldham

Councillor Sean Anstee - Trafford

Councillor Richard Farnell - Rochdale

Councillor Peter Smith - Wigan

Each district also nominates a substitute member who can vote in GMCA meetings.

2.5 GMCA POWERS

The GMCA is responsible for a range of transport, economic development and regeneration functions across the conurbation. The powers of the GMCA are set out in statutory instruments [2011 \(908\)](#) and [2015 \(960\)](#) and in its [Constitution](#) (see part 2, pp12-21).

Financial powers

For the purposes of this assurance framework in the year 2016-17 the GMCA's key powers relating to financial matters are (see p18 and pp 22-26 of its Constitution):

- a. The power to approve the budget of the GMCA
- b. The power to borrow money for a purpose relevant to its transport functions only

- c. The power to promote the economic, social and environmental well-being of its areas (under Section 99 of the Local Transport Act)
- d. The power under section 113A of the Local Democracy, Economic Development and Construction Act (2009) to do anything it considers appropriate for the purpose of carrying out its functions
- e. The power to approve the GMCA's capital programme
- f. The power to approve TfGM's capital programme and new schemes funded by the GM Transport Fund
- g. The power to approve releases for capital schemes within the GMCA's and TfGM's agreed capital programme and agreed budget
- h. The power to approve the treasury management strategy and the investment strategy of the GMCA

Strategic Powers

For the purposes of this assurance framework in the year 2016-17 the key strategic powers granted to the GMCA are set out in schedule 3 of the 2011 Statutory Instrument:

- a. The duty under section 8(1) Housing Act 1985(1) (duty of local housing authorities to consider housing conditions in their district and the needs of the district with respect to the provision of further housing accommodation).
- b. The power under section 2 of the Local Government Act 2000(4) (promotion of well-being).
- c. The duty under section 4(1) of the Local Government Act 2000 (duty to prepare a strategy for promoting or improving the economic, social and environmental well-being of their area and contributing to the achievement of sustainable development in the United Kingdom) and the power under section 4(2) of the Local Government Act 2000 (power to modify their sustainable communities strategy).
- d. The duty under section 69 of the 2009 Act (duty to prepare an assessment of economic conditions).

2.6 FURTHER DEVOLVED POWERS

Further powers will be devolved to the GMCA and GM's elected mayor (from May 2017) once the orders relating to GM's devolution agreements have been laid and then agreed by Parliament. Once these provisions have been agreed this assurance framework will be updated.

Where significant changes are made, for example as a result of additional powers or funding, adjustments made to the assurance framework will be agreed with DCLG.

3 GREATER MANCHESTER LOCAL ENTERPRISE PARTNERSHIP

3.1 Through the GM Local Enterprise Partnership and our Business Leadership Council (an arrangement bespoke to Greater Manchester) we have been able to develop a highly effective partnership with business leaders, ensuring that they are able to play a full part in determining local economic priorities and driving growth and job creation within the city region. There is no equivalent comprehensive partnership model to be found anywhere in the country. Representatives of large employers work alongside representatives of SMEs to set the strategic course for Greater Manchester. GM's LEP board was formally established on April 1st 2011 (alongside the Greater Manchester Combined Authority). The two bodies operate over the same geographic footprint, were designed to have a shared strategic vision and complementary roles from the outset, set out in the original proposal to government.

3.2 GM LEP MEMBERSHIP

Private sector members of the GM LEP are appointed (as laid out in its terms of reference) via an open and transparent recruitment process, overseen by the Chair of the GM LEP and representatives of the GMCA. Private sector terms of office are for two years and then reviewed. There is currently a review of private sector members which will be concluded early in the new financial year 2017-18. Further details of this review can be found here:

https://www.greatermanchester-ca.gov.uk/meetings/meeting/183/greater_manchester_local_enterprise_partnership

Public sector members (Mayor and vice chairs of the GMCA) are re-elected annually at the GMCA's annual meeting in June each year.

PRIVATE SECTOR MEMBERS 2015-17

Mike Blackburn -	British Telecom (Chair)
David Birch -	McKinsey
Lou Cordwell -	Magnetic North
Scott Fletcher -	ANS Group
Keith Johnston -	Addleshaw Goddard
Juergen Maier -	Siemens PLC
Michael Oglesby –	Bruntwood
Prof Dame Nancy Rothwell -	University of Manchester
Richard Topliss -	RBS & Manchester Growth Co. chair

GM LEP PUBLIC SECTOR MEMBERS 2016-17

Tony Lloyd GMCA	Interim Mayor
Cllr Sir Richard Leese -	GMCA Vice Chair
Cllr Sean Anstee-	GMCA Vice Chair

EX OFFICIO

Iwan Griffiths -	PWC
Vanda Murray –	Non-Executive Director

The GM LEP's Membership is being reviewed in early 2017 with the outcome of this review to be reported to the GMCA and the GM LEP.

3.3 GM LEP ROLE AND RESPONSIBILITIES

The GM LEP sits at the heart of GM's governance arrangements, ensuring that business leaders are empowered to set the strategic course, determine local economic priorities and drive growth and job creation within the city region. It is a private-sector led, voluntary partnership whose core function is to provide strategic leadership (alongside the GMCA) to deliver the region's growth ambitions. The original [Proposal to Government](#) was agreed in September 2010. Together, the GM LEP and the GMCA provide a robust set of decision-making and governance structures for Greater Manchester.

The GM LEP has direct responsibility -within an accountable framework- for overseeing the delivery of key growth functions. The updated terms of reference (https://www.greatermanchester-ca.gov.uk/downloads/file/20/greater_manchester_local_enterprise_partnership_terms_of_reference) will be reviewed, agreed and then formally adopted by the LEP Board. Greater Manchester's Local Enterprise Partnership (GM LEP) is a voluntary association of private and public sector leaders who come together to oversee the strategic direction of the city region. The GM LEP is a voluntary partnership which cannot contract, procure services or employ staff. The GM LEP uses the Greater Manchester Combined Authority (GMCA) as its accountable body and its financial arrangements are bound by the Local Government Transparency Code. Sections five and six of this framework outline these arrangements in more detail.

3.4 DIVERSITY

Greater Manchester Local Enterprise Partnership is committed to equality and diversity as set out in section 3.5 of its terms of reference. The GM LEP works on behalf of all the people of Greater Manchester and recognises that different people bring different ideas, knowledge and perspectives. As part of this commitment, GM LEP bi-annually refreshes its board membership to ensure it reflects the breadth of industrial sectors on its Board as well as represents the diversity of Greater Manchester's people.

Further the GMCA (as the GM LEP's accountable body) and joint owner of the Greater Manchester Strategy will be subject to the Public Sector Equality Duty from April 2017. This will bring an even sharper focus on equality and diversity issues in the delivery of GM's aspirations.

3.5 GM LEP SME REPRESENTATIVE

As part of our bi-annual review of private sector members the GM LEP will ensure that at least one board member should act as a representative of the SME community, engaging with the views of small and medium sized businesses and stakeholders. As part of this approach, we are seeking representation from a broad range of key economic sectors and will identify a specific LEP board member to represent the SME community. The SME representative will act as the voice for SMEs on the LEP, championing those issues which affect small businesses. The role will involve meeting regularly with bodies representing the wider SME community and providing strategic oversight through the LEP to ensure that any support delivered reflects the needs of SMEs locally.

3.6 GM LEP SUB GROUPS

Greater Manchester Skills and Employment Partnership

The GM Skills and Employment Partnership (SEP) supports the GM LEP to deliver economic growth and prosperity recognising the key contribution made by a highly skilled workforce. Working closely with Colleges and Training providers, the SEP will ensure that investment in skills is effectively linked to the economic opportunities across Greater Manchester, supporting key employers and growth sectors. In particular the Partnership focuses on the contribution that skills and employment policy and delivery can and will make to competitiveness and the performance of the Greater Manchester economy. At its heart will sit an intelligence-driven approach to economic strategy designed to stimulate and maximise growth and to connect GM residents to the opportunities that growth provides. Its full [terms of reference](#) may be found here.

Its members are

GM Local Enterprise Partnership

- Chair of the GM LEP – Mike Blackburn
- Plus one other LEP member - Scott Fletcher

Combined Authority

- GM Portfolio Holder for Skills, Employment and Worklessness – Cllr Sean Anstee
- Four further elected members nominated by the GMCA

Others

- GM Chamber of Commerce
- GM Learning Providers Network
- Job Centre Plus, Trades Unions
- Greater Manchester Centre for Voluntary Organisations
- Skills Funding Agency
- GM Housing Providers
- GM Universities
- Local Authority Children's Services
- GM Colleges Lead

Greater Manchester Investment Board

Reporting to the GMCA and GM LEP, the GM Investment Board provides strategic leadership in the development, delivery and monitoring of the Greater Manchester Investment Strategy and oversight over GM investment funding streams.

The Board is responsible for considering investment performance in relation to each funding stream and for reviewing a regular performance report forward for approval by the GMCA and endorsement by the GMLEP. For clarity, it should be noted that each funding stream is subject to specific governance arrangements and this Board does not be inputting into specific investment decisions. The Investment Board will however provide strategic oversight of these management arrangements.

- Oversee the development and implementation of the Greater Manchester Investment Strategy;

- Oversee the development of criteria and conditions against which funding decisions can be made, subject to the specific conditions that apply to each fund;
- Strategic coordination of funds to ensure the successful delivery of the GM Investment Strategy, and the maximisation of benefits and leverage;
- Responsibility for monitoring the performance of funds from both a financial perspective and in relation to the outputs and outcomes delivered;
- Overseeing appraisal and due diligence analysis across all proposals for GMIF funding.

Its members are

GM Local Enterprise Partnership

- Chair of the GM LEP – Mike Blackburn
- Plus one other LEP member - Scott Fletcher

GMCA

- Portfolio holder for Investment and Finance – Cllr Kieran Quinn
- Portfolio holder for Economic Strategy – Sir Richard Leese
- Deputy portfolio holder for Economic Strategy – Cllr Dylan Butt

Officer Support

- Lead Chief Executive for Investment – Eamonn Boylann
- Chief Investment Officer – Bill Enevoldson
- GMCA Treasurer – Richard Paver

3.7 GROWTH HUB GOVERNANCE

The performance of the Business Growth Hub is overseen by the [Board of Manchester Growth Company](#) which comprises public sector members drawn from the Association of Greater Manchester Authorities (AGMA) and private sector representatives including the chair of the GM LEP. More detailed examination of the activities and performance of the Business Growth Hub is provided by the Business Support and Business Finance Advisory Board which advises the Manchester Growth Company Board and the GM LEP Board on all matters relating to business support strategy, policy and delivery in Greater Manchester. As a matter of course the Advisory Board provides oversight of the Growth Hub's financial performance, delivery performance and key risks and mitigation. In addition the GM LEP is updated on performance bi-annually for instance see [here](#).

3.8 AIRPORT CITY ENTERPRISE ZONE GOVERNANCE

The Airport City Enterprise Zone's work is overseen by two boards: the Collaboration Board whose Chair is Eddie Smith (Manchester City Council) and the Strategic Board Chaired by Linda Shillaw (MAG divisional chief executive for property). Three members of the GM LEP board sit on the Strategic Board, the chair Mike Blackburn, and two vice chairs of the GMCA Cllrs Sir Richard Leese and Sean Anstey. The Collaboration Board supports the Strategic Board's decision making. The role of monitoring and reporting to government sits with Manchester City Council, who are also the EZ's accountable body.

3.9 CORRIDOR MANCHESTER ENTERPRISE ZONE GOVERNANCE (LIFE SCIENCES)

The Corridor Manchester Board provides strategic oversight of the Corridor Manchester Enterprise Zone, ensuring that it delivers the agreed outputs and benefits. The board's members are as follows:

- Chris Oglesby Bruntwood
- David Cain Central Manchester University Hospitals North West Foundation Trust
- Cllr Richard Leese Manchester City Council
- Sara Todd Manchester City Council
- Roger Milburn ARUP
- Maria Balshaw Whitworth Art Gallery
- Rowena Burns Manchester Science Park (Bruntwood)
- Prof Malcolm Press Manchester Metropolitan University
- Prof Nancy Rothwell University of Manchester
- Prof Linda Merrick Royal Northern College of Music

There are two members of the GM LEP on the board, Cllr Sir Richard Lease and Prof Dame Nancy Rothwell. The Memorandum of Understanding signed with Government on 3rd June 2016, agreed that Corridor Manchester Board will provide regular monitoring reports to the Greater Manchester Combined Authority, the Greater Manchester Local Enterprise Partnership and to Government. The role of monitoring and reporting to government sits with Manchester City Council, who are also the EZ's accountable body.

3.10 CROSS LEP WORKING

Greater Manchester has a well developed policy dialogue through its work with other Core Cities (Leeds, Liverpool, Sheffield, Birmingham, Newcastle, Nottingham, Bristol, Cardiff, and Glasgow). GM has also successful working relationships with neighbouring LEP areas, for example with Cheshire East (Life Sciences Investment Fund) and on transport through [Transport for the North](#) and [Rail North](#).

4 GREATER MANCHESTER'S STRATEGIC OBJECTIVES

- 4.1 The GMCA and the GM LEP have always shared joint strategic plans: the [Greater Manchester Strategy](#) (GM's Strategic Economic Plan, and GM's sustainable community strategy); and [GM's Growth and Reform Plan](#) (GM's Growth Plan). These two documents set out our ambitions for the conurbation and both bodies are jointly responsible for ensuring that the ambitions contained within these plans are delivered.
- 4.2 We know that GM is one of the country's most successful city-regions; the Greater Manchester Strategy sets out our vision, to make it one of the best in the world. We want the region to be more prosperous, better connected, and greener. By 2020 Greater Manchester should be self-reliant: contributing to national wealth rather than needing government help. Local people will have more job opportunities, and new skills to contribute to, and benefit from, a stronger economy. They'll enjoy better health and a higher quality of life.
- 4.3 To deliver these ambitions we need to focus our efforts on a combination interventions focused around promoting economic growth and reforming public services.
- Growth -we are removing the barriers that stifle economic growth, and making Greater Manchester an attractive place for investors. We're exploiting the region's business and academic expertise and becoming more outward-looking and international.
 - Reform -we are making public services more efficient, and helping people become more self-reliant so there will be less demand for those services. New skills and better education, training and employment opportunities will help people enjoy the benefits of the region's economic growth.
- 4.4 To enable the GMCA and GM LEP understand how well we are doing in delivering our strategic ambitions GM publishes an [Annual Report](#).
- 4.5 Since the GMS was last refreshed in 2013, and the GM agenda has moved on considerably, in large part due to our success in delivering our strategy. The GMCA has now agreed it is timely to revisit and once again [refresh GM'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. This refresh will address issues such as the development of the Greater Manchester Spatial Framework; and Transport 2040, a new long-term transport strategy for GM as well as the outcomes of the Area Review of post 16 education; the piloting of 100% retention of business rates in GM and the UK's decision to withdraw from the EU. This refresh will be supported by an extensive programme of research including our 'Deep Dive study' on economic issues and opportunities across the conurbation (this will be published alongside the GM Strategic Framework Consultation; the [Northern Powerhouse Independent Economic Review](#); and GM's response to the [RSA's inclusive Growth Commission](#).
- 4.6 As part of this refresh the GMCA and the GM LEP have just completed an initial '[conversation about people's ambitions for Greater Manchester](#)', what they want the city region to be like by 2040, our challenges and how we could collectively and individually overcome them. This conversation exercise will be in addition to the formal consultation on the draft strategy later in 2017.

5 TRANSPARENT AND ACCOUNTABLE DECISION MAKING

5.1 THE GMCA AND DECISION MAKING

Decisions of the GMCA are made in accordance with the following principles (from p8 of the Constitution):

- a. Proportionality (meaning the action must be proportionate to the results achieved)
- b. Due consultation (including taking the relevant legal advice)
- c. Respect for human rights
- d. Presumption in favour of openness
- e. Clarity of aims and desired outcomes
- f. Due consideration to be given to alternative options

The GMCA's procedure rules are set out in part five of the constitution. Decisions which have to be decided by at least eight members of the GMCA are set out in section 13.5 (page 61) and include approving the capital programme of the GMCA and Transport for Greater Manchester and approving new schemes funded by the transport fund. Other decisions are decided by a simple majority with no member having a casting vote. Section 13.2A of the Constitution sets out the instances in which the interim mayor can vote.

5.2 TRANSPORT DELEGATIONS

As part of GM's first Growth Deal it was agreed with Government that the GMCA should be GM's Local Transport Body, provided the GM LEP views were sought as part of the decision making process. [Transport for Greater Manchester Committee's Capital Projects and Policy Sub Committee](#) has a number of powers for the purposes of this assurance framework it should be noted that it has delegated authority to approve the releases for capital schemes under the GMCA's transport capital programme and minor works programme (provided the scheme is within budget).

5.3 THE GMCA'S SCHEME OF DELEGATION

Part 3 section D (p32) sets out the scheme of delegation of functions to Chief Officers of the GMCA. For the purposes of this assurance framework the following delegations are worth noting:

- a. That the Head of Paid service should provide a comprehensive policy advice service to the GMCA and TfGMC and in particular to advise on the GMCA's plans and strategies including the sustainable community strategy and the local transport plan.
- b. Delegations to the Treasurer include taking action on borrowing, investment and financing, subject to the submission to the GMCA of an annual report of the Treasurer on treasury management activities, and six monthly updates to the GMCA; and the monitoring of capital spend by schemes promoted by the GMCA and TfGM.

5.4 THE GM LEP AND DECISION MAKING

The [GM LEP's Terms of Reference](#) were agreed in June 2013 and are refreshed annually. Section 7 identifies the quorum (7 members with at least one GMCA representative); section 8 outlines the declarations of interest policy and will in future include a register of members' interests for private sector members (public sector members are covered under the GMCA's register of interests).

The GM LEP has a website on which it publishes its key documents relating to its decisions, projects and funding.

5.5 THE GM LEP'S SCHEME OF DELEGATION

Section 9 of the terms of reference deals with decision making, which includes the provision to make decisions via email and to delegate decision making when expedient. Currently there is one standing delegation in operation (agreed January 2014) to the chair and one other GM LEP member (in consultation with the lead chief executive for investment) to progress GM Investment Fund business in months when the GM LEP doesn't meet. The following month the full GM LEP board are updated about any delegated decisions made under this provision.

5.6 LEP DECISIONS AND GMCA COMPLIANCE

The GMCA will not comply with a LEP decision if:

- The decision does not comply with the GMCA's Constitution including the Financial Regulations;
- The decision will lead to the available LEP budget being exceeded;
- The decision is unlawful;
- The decision does not comply with the requirements of this assurance framework;
- The decision would commit funds to a project that is reliant upon unproven future funding (without a full risk assessment).

In such circumstances the accountable body will formally inform the LEP chair the grounds on which the decision is being refused. The LEP chair will be invited to a discussion, the aim or which will be to resolve the problem as swiftly as possible. Where this is not possible the matter will be referred to GM's dispute resolution process outlined below.

5.7 DISPUTE RESOLUTION

In the event that the GMCA and the LEP are unable to reach agreement about a LEP decision refused by the GMCA a panel will meet to formally to consider to this matter. The panel will comprise three people: the Chair of the LEP; GMCA's Section 151 Officer and an independent person.

5.8 REPORTING LEP DECISIONS TO THE GMCA

Decisions of the GM LEP are reported promptly, via a copy of the draft minutes, to the next GMCA meeting following the GM LEP. These papers are publicly available. Decisions taken using delegated authority are reported back to the full GM LEP board the following month.

5.9 MANAGEMENT OF BUSINESS AND COMPLIANCE

The statutory officers of the GMCA - the Treasurer (S73 officer), Monitoring Officer and Secretary - ensures that both the GMCA and the GM LEP's business and decisions are managed in line with local government legislation concerning finance, conduct and legal matters. They ensure:

- that the decisions and activities of the GMCA and GM LEP conform with legal requirements with regard to equalities, environmental, compliance with State Aid rules, procurement of services.
- that GMCA and the GM LEP's funds are used appropriately (through GM's Section 73 Officer) (including the provision that the GM LEP's funding will not be used to commission services from lobbyists)

- that the provisions of the GMCA Single Pot and GM LEP's combined assurance framework are being adhered to.
- that an official record of GMCA and GM LEP proceedings are maintained. All relevant documents relating to these decisions are held by the GMIST team;
- that the GMCA and GM LEP's funding is subject to internal and external audit requirements and any other local government funding.

As the accountable body the GMCA is responsible for the decisions of the GM LEP in approving schemes (for example if subjected to legal challenge). The GMCA's financial regulations are set out in the GMCA constitution section 6 pp75-107.

The GMCA's role in overseeing the Single Pot Funding is to:

- ensure that value for money is achieved;
- work with the GM LEP to identify a prioritised list of investments within the available budget and in accordance with GM's strategic priorities as expressed through the GMS;
- make decisions on schemes funded by Earnback or Transport Grant, and for Local Growth Funded schemes make decisions based on the recommendations of the GM LEP. This will include on individual scheme approvals investment decision making and release of funding, including scrutiny of individual scheme business cases;
- monitor the progress of scheme delivery and spend; and
- actively manage the devolved budget and programme to respond to changed circumstances (scheme slippage, scheme alteration, cost increases etc.).

Officers from the following GMCA teams working together and overseen by Wider Leadership Team (which includes the GMCA's Treasurer, Head of Paid Service, and Monitoring Officer) ensure compliance with relevant legislation

- Greater Manchester Integrated Support Team
- GMCA's Finance Team
- GMCA's Investment Team
- Transport for Greater Manchester
- GM Skills team
- GMCA's Public Service Reform Team

5.10 MAKING INFORMATION PUBLICLY AVAILABLE

The [GM LEP](#) and the [GMCA](#) both have websites on which all their papers, other than those which are commercially sensitive, are available. Both meet in public venues which are easily accessible. The meetings of the GMCA and GM Joint Scrutiny Pool are [live streamed](#).

5.11 PUBLICATION OF FINANCIAL INFORMATION

The GMCA's financial arrangements are bound by the Local Government Transparency Code (updated in October 2014) this includes all funding awarded to the GM LEP as it is a voluntary partnership it cannot contract, procure services or employ staff. The mandatory quarterly publications of relevance to this assurance framework include:

- [Expenditure exceeding £500](#)
- Procurement spend over £5K and invitations to tender for contracts over £5K

The GMCA complies with the mandatory publications specified in the Code. In addition to these publications the GMCA and the GM LEP receive regular reports on the performance of the GM Investment Funds.

5.12 LOCAL ENGAGEMENT (PUBLIC AND PRIVATE) TO INFORM KEY DECISIONS

Greater Manchester's overarching strategic document the Greater Manchester Strategy (GMS) jointly owned by the GMCA and the GM LEP was developed collaboratively with input from a range of partners. Its draft was subject to a full statutory consultation to confirm the chosen priorities. In addition additional consultation events were held to engage wider stakeholder groups. As noted in section 4, the GM is currently refreshing its Strategic Economic Plan which will involve two periods of consultation.

The GMS's priorities provide the strategic framework for all other high level plans, for instance the Growth and Reform Plan and the GM European Structural and Investment Fund Plan. In addition the elected members of the GMCA each ensure that the GMCA's priorities and work is embedded within their district.

5.13 FREEDOM OF INFORMATION AND ENVIRONMENT INFORMATION REGULATION

The GMCA is legally required respond to any [freedom of information and environment information](#) requests. In the interests of transparency the GM LEP has also elected to do so.

5.14 CONFLICTS OF INTEREST POLICY AND REGISTER OF INTERESTS

GMCA members have to abide by the [GMCA's Code of Conduct \(GMCA Constitution p108\)](#). This includes completing a register of interest. [The register](#) is publicly available on the GMCA's website. GMCA members also have to declare an interest in an agenda item at the beginning of each GMCA meeting.

Private and public sector GM LEP members are required to formally declare any personal or prejudicial interest in an agenda item at the beginning of each GM LEP meeting as set out in the LEP's terms of reference.

5.15 COMPLAINTS POLICY

GMCA members are covered by the provision of the members' code of conduct noted in 5.12 above. The GMCA's [corporate complaints policy](#) also covers the GM LEP.

5.16 SCRUTINY AND CHALLENGE OF DECISIONS

Greater Manchester wants to ensure that its ways of working and formal governance need to support transparent and publicly accountable decision-making. This will be even more important in the light of the new powers that devolution brings. Decisions made in the name of the people of Greater Manchester must be transparent and accountable to the people. Effective scrutiny can improve the quality of decisions made on behalf of the conurbation's residents and businesses. Scrutiny enables non-executive members to hold the GMCA, AGMA Executive Board, Transport for Greater Manchester Committee and, from May 2017, the elected mayor to account for their decisions, and, if necessary, ask them to think again. Effective scrutiny ensures true accountability which improves public services for all our people and all our communities.

GM wants to make sure that its governance structures and ways of working support this ambition. The alignment of the plans of the GM LEP and the GMCA mean that they fall within the [GM scrutiny process](#) (see the Constitution pp70-78). Scrutiny meetings are [live streamed](#). Currently there is work underway to ensure that GM's scrutiny function continues to meet the needs of the Greater Manchester and complies with new provisions of [Statutory Instrument 2017, 68](#) on scrutiny arrangements in combined authorities.

5.17 SOCIAL VALUE

Social Value is an enabler that delivers additional benefits for suppliers and partners across all procurement and commissioning activity. GM understands that social value is an important enabler and can be used to reinforce the core objectives of the GM strategy. It can be used to increase the spending power – in the widest sense of the word - of every pound spent in GM. The GMCA's funding is subject to the provisions of the Public Services (Social Value) Act 2012 and so has adopted a [Social Value Policy](#) whose principles inform the GMCA's (and therefore the GM LEP's) procurement processes. As the Act does not define what is meant by 'social value' the GMCA has adopted the definition of social value as set out by the Sustainable Procurement Taskforce. Social Value is defined as:

A process whereby organisations meet their needs for goods, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits not only to the organisation, but also to society and economy, whilst minimising damage to the environment.

The objectives of this policy reflect the Combined Authority's definition of Social Value and are as follows:

- promote employment and economic sustainability – tackle unemployment and facilitate the development of skills
- raise the living standards of local residents – working towards living wage, maximise employee access to entitlements such as childcare and encourage suppliers to source labour from within Greater Manchester
- promote participation and citizen engagement - encourage resident participation and promote active citizenship
- build the capacity and sustainability of the voluntary and community sector – practical support for local voluntary and community groups
- promote equity and fairness – target effort towards those in the greatest need or facing the greatest disadvantage and tackle deprivation across the borough
- promote environmental sustainability – reduce wastage, limit energy consumption and procure materials from sustainable sources.

6 FINANCIAL ARRANGEMENTS FOR MANAGING SINGLE POT FUNDING

6.1 ACCOUNTABLE BODY ARRANGEMENTS

The GMCA is the accountable body for all funding paid as Section 31 grant as part of the Single Pot. The GMCA also acts as accountable body for the GM LEP for as a voluntary partnership it cannot contract. It should also be noted that [GM's LEP proposal to government](#) was clear that the GMCA was to have the 'primary responsibility for prioritising funding decisions' (as the democratically accountable body) with the GM LEP 'bringing a strong private sector input to decisions' p 10. In practice this means that decisions about funding awarded to the GM LEP are informed by the views and recommendations of the GM LEP, but the GMCA has the legal responsibility to ensure that any GM LEP decision regarding funding complies with grant conditions, the GMCA's procurement framework and state aid rules within the statutory framework. So for Growth Deal funding -funding technically awarded to the LEP - projects are endorsed by the GM LEP Board and formally approved by the GMCA. All funding in the Single Pot is subject to the same assurance processes.

GMCA's Single Pot Assurance Arrangements for 2016-17

GMCA's Assurance Processes



6.2 AUDIT

All funding streams in the Single Pot are subject to the GMCA's scrutiny and overview processes this includes internal and external audit processes. In addition the GMCA's Audit Committee provides high level public accountability and challenge. The committee has a strategic remit over the following areas of work:

- Approval of accounts
- Governance, risk and control
- Internal Audit
- External Audit
- Financial Reporting

More details may be found on the [committee's terms of reference](#).

For transport schemes an independent audit will be undertaken as part of the annual GMCA audit arrangements, which will verify that the GMCA is operating effectively within the terms of this assurance framework. The GMCA will take the necessary action to remedy any shortcomings identified within the audit. In addition audit reports will be submitted to the DfT.

In addition the GMCA Finance Team maintain a central register of grants which records details of funding, payments and spending and includes a section on grant conditions and certification requirements. This provides the GMCA's audit team with a high level overview of all economic

and regeneration (ed & r) grants and assists with the identification of funding streams and /or projects on which to focus audit resource.

Finally, it is worth noting that as part of the transition work to implement the GMCA's new powers and devolution the GMCA's Finance and Audit teams are working to streamline and consolidate and better align internal audit processes across delivery partners.

6.3 MANAGING RISK

The strategic financial risks relating to Single Pot funding are managed within the GMCA's risk management strategy a [corporate risk register](#) is taken to each meeting of the Audit Committee. There are specific risks relating to Single Pot Funding (Growth Deal risk 8) and there is also a general risk (18) relating to the GM LEP which identifies the risk as 'any divergence between the Authority's aims and priorities and those of the Local Enterprise Partnership may impact adversely on continued Government support and funding and send a contradictory or inconsistent message to the Region's residents'.

The management of risk within individual projects and schemes is overseen by the thematic governance and performance management arrangements and ultimately through regular reporting to the GMCA GM LEP. Again, it is worth noting that as part of the transition work to implement the GMCA's new powers and devolution the GMCA's Finance and Audit teams are working with Transport for Greater Manchester and districts are working to produce a consolidated risk register to identify agreed minimum controls for all GMCA funded projects.

6.4 OPTIONS APPRAISAL AND PRIORITISATION: EVIDENCE

Greater Manchester has invested heavily in developing the evidence base which underpins its policy interventions. This has always been a distinctive feature of GM's approach. High quality evidence (including a forecasting model) together with Treasury Green Book compliant techniques for undertaking [cost benefit analysis](#) on policy interventions have been developed over the last eight years. Key aspects of GM's strategic approach to evidence include:

- the [MIER](#) (2008) - the Manchester Independent Economic Review: a significant assessment of the opportunities and challenges faced by Greater Manchester;
- [New Economy](#) - GM's centre of excellence for GM Evidence Base;
- the [Greater Manchester Forecasting Model](#) - an externally commissioned model which provides a five year forward look on the conurbation's prospects ;
- the [GM Spatial Framework evidence base](#)
- [ESIF Plan Logic Chain](#)

6.5 GM INVESTMENT STRATEGY

Since 2009 GM has been developing and refining its approach to understanding how the uplift in jobs and GVA can be maximised through prioritising investment. GM's model was originally developed for transport investment but has since been expanded to include regeneration and economic development investment funds to support businesses ([see here](#)). [GM's strategic approach to investment](#) is set out in the principles underpinning the Greater Manchester Strategy and the Growth and Reform Plan.

Our approach is well established, beginning with the landmark 2009 Greater Manchester Transport Fund, which refined potential transport spending priorities at that time to ensure that, within a clearly defined budget, we pursued those priorities that offer real growth potential, whilst also ensuring social and environmental returns at a programme level.

6.6 We have approached the opportunity offered by the Growth Deal process in a similar fashion. In developing the funding submission set out in our Growth and Reform Plan (based on the identified priorities contained in the Greater Manchester Strategy). Investments funded under Local Growth Funding have been prioritised within policy areas according to their respective growth benefits – enhanced employment potential, through increased capability levels, from skills investment; and enhanced GVA potential, through increased access to growth points, from transport investment.

6.7 AGREED PRINCIPLES OF PRIORITISATION

Projects and funding requests are prioritised on the basis of their contribution to the GM Investment Strategy. The assessment of individual projects incorporates an appraisal by the GM Core Investment Team, a review by a sub-group of chief executives and a review by an independent investment advisor. Prioritisation will occur (using the principles of Treasury Green Book Guidance) through the development of a strategic outline case which confirms the strategic context of the proposal, and then to outline business case, which demonstrably optimises the Value for Money of the proposed project under consideration. All items presented to the board have been screened to ensure that any recommendations are compliant both with grant conditions and the Combined Authority's financial regulations.

GM has refined its approach to the prioritisation of projects. All prospective investments are prioritised on the basis of:

- Impact
- Strategic Fit (with the Greater Manchester Strategy recognising that the 2013 strategy is currently being refreshed / Growth and Reform Plan, for science and innovation projects the [GM and Cheshire East Science and Innovation Audit](#) and for skills capital projects work [Greater Manchester Work & Skills Strategy and Priorities 2016-19](#) and [GM Post 16 Area Based Review Report](#))
- Scale
- Investment Leverage
- Jobs
- Brownfield/Greenfield
- Accessibility
- Match to Funding
- Deliverability/Timescale
- Viability
- Value for money
- Deliverability
- Time to Market

Specific prioritisation arrangements apply in relation to transport schemes and these can be found at [appendix 1](#).

6.8 VALUE FOR MONEY AND BUSINESS CASE DEVELOPMENT

The development of options and prioritisation for Local Growth Funding funded projects have been developed in consultation with the Department of Transport¹ and other relevant departmental guidance.

¹ Department of Communities and Local Government Appraisal Guide; Skills Funding Agency Good Practice Guide; Infrastructure UK Route map; and Transport requirements, including:

GM will ensure that an appropriate assessment of investments made through the Single Pot is undertaken to ensure Value for Money. The GMCA it is covered by the Code of Audit Practice 2010 (the Code) describes GMCA's responsibilities to put in place proper arrangements to:

- secure economy, efficiency and effectiveness in its use of resources
- ensure proper stewardship and governance
- review regularly the adequacy and effectiveness of these arrangements.
secure economy, efficiency and effectiveness.

The GMCA, as required by the Code, will always take into account Value for Money when considering whether or not to approve a project or schemes. The GMCA's assessment process includes a Benefit to Cost Ratio (BCR) and an assessment of the non-monetised impacts of the project/scheme which produce an overall assessment of value for money. The GMCA will usually fund project with High Value for Money, however, in-keeping with the current GM Investment Framework prioritisation process, the GMCA may also choose to fund schemes with a lower value for money if the project or scheme's strategic outline case sets out a compelling case. For instance it will take into consideration broader strategic value of potential investment schemes, particularly with regard to their potential to deliver increased GVA, as well as carbon and wider social benefits, in finally determining whether to approve a scheme.

TRANSPORT PROJECTS

For transport projects the existing gateway processes established for the GM Transport Fund and GM Investment Framework will be followed for all schemes. These gateways follow the OGC Gateway Process and examine programmes and projects at key decision points in their lifecycle. Progression through the gateways is mandatory and provides assurance that the scheme can move successfully to the next stage. This process will provide independent guidance to GMCA and the scheme promoters/ promoting authorities and help to ensure that the programmes and projects are successful.

Key decision points in the gateway process are aligned broadly with the DfT's Programme Entry and Full Approval stages. Scheme promoters/ promoting authorities will be required to make submissions to an independent scheme assessment resource and the schemes will be scrutinised against pre- determined criteria.

GMCA Chief Officers will put in place a scheme assessment resource, combining TfGM and independent GM Investment Framework support partner expertise, to ensure suitable independence and best-practice in both transport and investment appraisal is maintained

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- Use of [WebTAG](#) for all transport schemes (over £5m) by scheme promoters in business case development and by the organisation appointed to undertake independent due diligence;
 - Use of the latest version of NTEM (National Trip End Model) in scheme appraisal/due diligence;
 - Production of VFM statement through the due diligence process (which is undertaken by an independent organisation), which will be in line with DfT requirements and is signed off by the Managing Director and the Chief Finance Officer of the TfGM (in the instance that this presents conflict of interest concerns, another senior officer, from a separate part of GMCA, will sign off VFM statements);
 - All transport schemes will represent at least high value for money (as defined by DfT guidance), and this will be ensured through business case development and due diligence processes;
 - All transport schemes (over £5m) will have the economic case assessed at each approval stage.

throughout. The chair of the Transport Strategy Group will be the nominated officer for business case scrutiny and for making recommendations to the GMCA.

All scheme proposals submitted by promoters must follow the key principles of the Transport Business Case guidance defined in WebTAG. This approach shows whether schemes:

- are supported by a robust case for change that fits with wider public policy objectives – the ‘strategic case’;
- demonstrate value for money – the ‘economic case’;
- are commercially viable – the ‘commercial case’;
- are financially affordable – the ‘financial case’; and
- are achievable – the ‘management case’.

Guidance for promoters will be agreed by GMCA’s Transport Strategy Group on acceptable approaches and methodologies, and reflect proportionality relevant to the scheme type and scale of funding. This guidance will follow WebTAG and a Business Case Specification will be agreed between promoters and the GMCA in advance of submission to ensure consistency across schemes and efficient use of resources.

The guidance will also outline how the business case will be assessed, the procedures for providing and monitoring the response to feedback, and how information will be used by the GMCA to make final funding decisions.

Strategic, outline and full business cases will be required from scheme promoters, to fit with the three stages of approvals, namely:

- Gateway 1: Strategic Outline Business Case for Prioritisation
- Gateway 2: Outline Business Case Programme Entry
- Gateway 3: Full Business Case for Full Approval

Depending upon the development stage of particular schemes, Gateway 2 and 3 maybe be undertaken jointly as a single stage.

Value for Money will be assessed at a high level at Gateway 1, with full assessment at Gateway 2. At Gateway 3, promoters will be expected to produce a Sift Statement against the agreed Value for Money statement from Gateway 2.

At each of the three Gateways, the “5 cases” will be scrutinised by GMCA/TfGM officers and suitably experienced independent advisors.

The scrutiny will follow TfGM’s Gateway Review Panel process for its capital programme as used for the Greater Manchester Transport Fund schemes since 2009. For VfM, suitably qualified independent advisors will be procured from the TfGM’s Professional Services Framework to audit the GMCA VfM assurance process itself and to audit individual VfM cases for schemes in advance of their submission to the GMCA for approval. Consultants on the framework who are acting as appraisal advisors to any of the promoters of agreed GM priority schemes will be excluded from serving as independent advisors. This work will be funded by TfGM.

The outputs from the scrutiny will be shared with the promoter and submitted to the Transport Growth Group, who will then decide on the robustness of the appraisal prior to making recommendations to the GMCA.

External Views on Business Cases

Transport for Greater Manchester's website will be utilised to publicise business cases that are subject to final GMCA determination, with GMCA senior officers ensuring that a consistent approach is maintained to the publication of GMCA meeting papers.

The GMCA will also require promoters of schemes to have undertaken a suitable level of public and stakeholder consultation, and to have provided a clear summary of comments received, prior to considering a business case for funding approval.

ECONOMIC AND REGENERATION PROJECTS

For economic regeneration projects there is a clear allocation of tasks to develop a project's business case. The GMCA's research and evaluation team at New Economy will assess the strategic fit of a project while the GMCA's Investment Team assess the economic and commercial aspects of a project including a value for money assessment and due diligence.

GM is using Single Pot funding for two types of projects: those where the funding is full projects where the funding is part paying for a complete scheme – full projects and those where Single Pot funding is being used as 'development/seed capital' to further develop a project to full project status.

All full project proposals have a business case and business plan developed using techniques informed by HM Treasury Green Book, and, subject to their size, complexity, these business cases are subject to a full Green Book appraisal. For all projects there is a clear assessment of their strategic fit and, once this has been decided, an assessment is made of the economic commercial financial and management case for the project to ensure good use of public money, value for money and that all projects are seeking the minimum funding required to make them viable.

This process provides the GMCA and GM LEP with assurance that the project is delivering public value in spending decisions, in terms of its scoping, options selection, delivery, monitoring and evaluation. Business cases are developed iteratively over time with project/scheme promoters to develop a complete picture of the project under in of the five cases, namely:

- The Strategic Case
- The Economic Case
- The Commercial Case
- The Financial Case
- The Management Case

The assessment undertaken will be proportionate to the funding allocated and in line with the established departmental guidance, as set out by HM Government.

For projects which are seeking 'development/seed capital funding' the key assessment is the strategic fit and the impact of the potential full project, and the risk and VFM will focus more heavily on the likelihood that the project will deliver the desired longer term outcomes and outputs rather than the costs of the project. However a rigorous assessment is made, as appropriate depending on the scale of funding being sought to ensure that the Single Pot funding being awarded is:

- the minimum needed to ensure the development work proceeds; and
- the likelihood that the full project will be processed if this development money is committed, including the potential future funding sources for the full project.

An initial list of candidate schemes will be identified by officers through the GMCA's Wider Leadership Team (WLT) and a sub group of WLT, Chief Executive's Investment Group (chaired

by the lead GMCA Chief Executive for Investment), will appraise and prioritise all projects and make recommendations for the GMCA and GM LEP. A VfM assessment will always be made available as part of the information made available to the decision maker, the GMCA and the GM LEP.

6.9 EVALUATION

The Growth Fund and Devolution Deal evaluations agreed with government identify clear processes for establishing baseline data prior to project commencement and an evaluation plan, setting out the range of benefits to be monitored and the methodology employed. In addition the GMCA will use external advice from partners such as the Department for Transport, the Skills Funding Agency and the What Works Centre coordinated through GM's evaluation team based in New Economy. The GMCA will ensure that learning is disseminated through the Growth Deal's management arrangements and is accessible to partners within GM and other key partners. Evaluation findings will also be reported in public through the GMCA's website and will be used to help inform future policy decisions.

EVALUATION OF TRANSPORT SCHEMES OVER £5m

Scheme monitoring and evaluation procedures established by TfGM for all its GM Transport Fund major schemes, which follow DfT best practice, will be applied as a requirement for GMCA-supported schemes.

These procedures will require promoters to agreed clear objectives for the evaluation with the GMCA. These will be documented in an evaluation plan prior to project commencement along with processes for establishing baseline data, setting out the range of impacts to be monitored and the methodologies to be employed. This plan will be agreed as part of the Stage 2 Outline Business Case stage to ensure that resources are in place to deliver the agreed monitoring and evaluation.

Depending upon the evaluation objectives, an interim report will be produced based on data collected at about one year after the scheme is open and then a final report three to five years from opening. These reports will be independently validated and reviewed, and will be published on the GMCA website. The GMCA will work with the promoters to act on the evaluation findings to ensure knowledge is applied and examples of best practice adopted in future scheme submissions.

FIVE-YEAR GATEWAY REVIEW

Combined Authorities in receipt of investment funds (Earn Back/Gain Share) from Central Government will be subject to five-yearly Gateway Reviews to assess investment impact. At this stage, the Government has suggested that the Gateway Review will focus on evaluating the performance of the investment fund with economic growth becoming the primary measure for assessing impact. A National Evaluation Panel has now been commissioned by government to ensure the successful evaluation of GM's Earn Back programme, and other similar schemes across the country.

7 APPENDIX 1 PRIORITISATION PRINCIPLES FOR TRANSPORT SCHEMES

For transport schemes an initial list of candidate schemes will be identified by officers through the GMCA's Wider Leadership Team (WLT) and Transport Strategy Group (TSG). WLT comprises Council Chief Executives and the heads of other Greater Manchester organisations including TfGM. TSG has been in place since 2011 to give collective stewardship to the Greater Manchester Local Transport Plan. It is chaired by the Chief Executive of TfGM and comprises strategic leads from TfGM, the ten Greater Manchester authorities, and key strategic partners and the Highways Agency.

TSG will oversee the generation of a prioritised list of projects. Building on the model adopted in 2009 for GMTF, the Greater Manchester transport prioritisation process will adopt a model similar to the DfT's EAST model with clear Greater Manchester priorities, driven by Greater Manchester Strategy growth, sustainability and inclusion objectives. These objectives have been agreed by both GMCA and the GMLEP. This prioritisation process will comprise three stages of review against:

- Deliverability;
- Value for Money; and
- Strategic Fit.

The deliverability assessment will ensure that the schemes proposed can be delivered within the funding timescales in consideration. This will involve a rigorous review and challenge of any planning powers/consents that may be required for the project to progress; construction issues involved; the certainty of third party funding; and consultation evidence on the public acceptability of the proposal.

The Value for Money assessment will ensure that there is a robust economic case for the scheme to be supported by devolved major scheme funding. This will follow webTAG guidance to generate a consistent presentation of the BCR and non-monetised impacts for each scheme.

The strategic fit test would be driven by the potential contribution of each scheme to the achievement of local objectives, as set out in the Greater Manchester Strategy. Schemes will be assessed for their GVA potential, alongside the carbon and social inclusion benefits that they offer. Priority will be given to schemes, which perform well against these criteria, and which also support Greater Manchester's spatial priorities of the Regional Centre, primary town centres and other identified economic or housing growth points.

It is proposed that the principle of a minimum threshold of £5 million will be maintained for the capital cost of any scheme that is to be considered for devolved major scheme funding. This will not preclude, however, the GMCA from considering the use of devolved major scheme funding to support packages of measures of this value, which present a cohesive strategic proposition that meets the criteria above.