

## Greater Manchester Combined Authority

### Overview & Scrutiny Committee

Date: 25<sup>th</sup> March

Subject: GMS: Measuring Performance

Report of: Andy Burnham, Mayor of Greater Manchester and Portfolio Lead for Strategy & Policy and Caroline Simpson Portfolio Lead Chief Executive for Strategy & Policy, GMCA Group Chief Executive

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#### **Purpose of the Report:**

To update members of the Overview & Scrutiny Committee on the performance approach for the GMS, including the metrics that will be used to measure progress against GMS deliverables and priorities. This follows feedback received at the October meeting (where the GMS Delivery Plan was discussed) and a discussion at the Committee's February meeting (as part of a wider discussion item around Budgets). The report also seeks agreement on the proposed reporting approach for the GMS.

#### **Recommendations**

Overview and Scrutiny Committee members are requested to:

1. Note the performance approach, as set out in the attached Performance Framework, including the proposed set of metrics.
2. Agree the proposed GMS reporting approach.
3. Note recent GMS developments, including the strengthened internal governance arrangements that are now in place.

#### **Contact Officers**

John Wrathmell, Group Director of Strategy, GMCA, [john.wrathmell@greatermanchester-ca.gov.uk](mailto:john.wrathmell@greatermanchester-ca.gov.uk)

Kate Davies, Head of Strategy and Performance Management, GMCA,

[kate.davies@greatermanchester-ca.gov.uk](mailto:kate.davies@greatermanchester-ca.gov.uk)

**Key Decision:**

Does this report relate to a Key Decision, as set out in the GMCA Constitution:

No

**Legal Implications and Advice:**

The performance framework is a high level strategic document for information only and does not circumvent the need for programmes and projects to consider legal implications as part of the GMCA's procedures.

**Risk Implication, including Risk Appetite:**

N/A

**Financial Implications:**

The delivery plan is a high level strategic document for information only and does not circumvent the need for programmes and projects to consider financial implications as part of the GMCA's financial procedures.

**Equalities Implications:**

The GMS and Performance Framework have a strong equalities focus, seeking to highlight how variance in performance is impacting differentially on GM places and communities.

**Carbon and Sustainability Implications:**

The GMS commits to a greener future for all and emphasises the importance of reducing carbon emissions.

Impacts will depend on how specific policies are implemented. However, commitments to zero emissions buses, improved public transport, the five year environment plan and nature based solutions aim to enhance air quality and environmental resilience. The GMS also emphasises access to green spaces for mental health and leisure.

## **Alternative Options considered:**

N/A

## **Consultation & Communication Implications and Advice:**

The performance framework has been developed by the GMCA Research Team and has been consulted on at various stages of its development, both internally with policy leads and with the key stakeholders engaged in the GMS process.

## **Comments/recommendations from Overview & Scrutiny Committee**

The Overview & Scrutiny Committee have previously discussed the GMS and Delivery Plan, and will review the latest GMS performance data at their July meeting.

## **List of Appendices referred to:**

N/A

## **Background Papers**

[The Greater Manchester Strategy 2025-2035](#)

[The Greater Manchester Strategy Delivery Plan](#)

[Overview and Scrutiny Committee paper: GMS Delivery Plan, October 2025](#)

# 1. Introduction and background

- 1.1 The Greater Manchester Strategy (GMS) was approved by GMCA in June 2025, accompanied by a performance framework to track and monitor the delivery progress of the Strategy. The GMS provides the strategic framework and overarching narrative for the city region, setting out how we will deliver for our people and places and enabling GM to develop and capitalise on opportunities over the coming decade.
- 1.2 Since then, a Delivery Plan has also been developed, which sets out those actions to be delivered in support of achieving the GMS Vision. An update on this was brought to the October Overview & Scrutiny meeting and the Delivery Plan was approved by the Group Leadership Team in November 2025.
- 1.3 At the February Overview & Scrutiny Committee meeting, members expressed a desire to play a greater role in assessing progress on GMS workstreams and were keen to better understand how progress against key outcomes is being measured.
- 1.4 This report aims to update members on the *approach* to measuring the performance of the GMS, as set out in the attached updated Performance Framework, rather than reporting actual data on *performance* to date. The content that follows summarises the Framework and the proposed GMS reporting approach.
- 1.5 The first full GMS progress report, which will include data on year-end delivery and impact on higher-level outcomes, will be brought to the July 2026 Overview and Scrutiny meeting. Members will have a valuable role to play in assessing progress towards GMS ambitions once this data is available, therefore we are proposing to bring a GMS Delivery Plan update back to this Committee every six months following the July 2026 meeting.

# 2. Measuring GMS performance

- 2.1 The Performance Framework sets out how we will track progress against the commitments set out in the Delivery Plan and the higher-level ambitions for the city region. It has a strong equalities focus, seeking to highlight how variance in performance is impacting differentially on GM places and communities, and the extent to which we are realising the GMS Vision that “everyone can live a good life”.
- 2.2 The latest version of the Performance Framework (attached) has been updated to reflect a number of developments, including the agreed GMS Pledges and Delivery Plan commitments. In response to the GMS commitment that each workstream will be “delivered in a way that ensures a greener, more equal future for all”, all of the

workstreams now have a number of indicators and targets that are defined as GMS equality objectives (examples include: reporting specifically on people sleeping rough who are non-UK nationals, women, or who identify as LBGTQ+; and the proportion of disabled residents who have trust and confidence in Greater Manchester Police). In addition, we will report progress against specific Delivery Plan commitments relating to core activity to address inequalities and enhance the role of the voluntary, community, faith and social enterprise (VCFSE) sector, and we can cut many of the higher-level metrics by place and population group in order to understand spatial and demographic variance across the city region (the annual GMS performance report indicators will be reported in dashboards that will provide views for individual GM localities and specific protected characteristics groups, for those indicators where disaggregated data are available). In this way, reducing inequality is framed as a cross-cutting outcome that sits across the entire Performance Framework, rather than being separated off into a small number of dedicated measures. The aim is to provide insight for decision makers on how we might prioritise our activity and investment to support improved outcomes for our worst-performing places and population groups.

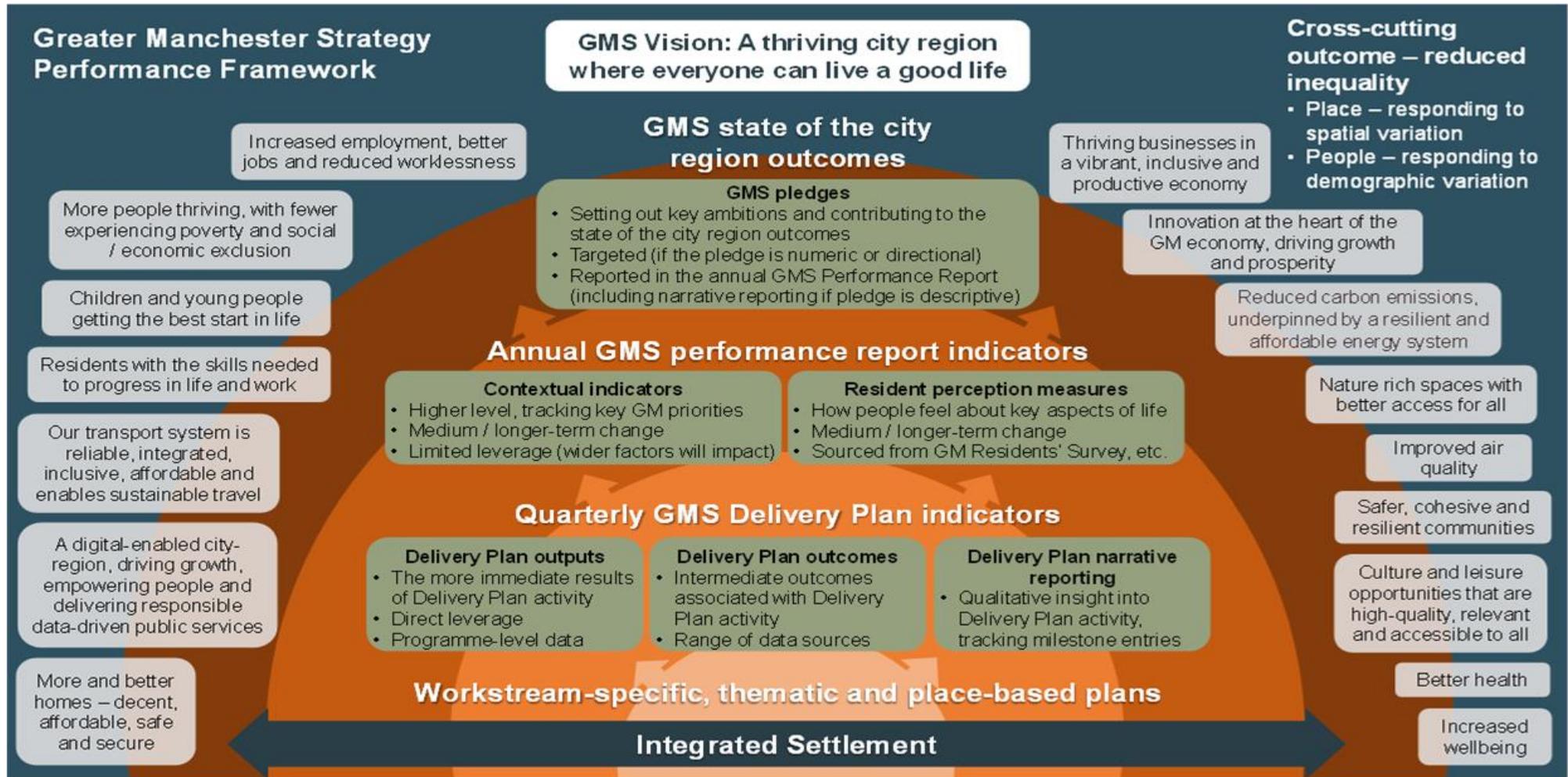
2.3 The approach to understanding progress against our greener ambitions is different to that for inequalities, however, and mirrors the Delivery Plan in having a separate section with relevant indicators. Whilst it is sensible for the Strategy to treat environmental sustainability as cross-cutting everything we do, we need to track Delivery Plan “greener” commitments with their own, specific indicators; and unlike equalities, very few indicators can be disaggregated to demonstrate their impact on environmental sustainability, so dedicated metrics are needed.

2.4 The Framework is intended as a cross-cutting tool, with activity under one GMS workstream contributing to indicators and outcomes within another, and with shared ‘ownership’ of outcomes, indicators and targets. It aligns with wider performance reporting processes across the city region, including the Integrated Settlement Outcomes Framework and approaches for specific thematic areas and organisations, and is best viewed as an ‘umbrella’ approach that does not seek simply to replicate content from elsewhere.

2.5 The structure of the Performance Framework is shown in the graphic overleaf. In summary, the key component elements comprise:

- a set of **high-level state of the city region outcomes**, which contribute to the over-arching GMS Vision, and align with central government priorities;
- a set of annual GMS performance report indicators, comprising **contextual indicators** and **resident perception measures**. These indicators underpin the state of the city region outcomes and pledges, with Delivery Plan activities, outputs and outcomes contributing to them. As with the state of the city region outcomes, we would expect GMS activity to have some impact on the contextual indicators, but change may only be demonstrated in the medium to longer term. Wider factors will also play in, in which case our leverage to influence performance may be constrained. The resident perception measures will help us understand how GM residents feel about key issues and outcomes, and will draw on data from the GM Residents' Survey and other surveys undertaken within the city region;
- a set of **GMS Delivery Plan indicators**, which will track the progress of commitments made in the Delivery Plan and will be covered in quarterly Delivery Plan reports. Much of the data will be programme level, which will provide an early indication of progress against GMS priorities. In addition to output and outcome indicators, qualitative, narrative reporting will provide a more nuanced assessment of performance, particularly where the Delivery Plan commitment is milestone-based rather than being quantified or directional.

**Figure 1: GMS Performance Framework**



### 3. Reporting approach

- 3.1 We are proposing to produce quarterly reports against the commitments made in the GMS Delivery Plan, with the first report for Q3 2025/26 due in early April. This will report progress relating to the commitments made against each of the GMS workstreams, along with the cross-cutting priorities to reduce inequalities and prioritise environmental sustainability. The screenshots below give illustrative examples of the proposed format for summary reporting (both for the workstream as a whole, and for an individual Delivery Plan commitment), which will be underpinned by dashboards showing detailed performance data for specific indicators.
- 3.2 The reports will be taken to the GMS Management Board on a quarterly basis and it is proposed that updates are provided to the GMCA meeting on a six-monthly basis (to be confirmed).

Figure 2: GMS Delivery Plan reporting – workstream summary

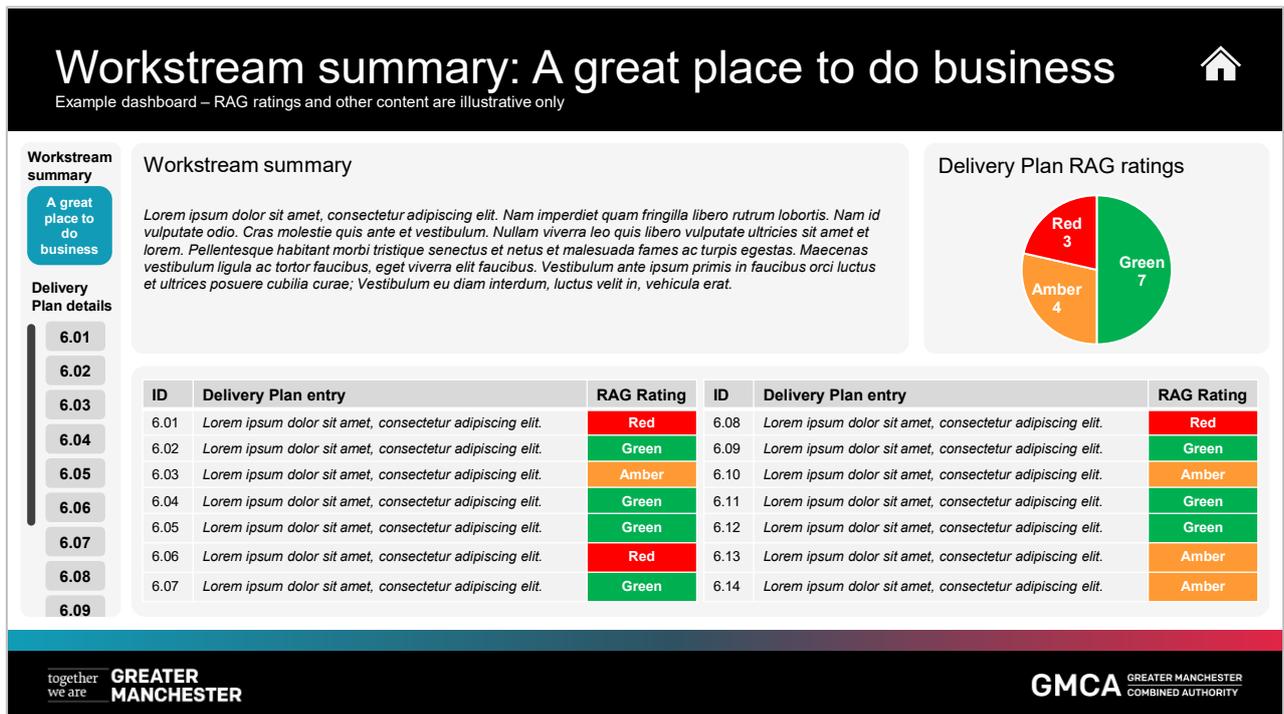
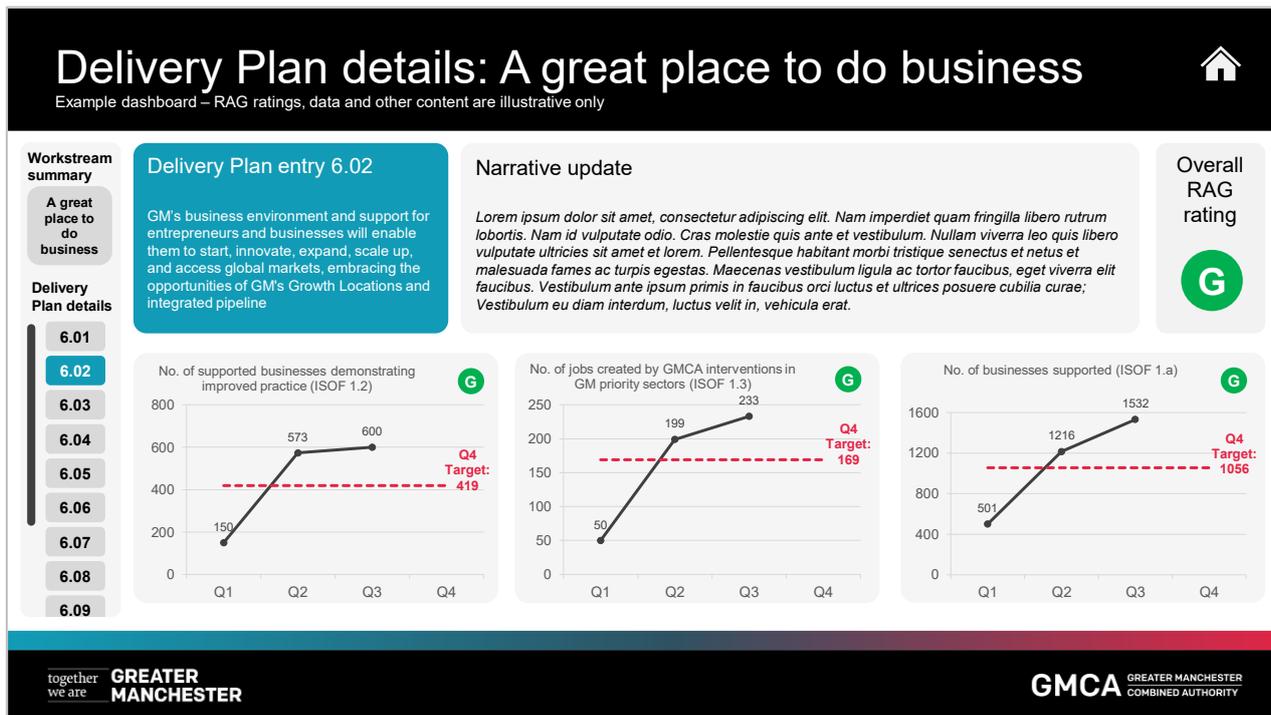


Figure 3: (Example) GMS Delivery Plan reporting– individual commitment summary



3.3 In addition, we will publish an annual GMS Performance Report, which will show progress against higher-level indicators that relate to the state of the city region outcomes, and consider the contribution that Delivery Plan commitments are making to GM priorities (notably the set of GMS Pledges) and whether we are on track towards delivery of key GMS ambitions. In doing so, we aim to provide a rounded view of progress that moves beyond information to insight and intelligence, and that helps to inform decisions over how resource and activity might be prioritised to improve outcomes for GM residents, reduce inequalities and deliver better value for money.

3.4 The GM Tackling Inequalities Board, which provides strategic leadership to the programme of work underway to tackle inequalities, will have an enhanced role in overseeing progress towards the GMS Vision and holding the system to account for following through on its equality commitments. This will include reviewing GMS delivery every six months via the above reports and the more in-depth annual reports, providing challenge and support.

3.5 Key milestones include:

- April 2026 – GMS Delivery Plan to be updated by workstream leads, including development of new Year 1 actions for 2026-27

- April 2026 – First quarterly GMS Delivery Plan progress report published (covering January – March)
- July 2026 – Annual Performance Framework report, published one year on from the GMS launch in July 2025.

## **4. Greater Manchester Strategy Governance**

4.1 Since the Committee last met, governance for the GMS Delivery Plan has been strengthened with the establishment of a GMS Management Board. This aims to provide oversight, challenge and help shape key deliverables across the GMS workstreams and is made up of senior leaders from across GMCA, TfGM and GMFRS. A governance review is also underway to support leadership with better aligning our governance with the GMS vision, allowing decision makers to be clearer on where GMS delivery is and is not on track when making decisions.

4.2 The GMS Management Board provides oversight every quarter across the full GMS and monthly via workstream deep dives and support to the Senior Responsible Officers by helping to shape key deliverables across the GMS workstreams. The first meetings of the Board have focused on Deep Dives into the GMS workstreams and have been useful in highlighting where there may be challenges and where further support may be required.

4.3 Prior to the GMS Management Board, a GMS Co-ordination group (formed of Senior Responsible Officers across the workstreams and corporate services leads) has been meeting to review performance, discuss deep dive topics and enhance collaboration across the group.

4.4 The next phase of the governance review will be working with local authority Chief Executives and Leaders to ensure that there are appropriate arrangements in place for them to have oversight of the progress of the GMS Delivery Plan.

4.5 Whilst the above governance structures are new and still embedding, we are proposing to bring an update to the GMCA Overview and Scrutiny Committee on a 6 monthly basis.

## **5. Recommendations**

Recommendations appear at the front of this report.