



Governance, Policy and Knowledge for Sustainability in Greater Manchester: Phase One Report

Approach, Assessment and Implications

SUMMARY

This document reports key aspects of Phase 1 of the IPP in Greater Manchester. The document has been produced for internal reporting purposes and, therefore, its intended audience is colleagues in Cape Town, Kisumu, Gothenburg and Shanghai working on the IPP and the IPP project coordinators.

In the spirit of collaboration and in keeping with the ethos of Mistra-Urban Futures, the report has been produced through processes of engagement with stakeholders in Greater Manchester. Further elaboration on these processes can be seen implicitly throughout this report and explicitly in sections (1.1; 1.2; 2.3; 3.2.1).

That said, particular individuals have been responsible for authoring different parts of the report. Part Two has been written by Mark Atherton, Director of Environment for Greater Manchester. Parts One, Three and Four have been jointly written by Beth Perry, Mike Hodson and Alex Wharton of SURF.

The report is structured in four parts:

1. Part One summarises the approach to the IPP taken by the GMLIP team.
2. Part Two provides the full version of the Baseline Assessment.
3. Part Three presents five SUD exemplars for Greater Manchester and the process through which these were identified as such.
4. Part Four articulates the plan for Phase 2 of the IPP in Greater Manchester.

CONTENTS

PART ONE: Defining the Project

- 1.0 Introduction**
- 1.1 An action research approach**
- 1.2 The Project Advisory Group**
- 1.3 Scale**
 - 1.3.1 Scale as political authority and governance*
 - 1.3.2 Scale as a functional economic unit*
 - 1.3.3 Scale as the physical urban space*
 - 1.3.4 The associative resonance of scale to citizens*
 - 1.3.5 Greater Manchester: An emergent scale for sustainable urban development*

PART TWO: Baseline Assessment

- 2.0 Executive Summary**
- 2.1 Introduction**
- 2.2 Background**
 - 2.2.1 Recent move to localism*
- 2.3 Methodology**
- 2.4 Baseline Assessment**
 - 2.4.1 The specific challenges of urban sustainability in Greater Manchester*
 - 2.4.2 The content of formal policies designed to address urban sustainability*
 - 2.4.3 The roles of different organisations, groups and communities in formulating policies*
 - 2.4.4 The forums and mechanisms for consultation and participation in formal policy making-processes*
 - 2.4.5 The mechanisms for and barriers to ensuring that policies are implemented and assessing their effectiveness*
 - 2.4.6 The evidence base for urban sustainability policy in Greater Manchester*
 - 2.4.7 Relevant activities and groups that remain outside the formal policy process*
- 2.5 Changes over time**
 - 2.5.1 The shift from regional to local governance*
 - 2.5.2 Changes at the local level*
- 2.6 Conclusion**
 - 2.6.1 Discussion of findings*
 - 2.6.2 Reflections*

PART THREE: Examples of SUD in GM

- 3.1 Background**
- 3.2 The process for selecting exemplars**
 - 3.2.1 The workshop*
 - 3.2.2 Broadening the data set*
- 3.3 What is valued in GM? Five examples of exemplars**
 - 3.3.1 Strategic capacity and leadership*

- 3.3.2 *An integrated approach to sustainable urban development*
- 3.3.3 *Regenerating the 'original modern' city*
- 3.3.4 *Grassroots action around specific issues*
- 3.3.5 *Sustainable communities*

3.4 Analysis

PART FOUR: Implications for Year 2

- 4.1 Introduction**
- 4.2 Summary of Phase 1 GMLIP IPP**
- 4.3 Key issues from the Baseline Assessment**
- 4.4 Building on year one in year two: a research plan**
- 4.5 Four phases of work**
- 4.6 Outputs**
- 4.7 Timetable**
- 4.8 Beyond the IPP**

Appendix (from baseline and exemplars exercises)

PART 1: DEFINING THE PROJECT

1.0 Introduction

The purpose of this part of the report is to set out the approach of the IPP in Greater Manchester. In particular, we set out:

- How an integration of the aims and objectives of the IPP and the Greater Manchester context have informed an action research design.
- How the IPP in Greater Manchester has dealt with issues of scale.
- The process through which a Project Advisory Group (PAG) has been constituted.

1.1 An Action Research Design

The aspirations and approach of the project were clearly related to an identified policy need – governance, policy and knowledge for sustainable urban development (SUD). Our first challenge was in framing the project - was this about: a) SUD governance and policy? Or b) urban policy and governance and the extent to which it is sustainable or not? Given the absence of the former, we have tended to focus on the latter.

A further challenge was in defining sustainability and to acknowledge the variety of interpretations that accompany this term ('sustainable urban development', 'sustainable economic growth' etc). The earlier IPP development documents reference the Brundtland Report and the three pillars of sustainability. We used this as our starting point to derive broad criteria for what a sustainable urban policy framework would look like - encompassing economic, social and environmental issues in the city-region in an integrated way, emphasising current and future perspectives.

We decided early on to take an action-research approach embedded in current structures to increase the opportunity for policy relevance and remain flexible to changing circumstances. An outside-in view – or, in other words, a conventional research strategy - would not suffice in capturing the rapidity of changes that the city-region is experiencing. It was desirable and necessary, from the point of view of addressing the brief in the desired time, to develop an action research design that was flexible enough to deal with these rapid changes but also robust.

From our previous work and engagement in 2012 through the GM LIP and associated projects it is clear that 1) governance of SUD in GM is both formal and informal 2) there is no single coherent view of SUD 3) nor is there a single body with responsibility for SUD. These issues framed the contributions that we made from GM at the June 2011 meeting in Gothenburg.

It also raised a further issue: with no single body responsible for SUD, where should an action-research project best be located?

The approach developed was to work with the Director of Environment for GM, Mark Atherton through an action-research process. Mark's job description – in a recently created GM post - includes sustainable *economic* development. The brief remained focussed on the triple bottom

line of sustainable urban development, but working from Environment to Economic and Social issues.

Given the above, we have found that the research questions, answers and methodology have sat in a dynamic tension. The fact there is no single institution responsible for the breadth of SUD has led some stakeholders to identify rapid shifts in understanding: from ‘environment’ to ‘climate change’ to ‘carbon’ to the ‘search for growth’. For other stakeholders, new designations, such as carbon, are alternatively seen as pragmatic mechanisms to capture a language capable of achieving more holistic aims.

Without due reflexivity, the consequence of working through the Environment Commission could therefore be to reinforce dominant ways of thinking about SUD. At the same time, the Environment Commission is part of a rapidly changing political landscape and its status, even at this point, remains unclear. Given the nature of interactions day-to-day it is inevitable that the work has started from an environmental point of view.

We have dealt with this issue in three ways:

- 1) Questions about an integrated SUD approach are being posed from within the Environment Commission. Interviews with those who are ‘not the usual suspects’ and outside of the Environment Commission are being carried out.
- 2) Inclusion of Mark Atherton in the broader activities of the GM LIP, including workshops on digital governance, GM LIP partners’ meeting and knowledge for sustainability workshop.
- 3) Active efforts to think about sustainability through a ‘triple bottom line’ lens.

The latter has proved difficult in practice. In planning the IPP workshop with stakeholders we hit an issue: if social sustainability (equality, diversity, social inclusion etc) is under-represented at GM level, which GM representatives could be invited into the workshop? We found it was very difficult to identify relevant people who had an overview of these issues within GM. As a result, the workshop itself tended to examine sustainability from an environmental perspective. A valuable discussion was nonetheless held. Whilst it did not fully engage with the interests we originally intended, this was acknowledged – and additional under-representation of groups at GM level was highlighted.

We have been pleased with the process and approach so far. Whilst there are many, five impacts of the work already include: a) asking the sorts of questions that we would wish to ask, not from an outside-in perspective but from within the policy context b) engagement at a level of complexity that otherwise we would not have had access to c) embedding the IPP in the broader GM LIP programme d) the workshop sought to bring together those from across GM bodies which should happen as matter of course e) we have generated high levels of interest and match in-kind to the project which supports the GM LIP as a whole.

1.2 The Project Advisory Group

What a Project Advisory Group (PAG) should look like and how it would function effectively has been an important part of the IPP learning process for the GMLIP. It became clear early on in Phase 1 of the IPP in Greater Manchester that there are seemingly paradoxical processes at work:

1. On the one hand there is a fragmentation of the SUD agenda within the formal governing structures and also among groups outside of this in Greater Manchester;
2. But, within the formal governance structures, interests and voices are under-represented, as identified in the baseline assessment, which reinforces and consolidates a particular and dominant view of what SUD looks like in Greater Manchester.

This has meant taking seriously how a PAG could be constituted that could provide effective feedback and inputs on these various processes and the groups that are involved and excluded. This requires a PAG that is relatively broad in its composition but that is also able to provide insight in to the strengths and weaknesses and possibilities and constraints that the dominant Greater Manchester view of SUD sets out. The issue that we have worked at in constituting the PAG is thus one of getting the appropriate balance between breadth of membership and depth of knowledge.

In the first instance we used the IPP workshop to test out our ideas of the function and membership of a temporary PAG. To examine the insights from the Baseline Assessment we needed a PAG that was suitably grounded in knowledge of the issues raised by the dominant approach to SUD in Greater Manchester but that was also made up of people who were capable of being constructively critical in a PAG context that was conducive to allowing constructive criticism to flourish.

To allow for a free and frank exchange of views the temporary PAG operated under the ‘Chatham House Rule’ – i.e. that participants are allowed to use the information generated in the meeting but not to reveal the identity or affiliation of any speaker. On that basis, the temporary PAG was comprised of 10 participants from different parts of the governance architecture that produces the dominant view of SUD in Greater Manchester. This included senior Greater Manchester officials from the Environment Commission, Planning and Housing, local authority representatives around environmental and sustainable development and a consultant providing advice on sustainable growth.

On the basis that Phase 2 of the IPP in Greater Manchester will involve engaging with community interests at local scale then the membership of the PAG will change to reflect that and to provide constructive engagement with the issues raised by a variety of community interests. It will also retain a smaller element from the temporary PAG who are involved with the dominant approach to SUD.

1.3 Scale

Sustainable development is an issue that is not only cross-sectoral and interdisciplinary, but also requires action at multiple scales: from international agreements and conferences such as Rio +20, the development of international carbon markets and tools, EU regulations and directives on

water, waste and energy, nation-state policies on sustainable development frameworks, housing or urban policy to the actions and responses of regional and local authorities, cities, neighbourhoods and communities. Conceived as such, scale at a general level relates to the geographical bounding of spaces and places.

Sustainable *urban* development is a geographical delimitation of scale through drawing attention to the role of bounded urban environments: commonly understood as cities and towns, representing a critical mass of built environment, people and infrastructure. Away from the geography and physicality of the city, however, scale evokes alternative meanings: scale as agency, authority, governance, economy or identity. This is informed by debates on the contested nature of the city itself.

In defining the boundaries for the IPP, we have examined four conceptualisations of scale: political authority and governance, the functional economic unit, the physicality of the urban space and the associative resonance of scale to citizens.

1.3.1 *Scale as political authority and governance*

Greater Manchester is a city-region of 2.6m people in the North West of England with a wide social and ethnic mix. It comprises 10 Local Authorities: Manchester, Trafford, Salford, Oldham, Rochdale, Bury, Bolton, Stockport, Wigan and Tameside.



Following the Local Government Act of 1972 a two-tier system operated with a Greater Manchester County Council and individual local authorities in the ten districts. Seen by many as a political move on the part of the Conservative government to reduce the power base of the

Labour party in the North, county councils were abolished in the late 1980s. Nevertheless, the ten local authorities continued to work together on a voluntary basis through the Association of Greater Manchester Authorities (AGMA) established in 1986.

The long history of formal and informal voluntary working at a metropolitan level coincided in the 2000s with the rise of the city-regional agenda. Increasingly the disjuncture between local authority boundaries and functional economic units was being articulated, leading to a suite of initiatives from central government to facilitate working across local authority boundaries. For Greater Manchester, this meant a Multi-Area Agreement for Manchester in 2008 and the announcement of City Region status and development of the first Greater Manchester Strategy in 2009. Such building blocks were essential in making the case for Greater Manchester to be the first Combined Authority in the UK in 2011, with formal statutory powers to co-ordinate key economic development, regeneration and transport functions.

As a body, the Greater Manchester Combined Authority (GMCA) comprises the Leaders of the 10 constituent councils in Greater Manchester (or their substitutes). Whilst GMCA has a constitution, however, the nature and shape of the two-tiered system as a whole is not clearly or widely understood in terms of overlapping jurisdictions, parallel competences and the relationship between local authorities, AGMA and the GMCA. Local authorities retain significant budgets and responsibilities in areas of policy relevant for sustainable urban development. Furthermore, since May 2012 some local authorities, such as Salford, also have directly elected mayors.

Over time, the existence of AGMA and associated bodies (such as the Greater Manchester Passenger Transport Executive) has led to other bodies organising at the metropolitan scale. Examples include Greater Manchester Voluntary and Community Organisations (GMCVO), GM Apprenticeship Hub, arts and festivals venues, police, learning and skills councils, Marketing Manchester *inter alia*. Consequently Greater Manchester is relevant in the formal and informal governance of sustainable urban development.

1.3.2 Scale as a functional economic unit

The move from voluntary collaborative city-regional working through AGMA to statutory shared responsibilities in the GMCA was driven in part by the intersection between two sets of debates in the late 1990s and early 2000s: the first concerning the role of cities in driving regional and national economies and the second concerning the mismatch between the administrative and economic geographies of metropolitan areas. Under Labour governments (1997-2010) the urban development agenda was taken forward as part of a broader programme of regionalisation through business-led non-elected, quasi-autonomous non-governmental organizations, 'Regional Development Agencies' (RDAs). These were established in the nine English regions, with the stated aim of 'rebalancing the economy' and worked closely with urban economic development agencies which took different forms throughout the 1990s and 2000s (including urban regeneration companies and economic commissions).

Following the election of a conservative-liberal coalition in 2010, the RDAs were abolished as part of a widespread policy to reduce the number and function of quangos. Regionalism was replaced by a new variant of localism. In their place, business-led Local Economic Partnerships

were established, one of which maps onto the administrative boundaries of the ten local authorities of Greater Manchester: the GM LEP. A Greater Manchester Economic Advisory Panel also exists to provide high level strategic support and expert economic advice and guidance to Greater Manchester. Finally, the Commission for the New Economy is also central to the economic geography of Greater Manchester, an entity which has long roots in the economic development of Manchester and now works at a city-regional level.

In economic terms Greater Manchester is now seen as the primary functional economic unit, and positions itself as the UK's largest economy after London. For national government, Greater Manchester has become the relevant economic scale to respond to place-based national pilots, such as City Deals and Whole Place Community Budgets. At the same time, aggregate statistics conceal vast differences between areas of the city-region – in terms of concentrations of service-led growth, worklessness and deprivation. Consequently, local economic assessments for Greater Manchester and the constituent boroughs have been produced to inform the overall economic profile for the city-region.

1.3.3 Scale as the physical urban space

The urban core is relatively dense, with the repopulation and regeneration of Manchester widely seen as an 'exemplar' of successful sustainable urban development (see section 3.3). The conurbation core is seen to include Salford, Manchester and Trafford. However, over 60% of Salford is green space with the western half stretching across the ancient peat bog of Chat Moss. Similarly, areas of Rochdale and Oldham border parts of West Yorkshire and the Pennines and have a distinctly peri-urban or semi-rural feel. Whilst the 'edges' of the core have physical similarities with areas outside Greater Manchester, 'outward' pull is compensated for by strong 'inward' links, particularly in terms of transport and travel-to-work flows, with Manchester as a net importer of labour from the other ten local authorities. This has led to previous discussions in policy circles about including parts of Warrington, Cheshire or the High Peaks in the economic geography of the city-region, despite their semi-rural environments.

1.3.4 The associative resonance of scale to citizens

On a day-to-day basis workers and citizens move around the city-region without consciousness of local authority boundaries, particularly in the urban core (Salford, Manchester, Trafford). Greater Manchester is a term most commonly used by professionals or administrators. Instead, 'Manchester' is commonly mobilised by citizens to evoke common assets, experiences or identities that cut across administrative boundaries, for instance in relation to cultural events and facilities, football teams or shopping centres. Whether this sense of collective identity weakens as distance from the conurbation core increases has not, to our knowledge, been subject to analysis.

However, it was noted by attendees at the IPP workshop (see section 3.2.1) that whilst politically and economically significant, 'GM' does not connect with many citizens and stakeholders. Whilst GM is *relevant* it may not be *resonant*. Paradoxically, whilst formal structures and policies are developing around the boundaries of the metropolitan area, place-based attachments are being strengthened through the concept of 'community' and not 'city'. An explicit national urban policy is being reshaped through a looser set of initiatives around localism and the 'Big

Society’ which reframes relevant scales of action as micro-local (streets, neighbourhoods and wards) and physical (residents in place, rather than communities of interest, faith, race etc).

1.3.5 Greater Manchester: An emergent scale for sustainable urban development

In political and economic terms Greater Manchester is the appropriate scale at which to consider issues relevant to the governance, policy and knowledge of sustainable urban development. Similarly, whilst there are differences between areas of the conurbation - particularly between the densely populated urban core and the peri-urban outlying districts – fuzzy boundaries are countered by strong integrative ‘glue’ that binds the ten districts as a discrete unit. The associative resonance of ‘Greater Manchester’ to citizens is less clear cut and requires more systematic reflection.

Sustainable urban development – relating to the integration of environmental, economic, social, political and cultural concerns in cities to ensure that development in the present takes the needs of the future into consideration – cannot be understood in terms of its governance or policy at a local authority level. What is needed – and goes beyond this initial baseline assessment – is an understanding of the nature and implications of the two-tier system for the effective development and implementation of policies and actions for sustainable urban development in different areas.

This is also an area of rapid change. Economy is probably the strongest example of city-regional working whilst the roles of key actors and their inter-relationships and responsibilities require further clarification. Environment appears to be a strong case of joint authority, with parallel Climate Change Strategies existing at both local authority and Greater Manchester levels. However, the development of the Low Carbon Hub creates pressures to upscale from local authority plans to a more city-regional approach. Social and cultural strategies are primarily developed and implemented at local authority level, with the notable exception of the Whole Place Community Budgets initiatives, which are intended to be developed by bringing public, private and voluntary and community sectors together.

Greater Manchester is an emergent scale of action for sustainable urban development. It therefore forms the focus for the baseline assessment. However, the complexity and implications of the developing federal structure, particularly given the rapid changes that have taken place in Phase 1, are issues which will be taken forward into the next phase of the work.

PART TWO: BASELINE ASSESSMENT

2.0 Executive Summary

This report provides a baseline assessment of the structures and mechanisms for the Governance, Policy and Knowledge for sustainability in Greater Manchester, primarily from the perspective of the Association of Greater Manchester Authorities (AGMA). The baseline assessment was conducted between June and November 2012 and is one of a number of pilot research, practice and capacity building activities, developed by the Greater Manchester Local Interaction Platform (LIP), which together begin to constitute an urban knowledge arena for sustainable urban development in GM.

The baseline assessment was undertaken as part of the first phase of a three year international pilot project to examine the challenges of sustainable urban development and possible transition pathways, including: the response to these challenges; how the response is produced; what effects it has; assessment of the response and how this can be enhanced, leading to 'a more systematic, integrated and inclusive urban transition'. The GM findings will be used as part of a comparative analysis across four other international city regions.

The assessment has been undertaken by the AGMA Environment Team, in close association with the Centre for Sustainable and Urban Futures (SURF), using an action research methodology. An action research approach, embedded within current governance structures, was used in an attempt to both capture an accurate baseline within a city region undergoing rapid change, whilst simultaneously supporting the authors to identify solutions to practical problems being experienced in the governance, policy and knowledge for sustainability arena in GM. A literature review and a small number of individual inquiries were combined with a stakeholder workshop and formal interviews to gather the baseline and test the accuracy of its assumptions and the conclusions drawn.

Three key messages were identified which relate to the main themes of the project: Governance, Policy and Knowledge.

Appropriateness of the governance framework – At the time of the assessment, the GM governance framework was being reviewed: to better reflect policy priorities; to reflect the change in emphasis from strategy development towards enhanced delivery and to enable wider engagement of key stakeholders. The resulting framework, whilst an improvement, was still found not to reflect the full inclusion of policy topics nor stakeholders that often would be considered under the broad heading of sustainable urban development. In addition, consideration has been given to the challenges of defining the roles and relationships between the district authorities and AGMA in this regard.

State of the policy framework – The focus of the Greater Manchester Strategy (GMS), the overarching strategy for GM, is primarily on issues concerned with economic growth, including inter-alia the development of a low carbon economy, improving the energy and transport infrastructure and creating better life chances for residents in deprived areas. This focus on economic wellbeing is a strength, in that it concentrates effort, but also a weakness as it can lead

to an increased risk of unintended consequences. Wider socio-economic issues, notably health and equality & diversity are given less consideration. A number of daughter strategies were identified that promote aspects of sustainable urban development. However, the inter-relationship between these strategies, required to glean a systemic view of how to transition to a sustainable city of the future, was found not to be strong and there does not appear to have been a systematic attempt to assess these documents for any conflicts or synergies.

State of the knowledge base – The GMS was based on evidence which was largely economic in focus. A significant body of evidence to inform key aspects of the GMS is available, well resourced and well managed. A wider set of existing socio-environmental evidence has not been fully brought together to assess how it collectively relates to and informs current pathways. There is therefore a question over whether this evidence base, on interrogation, would provoke challenges to the existing policy assumptions. Attempts have been made to form a suite of key priority indicators to monitor progress of the GMS strategic priorities. All of the current headline indicators are economic, including one which assesses the carbon efficiency of GM’s economy.

2.1 Introduction

Mistra Urban Futures (M-UF) is a global Centre which aims to develop the capacities and capabilities of cities and city-regions to address the challenges of sustainable urban development. The mission of Mistra Urban Futures is to increase urban capacity to deliver new knowledge, approaches, tools and arenas needed to provide **fair, green, and dense** urban environments. This means cities that are just and prosperous, green and healthy, liveable and effective.

Mistra – Urban Futures operates through five Local Interaction Platforms (LIPs) in Sweden, South Africa, Kenya, Shanghai and UK (Greater Manchester). Collaboration between the LIPs is provided by the Urban Futures Arena (UF Arena). Within the UF Arena, an International Pilot Project has been developed to build capacity across and within the LIPs. Through understanding the different challenges and possible transition pathways in each context, the project will provide a baseline assessment of the starting conditions within different city-regions which will contribute to the overall success of Mistra Urban Futures.

‘Governance, Policy and Knowledge for Sustainability’ aims to provide a comparative review of the governance and policy of urban sustainability across the Mistra Urban Futures Local Interaction Platforms (LIP). The project will examine the challenges faced and the factors which shape the capacity and capability for concerted, integrated and trans-disciplinary responses within the different LIP contexts. The first phase of this work involves a baseline assessment designed to understand *what* is happening in each LIP.

This report provides the baseline assessment of governance, policy and knowledge of urban sustainability for Greater Manchester, the challenges faced and the factors which shape the capacity and capability for concerted, integrated and trans-disciplinary responses. This baseline assessment maps:

1. The specific challenges of urban sustainability in Greater Manchester;
2. The content of formal policies designed to address urban sustainability;
3. The roles of different organisations, groups and communities in formulating policies;

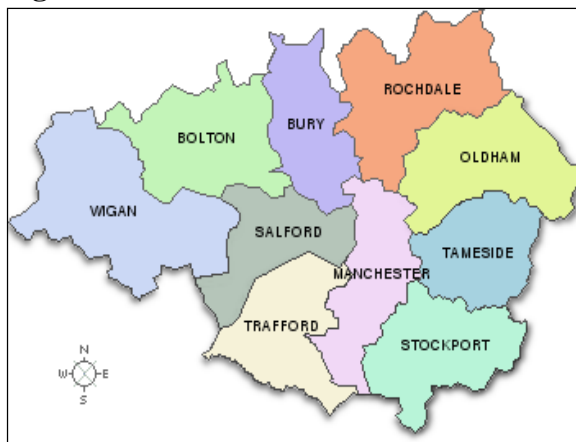
4. The forums and mechanisms for consultation and participation in formal policy making-processes;
5. The mechanisms for and barriers to ensuring that policies are implemented and assessing their effectiveness;
6. The evidence base for urban sustainability policy; and
7. Relevant activities and groups that remain *outside* the formal policy process.

It also outlines how these have changed over time. In this way, this report attempts to review the challenges of Sustainable Urban Development in Greater Manchester and how Local Authorities in Greater Manchester respond to these challenges. It explains who identifies the response required and what evidence is used as well as an assessment of the effect of these responses and how this could be enhanced.

2.2 Background

The Greater Manchester geographic area covers the ten district authorities of Greater Manchester (see Fig. 1). Together, these districts form the UK's largest city-region outside of London with a population of 2.6 million people and a cumulative GVA (Gross Value Added) of £46 billion per year.

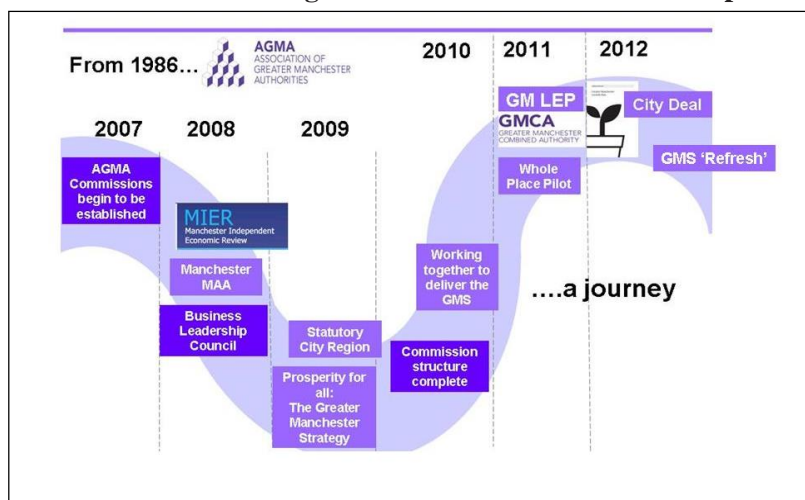
Fig. 1: The 10 Local Authorities of AGMA



The Association of Greater Manchester Authorities (AGMA) was established in 1986. It acts as the voice of the ten local authorities of Greater Manchester and works in partnership with a wide range of organisations including private, public and voluntary within the city-region and beyond. AGMA Chief Executives and Council Leaders meet regularly to work together on a range of key strategic and policy issues which impact on Greater Manchester with a common objective of ensuring that, by 2020, Greater Manchester will be a world class city region at the heart of a thriving North of England.

The 2009 Budget gave Manchester City Region the opportunity to become a pilot statutory city region. This decision allowed GM to tailor programmes at a local level to meet its own economic, social and environmental needs and to have a direct and more dynamic hand setting the future of the city region.

Fig. 2: Time line of AGMA's development



In December 2009, Greater Manchester was also designated as the UK's first Low Carbon Economic Area for the Built Environment. A Joint Delivery Plan encompassing the work necessary to achieve this was agreed by AGMA Executive in June 2010. AGMA Environment Commission is responsible for delivery of the Plan and established the LCEA Board to oversee work on the Plan on its behalf.

The Localism Act (2011) has introduced a duty to cooperate in relation to the planning of sustainable development. This requires Local Planning Authorities to cooperate with other local planning authorities and bodies on the preparation of development plans and associated activities so far as they relate to "sustainable development or use of land that has or would have a significant impact on at least two planning areas". In this regard, the Local Planning Authority and others are required to engage constructively, actively and on an ongoing basis.

2.2.1 Recent Move to Localism

Over the last ten years, sustainable urban development policy has largely been set statutorily at the Northwest regional level. Four key regional governance organisations formed a concordat: NWDA, 4NW (ex Regional Assembly), Government Office Northwest and Environment Agency. Joining together with other regional and local governance bodies, the private and voluntary sectors, these organisations formed a broad regional partnership with the aim of promoting sustainable economy development for the region. This partnership influenced the development of the Regional Economic and Spatial Strategies and devised and delivered regional action plans for Climate Change, Sustainable Consumption and Production, Derelict Land Use, Low Carbon Sector Development, Health and Social Inclusion.

In December 2004, the North West Regional Assembly invited the Manchester City Region to provide advice on the development of the approach to the City Region in the proposed Regional Spatial Strategy. AGMA submitted a full statement in September 2005 which proposed an overall vision, key strategic principles and critical elements of the spatial policy framework for the City Region. The approach in the Regional Spatial Strategy, both in terms of its overall strategy and the individual policies for Greater Manchester, therefore reflects a significant amount of sub-regional joint-working.

In 2010, a change in UK Government administration brought with it a change in Government policy away from 'regionalism' and towards 'localism'. This placed an increased emphasis on Local Authorities as change agents for sustainable economic development and also saw the creation of private sector led Local Enterprise Partnerships (LEPs) to provide local business leadership. Between 2010-2012, many of the previous regional governance organisations were abolished or scaled back. In addition, many of the collaborative regional fora, established and financed by these bodies, have been dis-established (e.g. Northwest Equality Partnership).

There are now 5 LEPs in the Northwest, one for Greater Manchester. Each of the LEPs has a different set of priorities for their area but all are focused on economic development. The limited scale of resources available to them mean that they largely focus on enterprise, skills, key sectors and innovation, although there is also recognition that infrastructure and 'place' has a key bearing on economic success. In addition, City-regional scale Health and Well-being Boards

and Local Nature Partnerships are also being instituted by Government to support national policy delivery and local policy development.

Greater Manchester retains some links to the wider Northwest region through existing (e.g. Northwest Climate Change Partnership and Climate Change Local Authority Support Programme (CLASP)) and new partnerships and fora (e.g. Northwest Local Enterprise Partnership and Northwest Local Nature Partnership meetings). Greater Manchester is also represented by Manchester City Council on England's Core Cities Group, an association between seven of England's largest cities.

2.3 Methodology

In undertaking the baseline assessment, SURF engaged directly with AGMA's Environment Team through their newly appointed Director who has the promotion of sustainable economic development as part of his remit. The AGMA Environment Team is responsible for supporting the Greater Manchester Environment Commission to develop and deliver its work programme. Whilst other AGMA Commissions exist, the AGMA Executive having oversight of all, and other public bodies have more defined roles (e.g. Public Health) there exists no single governance body in Greater Manchester with responsibility for the breadth of the sustainable urban development agenda.

An early challenge experienced was in defining the term 'sustainable urban development' with a variety of interpretations being understood by different actors. The starting point for this baseline assessment was the definition from the Brundtland¹ (1987) report "development that meets the needs of the present without compromising the ability of future generations to meet their own needs", encompassing the integration of economic, social and environmental issues in the city-region. It became clear, quite early in the investigation that aspects of social sustainability (e.g. equality, diversity, social inclusion) are under-represented at GM level. The report therefore drills down into the work of the AGMA Environment Commission, including the recent development of the GM Low Carbon Hub, to exemplify the broader issues of governance, policy and knowledge. This focus on 'environmental sustainability' has been used as a proxy to investigate the broader aspects of sustainable urban development.

An action research approach was adopted as the dominant methodology. Action research simultaneously assists in practical problem-solving and expands scientific knowledge, as well as enhances the competencies of the respective actors through a repetitive cycle of action and reflection. An action research approach, embedded with current governance structures, was selected for two reasons: a) as an attempt to capture the dynamic relationship between governance, policy and knowledge within a city region undergoing rapid change; and b) to enable the authors to learn through experience and reflection. In undertaking the baseline assessment in this way, it was intended both that knowledge would be more robustly learnt and actions would be undertaken to improve the situations and challenges encountered.

A literature review and informal discussions within the GM Environment Team, and between them and SURF lead, to an initial assessment of the governance and policy baseline. Gaps in

¹ Brundtland, G. (1987), "Our common future: The World Commission on Environment and Development", (ed.), Oxford, Oxford University Press. Chapter 2, para iii.

knowledge and assumptions were identified and, between June and November 2012, a small number of action research inquiries were undertaken to fill the gaps and test the assumptions, including:

- Mapping of the existing policy framework for 'environmental sustainability'
- An assessment of the readily available evidence base at the local, city-regional and regional levels
- A stakeholder mapping exercise for the Environment Commission to assess the breadth of wider engagement

A small stakeholder workshop with a wider set of actors from the AGMA family of organizations was then held to test the validity of the emerging conclusions of this work. The feedback from the workshop was used to refine the baseline assessment. Finally, a small number of formal interviews were held with key actors to gain further perspective and insight into the challenges identified through dialogue. Throughout the assessment process, regular review meetings were held with SURF to afford reflection, support reflective/reflexive learning and offer challenge to the emergent findings and conclusions.

2.4 Baseline Assessment

2.4.1 The specific challenges of urban sustainability in Greater Manchester

In August 2009, the Greater Manchester Strategy (GMS) "Prosperity for all" was published in response to the Manchester Independent Economic Review (MIER). The GMS was evidence led and set out the agreed direction for Greater Manchester's ten local authorities and their partners. It provides the key focus for the work of the various Greater Manchester governance bodies, particularly the Greater Manchester Combined Authority and the Greater Manchester Local Enterprise Partnership.

The over-arching Vision of the Greater Manchester Strategy is "By 2020, the region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener city, where prosperity is enjoyed by the many not the few." It contains ten delivery priority actions (see Fig. 3) and an eleventh priority to increase co-operation and coordination across AGMA's governance structure.

As the evidence base used for the GMS was primarily via the MIER, it is perhaps unsurprising that the key priorities identified have an economic focus. It is notable that socio-environmental aspects of sustainable urban development, whilst sometimes mentioned in the narrative of the Strategy, are not well represented in the delivery priorities e.g. social inclusion including equality and diversity, environmental quality and cultural/behavioural change. However, some of the delivery priorities do have strategic relevance to sustainable urban development, including: developing a low carbon economy, improving transport infrastructure, providing a sense of place and quality of life of residents and improving life chances in deprived areas.

Fig. 3 Greater Manchester Strategy Delivery Priorities

<p>Early years</p> <ul style="list-style-type: none"> • We are working on approaches to better prepare 0 to five-year-olds for school as well as pioneering new ways of engaging with families with complex needs. 	<p>Sense of place</p> <ul style="list-style-type: none"> • Improving the quality of life for those who live, work or visit Greater Manchester.
<p>Increasing the proportion of highly skilled people in the region</p> <ul style="list-style-type: none"> • The Commission for the New Economy is now a statutory Employment and Skills Board. This will mean that Greater Manchester has the power to set its own skills agenda, whereas previously this agenda was set nationally. 	<p>Creating quality places to meet the needs of a competitive city region</p> <ul style="list-style-type: none"> • Creating an integrated approach to prioritise programmes as they relate to transport, economic development and housing. • Developing new models of investment in housing and regeneration and making the most of our assets to complement funding we can secure from Government.
<p>Attracting, retaining and nurturing the best talent</p> <ul style="list-style-type: none"> • Reviewing current arrangements to create a culture of enterprise within schools, colleges, universities and communities. 	<p>Low-carbon economy</p> <ul style="list-style-type: none"> • Developing a successful model for delivering a major household and commercial retrofit programme, as a contribution to sustainable economic growth and market development. • Establishing a GM strategic energy framework with clear priorities for action. • Developing proposals to deliver a low-carbon transport system.
<p>Expanding and diversifying the economic base of the region</p> <ul style="list-style-type: none"> • Projects to attract research institutions to the region. • Plans for a new digital infrastructure that will help us compete in a global market. 	<p>Improving transport connectivity into and within the City Region</p> <ul style="list-style-type: none"> • Proposed increased influence on Greater Manchester’s own transport networks, rail and highways, with powers similar to Transport for London. • Greater Manchester is working closely with the Department for Transport to assess the opportunities for enhancing the positive economic, social and environmental impacts of the bus network.
<p>International connectivity</p> <ul style="list-style-type: none"> • A review of internationalisation needs, involving a case study of local businesses. • Development of an international trade delivery model designed to increase the impact of Manchester Airport and facilitate accessibility to the world’s fastest-growing market in China. 	<p>Better life chances in the most deprived areas</p> <p>We aim to tackle deprivation via a more radical, integrated approach that:</p> <ul style="list-style-type: none"> • Spends more time and resources on the problem rather than the processes involved. • Focuses on the individual, promoting greater self-reliance, self-help and community engagement. • Promotes public sector reform, including improvement, efficiencies and the need to reduce demand for dependency-related services.

In particular, The Greater Manchester Strategy sets out three strategic objectives to achieve a rapid transformation to a low carbon economy:

- Establish Greater Manchester as an internationally recognised research and consultancy centre in low carbon technologies;

- Apply cross cutting sustainability principles to procurement, transport, spatial planning and investment activities, and prioritise the retrofit of existing domestic and commercial stock;
- Develop a robust understanding of critical infrastructure, strengthen accountabilities and improve the security of supplies by investing in measures.

Tackling climate change; cutting carbon and securing greater economic prosperity are key driving forces behind GM’s strategy for the future. The GMS aims to collectively deliver a 48% reduction in carbon emissions² across the GM Districts. This goal can only be reached through delivery of GM’s low carbon investment and green growth ambitions. Recent research suggests that sales from Low Carbon Environmental Goods and Service (LCEGS) sector businesses in Greater Manchester (GM) are already in excess of £5bn p.a. and that the sector is expected to continue to grow by 4% per annum. GM has high ambitions for continued low carbon economic growth, capitalising on GM’s existing strengths.

2.4.2 The content of formal policies designed to address urban sustainability;

Over time, a number of daughter strategies have been development to add depth and translate the strategic priorities of the GMS into actions and targets (See Fig. 4). Within the Brundtland definition, several of these key strategies contain priorities and actions which will have an impact on sustainable urban development. It is interesting to note that, to date, little evidence has been found that these priorities have been collated and analysed for synergies or conflicts, nor that many of these strategies were subjected to a sustainability assessment during their formation.

Fig. 4 Significant daughter strategies of the GMS

Transport	GM Local Transport Plan 3 (2012)
Waste	GM Waste Strategy (Updated 2012) GM Waste (2012) and Minerals Plan (draft)
Energy	GM Energy Strategy (2012)
Climate	GM Climate Change Strategy (2011)
Land	GM Green Infrastructure strategy (2012) GM Ecological Frameworks (2011)
Water	Catchment Mgt Plans (EA) Surface Water Management Plans Asset Management Plans (UU) – every three years
Air	Air Quality Policy and Protocol (2010)
Health	Adult Health and Wellbeing Delivery Plan (2009)
Buildings	GM Housing Retrofit Strategy (draft) Greater Manchester Local Investment Plan 2 (2011-2015) Some LAs also have elevated standards for building regulations
Skills	Early Years Strategy
General	GM Spatial Investment Framework (draft) Greater Manchester Growth Plan (2012) Greater Manchester Single Investment Framework (draft) GM Impact Appraisal Methodology (draft)

² Between 1990-2020

To exemplify the relationship between the GMS and its daughter strategies, a review of two of the key environmental strategies, the Climate Change Strategy (2011) and GM Energy Strategy (2012) was undertaken.

The GM Climate Change Strategy

The Greater Manchester Climate Change Strategy (GMCCS) sets out the strategic actions GM need to take on buildings, on energy and transport, on the natural environment and on patterns of consumption - it provides the context for action across all of these themes and at every level. The four objectives of GMCCS represent high level drivers that steer joined-up action on climate change:

- We will make a rapid transition to a low carbon economy;
- Our collective carbon emissions will have been reduced by 48%;
- We will be prepared for and actively adapt to a rapidly changing climate; and
- ‘Carbon literacy’ will have become embedded into the culture of our organisations, lifestyles and behaviours.

The GM Climate Change Strategy is segregated into five Themes, recognising that if GM's carbon targets are to be achieved there must be appropriate action taken in different sectors of the economy and civil society:

- Our Buildings
- Green and blue infrastructure
- Energy Infrastructure
- Transport
- Sustainable consumption and production

Following approval of the Greater Manchester Climate Change Strategy (GMCCS) by the AGMA Executive Board and its subsequent endorsement by the GM LEP Board, the Environment Commission adopted the Strategy as a tool for improving the co-ordination of its work programme and aspects of governance, planning and performance monitoring. The five themes in the Strategy create a framework that could be aligned to future governance and delivery arrangements. The four objectives of the Strategy include indicators that may provide the basis of performance monitoring.

In the formation of the Climate Change Strategy, no strategic sustainability assessment was undertaken. Whilst there was consultation on the draft Strategy, this was largely conducted within the GM Family of organizations, the Environment Commission and its related groups e.g. GM Energy Group and Low Carbon Economic Area Board.

GM Energy Plan

The GM Energy Plan was approved by and launched in 2012, as a supplementary strategy to the GM CCS, which focused on energy infrastructure for generation and distribution as well as issues of supply and demand. The key energy challenges identified in the Plan for Greater Manchester include:

- **Carbon emissions reduction and associated market drivers**, including an ambitious CO2 emissions reduction target of 48% by 2020;

- **Ageing and vulnerable distribution infrastructure**, which needs to adapt to new connection, management and two-way flow requirements;
- **A drop in UK generation due** to the decommissioning of old nuclear, gas and fossil fuel power stations;
- **The price, availability and impacts of fossil fuel extraction, distribution and use**; Increasing electricity demand associated with uptake of digital technologies, and, in the mid term, switching from fossil fuels to electricity for heat and transport;

To meet these challenges, the plan suggests that Greater Manchester needs to:

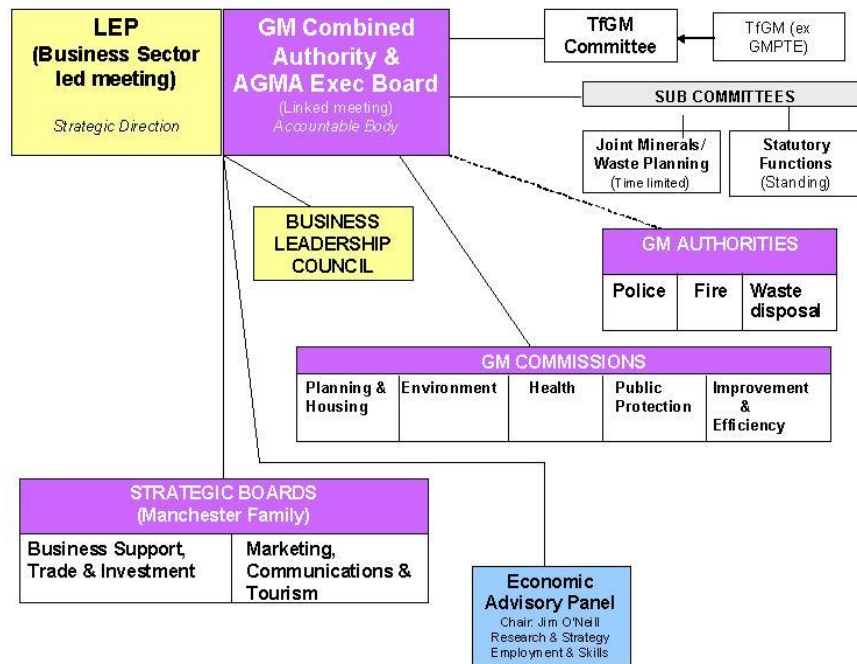
- **Change energy systems, use and behaviour** to capitalise on times when intermittent renewable supplies are abundant and network capacity is available;
- **Identify opportunities and locations for new low carbon energy generation and distribution infrastructure**, aiming for GM to host 1TWh/year of electricity generation and 2-3TWH of heat generation by 2020, requiring a total investment of around £3.5 billion to achieve this;
- **Harness the substantial economic opportunities arising from the changing ways in which Greater Manchester and the world will meet its future energy requirements**; and support partners in investing c£500 million+ to make our energy distribution networks fit for purpose in a low carbon economy; ;
- **Make sure we have the skills, expertise and knowledge** needed to deliver GM’s future energy system;
- **Recognising that the majority of investments and actions will need to be market and private sector driven**, to forge and maintain strong relationships and partnerships with key energy stakeholders, including the Greater Manchester Energy Group; and make sure that communities have a stake in their energy future;
- **Capitalise on, and grow our substantial energy systems R&D and innovation capability**

Again, the plan was not subjected to a rigorous sustainability appraisal during its formation, however, the plan does consider some of the social as well as economic and environmental impacts of its implantation (e.g. fuel poverty). Consultation on the Plan was through a sophisticated on-line platform which, although capable of receiving feedback from a wide variety of stakeholders, was only really used to engage with stakeholders that had an existing relationship with AGMA.

2.4.3 The roles of different organisations, groups and communities in formulating policies

Greater Manchester has a long history of joint working and is recognised nationally for having advanced governance structures. The way in which Greater Manchester cooperates is driven by two interlinked priorities: economic growth and public service reform. This has resulted in structures and organisations aimed at improving the roles and work undertaken at the sub-regional level, in a way that ensures democratic accountability (see Fig. 5). A full description of each of the bodies named is provided in Annex 1 and a summary of the key bodies is provided below.

Fig. 5: Relationship Between GM Strategic Bodies



During the stakeholder dialogue, it was noted that this diagram only reflected the public sector actors, not private or voluntary sector (e.g. Chamber of Commerce missing). It really only reflects the publically accountable governance structure.

GM Combined Authority, AGMA Executive Board and Commissions

The AGMA Executive Board is the decision making body for sub regional governance in Greater Manchester. It consists of the ten Leaders of the Greater Manchester local authorities and also representatives of the Greater Manchester Fire and Civil Defence Authority, Police Authority and Waste Disposal Authority. The Constitution gives the Executive Board the power to establish strategic commissions. These are designed to discharge the functions of the Executive Board in respect of particular areas of work.

There are currently five commissions in operation (although these are all under review):

- Environment
- Improvement & Efficiency
- Health
- Planning & Housing; and
- Public Protection

The Business Leadership Council (BLC) was established by AGMA in September 2008, and is designed to give the private sector a clearly defined role in the AGMA governance structure. In addition, the Government approved AGMA’s proposal for a business-led Local Enterprise Partnership (LEP) and encouraged Greater Manchester to establish the Partnership. LEPs are

designed to support business and local authorities to grow the local private sector, tackle major barriers to growth and develop shared strategies for the local economy to increase job creation. The intention is that the LEP will “wrap around” the Combined Authority and “provide private sector leadership and expertise with a sharp focus on creating high value and sustainable jobs, increasing trade and investment, tourism and marketing and supporting supply chains”.

AGMA has voluntarily worked together for over twenty years, however, the need for robust statutory arrangements has resulted in a proposal for a Combined Authority to provide a platform for the devolution of powers and make more effective use of the resources available for the ten authorities and their partners. The Combined Authority enables more effective alignment of decision-making in key areas such as transport, spatial planning, economic development and regeneration.

AGMA’s governance arrangements are designed to ensure that they have a thread of democratic accountability running throughout them. This is achieved by:

- the Leaders being accountable within their own authority’s scrutiny arrangements for decisions made at the Executive Board
- giving any of the ten authorities the opportunity to raise issues at the sub regional level or question decisions taken at that level; and
- putting in place separate independent scrutiny arrangements for the sub regional governance function, carried out by elected members drawn from across the ten authorities.

Each of the Commissions (except Improvement and Efficiency which consists entirely of local authority members) are formed of a mixture of elected members and representatives from other partners, including the private sector, other public sector agencies and the voluntary sector. The AGMA Executive Board and all Commissions are public meetings (held quarterly).

The Manchester ‘Family’ Centres of Excellence were borne out of a significant restructuring of the Manchester agencies in 2010/11 and are as follows:

- Research, Strategy, Evaluation and Performance Management including Employment and Skills – New Economy
- Business Growth, Trade and Inward Investment – MIDAS (Manchester Investment Development Agency Service) /Manchester Solutions (the Greater Manchester Chamber of Commerce’s service delivery arm)
- Marketing, Communications and Tourism – Marketing Manchester/Visit Manchester.

An integrated business plan has been produced for the Manchester Family Centres of Excellence, focusing on supporting the sustainable economic growth of Greater Manchester. Progress on delivering the Business Plan is reported to both the Greater Manchester Combined Authority and the Greater Manchester Local Enterprise Partnership. The AGMA Executive and Combined Authority will also approve the work programmes of the Commissions, including the Environment Commission, and have final approval of any strategies and key decisions that have significant financial implications.

The Greater Manchester Environment Commission

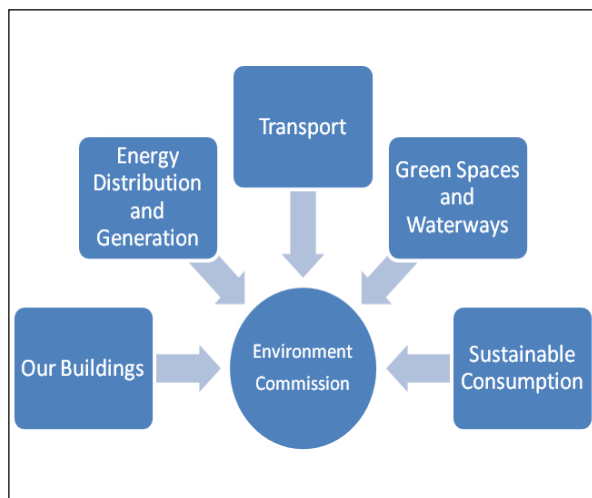
Greater Manchester's Environment Commission started work in 2009 with 19 board members, co-ordinating activity with partner organisations to tackle climate change, energy, water, green infrastructure, transport, waste and other issues. The AGMA constitution outlines the role of the Environment Commission as follows:

- Preparation and co-ordination of delivery of strategic plans and projects, design of infrastructure for the combined administrative area for the purpose of protecting and improving environmental quality, and liaison and advice with the Board and other work areas to ensure alignment of Plans and projects with environmental objectives
- Establish, and where appropriate, provide a governance pathway for agencies, groups and organisations whose remit is to drive forward environmental priorities
- Establishment and Management of effective strategy, plans and infrastructure to co-ordinate and deliver an effective response to Climate Change, including the establishment of a Climate Change Agency for the combined administrative area
- Together with the Greater Manchester Waste Disposal Authority (WDA), and Wigan Metropolitan Borough Council in its role as a WDA, to develop a comprehensive city regional sustainable waste management approach that encompasses commercial, industrial and construction and demolition waste streams, delivers synergies and economies of scale, and promotes sustainable production and consumption.

It can be noted that these Terms of reference do not cover the full breadth of the sustainable urban development agenda, nor is there a requirement for the Commission to consider inter-related issues outside of its remit.

To support it in these endeavours, the Environment Commission has initiated five subgroups, each lead by an independent Environment Commissioner and comprised of representatives of the public, private and voluntary sectors (See Fig. 6).

Fig. 6 Environment Commission Sub-groups



The subgroups also meet quarterly/6 weekly. They are not public fora, but each has an engagement role.

At the time of undertaking this baseline assessment, the Environment Commission was in the process of considering revision of its structure, folding the existing Low carbon Economic Area Board (a pre-existing sub-group structure) into this sub-group map, to form a Low Carbon Hub for Greater Manchester.

Standing GM Officer Groups

The GM Environment Team also support a Chief Officer's Group comprised of Director level environmental representatives from each of the ten GM districts, Chaired by the AGMA's Lead Chief Executive for Environment (currently Oldham's Chief Executive). The Chair is also a member of the Greater Manchester Wider Leadership Team, a collective of Chief Executives representing the ten Local Authorities, Police, Fire and Health plus the Chief Executives from the GM family of organisations e.g. New Economy, Chamber of Commerce etc.

In principle, the Environment Chief Officers Group has the opportunity to review and comment upon all matters laid before the Environment Commission or AGMA Executive so as to ensure that there is buy-in from each District to the measures being proposed, prior to them seeking approval. The Chief Officers Group also meets quarterly, usually two weeks in advance of the Environment Commission meeting. Climate Change Leads, usually Direct reports of Chief Officer Group members, from each Authority also meet on a quarterly basis for information sharing and progress update and to provide a further feedback loop the GM Environment Team.

2.4.4 The forums and mechanisms for consultation and participation in formal policy making-processes

Organisations, Groups and communities in Greater Manchester can engage with the AGMA Executive and Commissions in several ways, as/through:

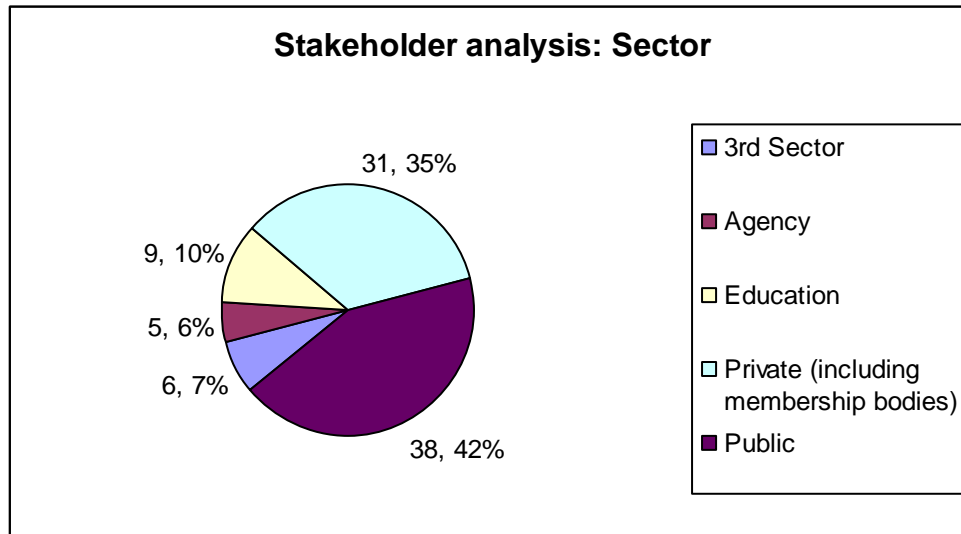
- Members of groups – strategic partners who have seats on the Commission or its Sub-groups
- Delivery Partners – wider partners/experts supporting the delivery of key actions
- Consultees - provide input to policy formation e.g. through consultation exercises
- Attendees at public events (expos) – engaging and expressing views in public
- Democratic processes i.e. through lobbying their local Councillors
- Local groups feeding in to Local Authority core and Neighbourhood strategies

As already explained, consultation on strategy and policy development through one of these mechanisms tends to be limited to existing partners of AGMA. Dialogue with key internal stakeholders suggested several reasons for this:

- a) Lack of time or resources to effectively engage
- b) Some stakeholder groups are represented at local rather than the GM level
- c) Some of the stakeholder groups that are represented at the GM level either do not have sufficient resources themselves to engage, or are not considered to have been strong in their previous engagement.
- d) It is felt that as local groups feed into District plans and strategies, Local Authority officers and members can competently represent their views at the GM level

A stakeholder mapping exercise has been undertaken to define existing stakeholders of the Environment Commission (See Fig.7) defined as those people who attend the Environment Commission or one of its 23 related Groups or project Boards, both internal and external to AGMA. 208 individuals were identified in the mapping exercise, representing 89 individual organizations.

Fig. 7 Results of Stakeholder Mapping Exercise by Sector



Approximately two thirds of the stakeholder group is from the private or public sectors but only 7% were found to be from the voluntary sector. 20% of the stakeholder group are female and 80% are male.

2.4.5 The mechanisms for and barriers to ensuring that policies are implemented and assessing their effectiveness











As part of the dialogue process undertaken for the baseline review, a number of mechanisms for, and barriers to, ensuring that policies are implemented were identified. In addition a review of existing Key Performance Indicators was also undertaken as one mechanism of assessing the effectiveness policies.

Mechanisms

The strategies and policies set out above are subject to both operational and political scrutiny on a regular basis. Operational issues are presented to AGMA's Wider Leadership Team as they arise. Regular thematic progress reports are provided to each of the Environment Commissions meetings and these are summarised into a half yearly progress report on the Environment Commission work programme which is presented to the Commission. A quarterly scrutiny report is also produced for work undertaken by each of the Commissions and sent to AGMA Scrutiny Committee to assess progress and political review.

National sustainability indicators are produced annually (a year in arrears) by Government. Most of these can be derogated to the regional, but not the city regional level. Measures and indicators of GM's sustainability are still under development. There is a high level target to reduce Carbon emissions by 48% (from a 1990 base) by 2020 and further targets are being developed as part of developing the Greater Manchester Climate Change Implementation Plan. A suite of Key Headline Indicators have been developed to monitor progress against the key priorities of the Greater Manchester Strategy (see Fig. 7).

Fig. 7 GM Headline Indicators

HEADLINE INDICATORS:					
Headline Indicator	Data Source	Baseline result and date	Current result and date	Desired Direction of Travel	Actual Direction of Travel
Total output (as measured by Gross Value Added)	GMFM	£43.8bn (2009)	£44.3bn (2010)		
Total employment (number of jobs)	GMFM	1,283,400 (2009)	1,257,900 (2010)		
Productivity (total output divided by total employment)	GMFM	£34,200 (2009)	£35,200 (2010)		
Resident employment rate (percentage of working age residents in employment)	Annual Population Survey	67.2% (Oct-2008 to Sept-2009)	66.6% (Apr 2010-Mar 2011)		
The carbon efficiency of GM's economy (CO2 (kts) per £M GVA)	CO2: DECC 186 data GVA: GMFM	0.39 (2007)	0.36 (2009)		

It can be noted that these Headline Indicators all have an economic focus. There is also a broader suite of indicators which include health, poverty, crime, environment and education as well as economic indicators, but social inclusion indicators are not considered. However, in many cases, the lack of available, robust, replicable GM specific data often means that even when they are present, they are difficult to use to measure continuous progress.

Barriers

Several barriers to ensuring that policies can be implemented and are effective have been identified through dialogue with stakeholders.

- **differences in approach within 10 authorities** - is both a strength and weakness. A diverse approach allows for experimentation and innovation however a lack of uniformity can hinder integrated policy development
- **lack of a robust systemic approach to SUD** – there is less systemic thinking and action than required to embed SUD into the mainstream of GM socio-economic development.
- **lack of focus/priority** - as significant urban conurbation, GM has many priorities competing for limited resources. This leads to prioritisation challenges e.g. should we concentrate on carbon reduction, adaptation, early years learning - how do we prioritise? How does prioritisation work within a systemic approach?
- **pursuit of economic growth** (rather than development) as a key target – GMS sets out a strategy for continual economic growth without significant consideration of any limits to that growth or negative consequences.

- **lack of formalized research/project budget** - Having to bid for funding for projects and research, which may or may not be successful, reduces ability to implement SUD systemically
- **no formal audit process** e.g. SD appraisals - prevents independent assessment of progress in moving towards SUD
- **changes to political landscape** – over time can cause a shift in strategic direction and priority
- **imbalance of resources** – greater resources are placed at scene setting activities (strategizing) and less on implementation
- **lack of formal management system** or project management system, perhaps due to partnership level activities, means that resource planning is largely reactive
- **complexity of SUD topic** - lack of understanding and use of appropriate/diverse language for the audience (e.g. economic context) can hinder progress
- **staff resource constraints** - culture of 'just in time' inhibits longer term thinking
- **siload approach to strategic development/thinking** – although improving, there remains a siload approach to SUD in GM strategy and programme development
- **'localist' focus** - may blinker approach to more sustainable (cross border) options for some issues e.g. critical infrastructure for waste management and reduce the uptake of good ideas not created in GM
- **impacts of prevailing economic conditions** – global recession has lead to an understandable increased emphasis given to economic growth which may or may not be sustainable.

Discussion of these at the workshop suggested that some were probably common to all local authorities and other bodies with responsibility for sustainable urban development. Issues that were perceived as missing from the list included personal emotions of ignorance, fear and self interest and internal (to AGMA) mis-alignment.

2.4.6 The evidence base for urban sustainability policy in Greater Manchester

A recent review of the Greater Manchester economy confirmed that the Greater Manchester already functions as a cohesive unit. The Manchester Independent Economic Review, or MIER, along with a broad range of other evidence, was used to formulate the Greater Manchester Strategy (GMS). As this was primarily an economic analysis, there is little evidence that environmental considerations were taken in to account, other than the potential for growth in the Low Carbon Environmental Goods and Services sector.

A significant amount of environmental research has been undertaken over the last five years to better understand the key issues relating to the sustainable urban development in Greater Manchester (GM). The evidence base includes strategies, action plans, feasibility studies and well as primary research. This evidence base can be categorised geographically as:

- a) specific to Greater Manchester (created for and by GM)
- b) focused on the Northwest Region with GM specific information
- c) focused on the Northwest region with potential lessons for GM

A summary of the existing evidence base is provided at Annex 2. This mapping was undertaken by a small number of key officers across three GM family organisations. The summary shows that:

- significant focus has been placed on climate change adaptation research at the GM level (especially in recent years)
- with the exception of climate change adaptation, there is a paucity of recognized and collected data at the GM level for other SUD topics
- there is a lack of recognition and utilization of existing regional data
- With the exception of Climate Change adaptation, research undertaken by HEI/FEI are poorly represented

It is recognised that this mapping work is not complete; there are large omissions of existing regional and local data which could have a bearing on GM as a whole. Research at the local authority level is poorly represented which implies that either it does not exist or there is a lack of sharing of knowledge between the Districts. The most significant finding of the mapping work is that, prior to this exercise, there was no one repository for research which could inform SUD policy making in GM.

2.4.7 Relevant activities and groups that remain outside the formal policy process

Activities

A mapping exercise was undertaken to identify the environmental sustainability issues which were covered in GM policy, strategy or programme activity (see Annex 3). This analysis was undertaken for an ERDF funded project to provide Environmental Sustainability Technical Assistance to the GM LEP and its Agents (including the Environment Commission). A checklist of environmental sustainability topics was devised and mapped against existing policy and programmes, with a rating assigned to the degree of coverage and importance of the topic to GM.

The mapping exercise indicated that:

- Energy Infrastructure, Buildings and Monitoring and Measuring were reasonably well covered
- Sustainable Consumption and Production, Sector Development, Skills, Climate Change Adaptation and Natural Assets were moderately covered (in part); but
- Pollution Control and Transport are not well represented.

It should be noted that this checklist did not cover the full range of topics that may be of relevance to wider Sustainable Urban Development consideration (e.g. Equality and Diversity, Health, Social Inclusion and Rural). The stakeholder workshop also identified that some of the enabling measures of sustainable urban development (e.g. cultural change) were also absent from the checklist.

Stakeholders also questioned whether utilizing the presence of a topic within a strategy was evidence, in itself, that it was being actively considered and concerns were expressed that using a checklist at all could produce a silo mentality, when integration of the different measures was

perhaps more important (e.g. sustainable procurement). It was explained that the checklist was just one way that the project was attempting to take the pulse of activity occurring within GM.

Groups

Through the stakeholder mapping exercise undertaken, it is believed that key partners are well represented on the Environment Commission or its sub-groups as their composition is regularly reviewed. However, groups which may be under-represented include:

- local voluntary sector groups
- BME groups
- representatives of community groups (although there is local political representation)
- some public sector partners
- SMEs (although the Chamber of Commerce is represented)

Consideration of these at the stakeholder workshop also suggested that, whilst engagement with private sector was generally good, existing corporate key stakeholder tended to not to include manufacturing businesses. It was also suggested that public sector employees were not sufficiently engaged. Dialogue also considered that the geographic scale of Greater Manchester made inclusion of local voluntary groups in policy development and delivery difficult due to their number and capacity to engage.

The dialogue phase of the baseline assessment also considered potential routes for enhanced engagement of a broader sector of actors and how this might be accomplished through existing channels in Districts or online mechanisms.

2.5 Changes Over Time

2.5.1 The shift from regional to local governance

At their inception in 1998, Regional Development Agencies were tasked with five key purposes to further economic development within their regions, one of which was to “contribute to the achievement of sustainable development”. One of the aims of Northwest Development Agency (NWDA) was therefore to grow and develop the economy of the region whilst minimising any negative environmental and social impacts of that growth. In the first instance, in consideration of its sustainable development duty, the NWDA financially supported Sustainability Northwest as the existing infrastructure and knowledge base for promoting sustainable economic development. Sustainability Northwest was a quasi not for profit think tank funded by a small number of Northwest public and private sector bodies.

As the NWDA grew in size, it adopted a regional leadership role, forming strong partnerships with other regional governance organisations; primarily Government Office Northwest; Northwest Regional Assembly (later 4NW) and the Environment Agency, but also the region’s other public, private and voluntary sector bodies. 4NW took a public sector lead on behalf of the 44 Local Authorities in the Northwest Region. The work of the regional partners was subsequently developed and undertaken within four work-streams, recognising the overlaps and interactions between them:

- Sustainable Consumption and Production
- Climate Change
- Energy and Environmental Technologies Sector Development
- Environmental Quality

Each workstream formed its own partnership structures with wider networks to develop and deliver their strategies, policies and work programmes. Similarly, the regional partnership organizations established the Northwest Equality and Diversity Group and funded eight work-streams to investigate and promote improvement in different aspects of equality and diversity.

With the dismantling of the regional governance structures in 2010-2011, the regional approach to developing sustainable economic development was largely abandoned. Only the Environment Agency retains a statutory role for sustainable development at the regional level. The regional partnership approach was largely lost although there remains some residual activity through the Northwest Climate Change Partnership and Northwest River Basin Panel, both lead by the Environment Agency.

The move from regional to local also brought with it some challenges for policy development and delivery:

- The loss of the Regional Economic Strategy and Regional Spatial strategy moved responsibility for statutory sustainable development to core LA strategies.
- As central Government also diminished in size, its capacity to engage with a larger number of bodies was diminished which lead to less national agency representation (e.g. Carbon Trust, EST) on groups
- Less collaboration between adjacent (county level) areas

- Less sustainable urban development investigatory work is funded
- some regional groups are now missing from GM scene e.g. NISP, Envirolink, NW Universities Association, NW Equality Group

2.5.2 Changes at the Local Level

Emergence of 5 theme groups under Environment Commission

A significant step forward was achieved in 2011 when AGMA approved the GM Climate Change Strategy and the Environment Commission adopted the strategy as its over-arching policy for delivery. This change began the process of amending the governance structures to reflect the priorities of the strategy. 5 sub groups of the Environment commission have now been formed to develop and deliver the thematic priorities through wider engagement with the public, voluntary and private sector sectors.

More interdependencies between adjacent GM Local Authorities

Over the last three years, there has been a noticeable increase in direct project working within priority adjacent Local Authorities. This may partly be due to the recession, with Local Authorities achieving economies of scale through joint working, but may also reflect a greater recognition that some activities traditionally delivered at the local level may be better delivered over a wider geographic area under public sector reform proposals.

Decreased understanding of empirical issues (reduced observance of indices)

It is thought that the UK Government decision to relieve local authorities of formal reporting against a suite of national indicators has had the dual effect of reducing the necessity of empirical reporting, reducing the awareness and understanding of the scale of the issues, and reducing the priority that Local Authorities place on sustainable development measures.

Shift in concept of regional identity from Northwest to Northern

The impact of the removal of regional tier of governance has not only reduced the availability of funding for SUD measures but also in altering the perceived identity of Greater Manchester from a Northwest City region to a Northern UK city with enhanced presence on the national and international stage.

The Deal for Cities

The Greater Manchester City Deal was announced by the Government on 20 March 2012. It provides a substantial transfer of powers and responsibility from central government to the City Region. The deal represents a substantial and innovative package, supporting Greater Manchester's ambitions to create jobs and growth and reduce dependency. Inter alia, it directly supports the delivery of the priorities across the Greater Manchester Strategy. The signing of the Greater Manchester City Deal in March 2012 committed Greater Manchester to both initiating a Low Carbon Hub and to creating a Joint Venture with Green Investment Bank (UKGI), posing both significant challenges and opportunities.

Move from Low Carbon Economic Area to Low Carbon Hub

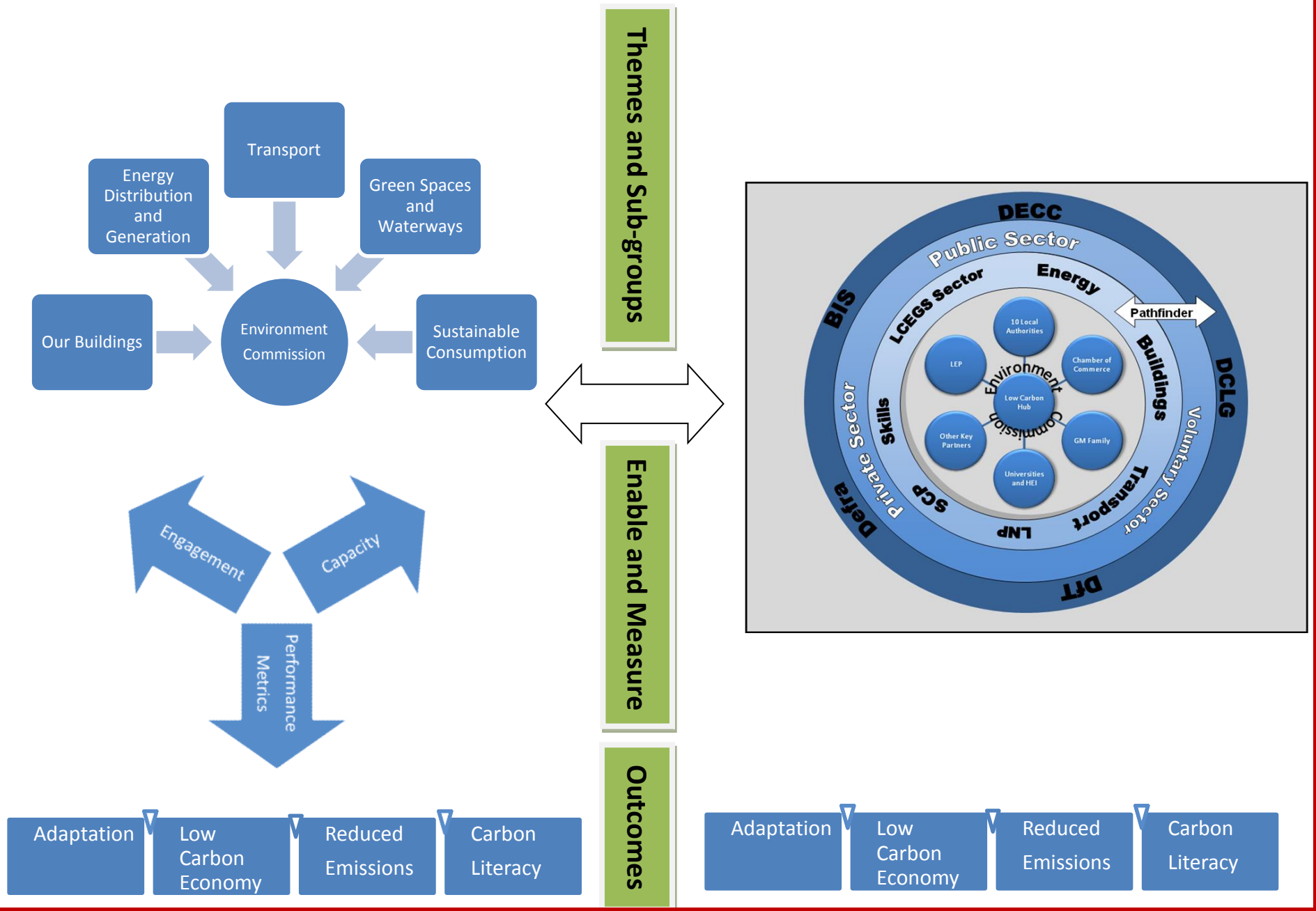
The Low Carbon Hub in Greater Manchester offers the opportunity to work collaboratively with Government Departments to devise a pathway to reduce our carbon emissions by 2050, through

the delivery of a jointly agreed Climate Change Implementation Plan. It also affords the opportunity to review Greater Manchester's existing local structures to ensure they are efficient and can support the delivery of the Hub's objectives.

Greater Manchester's Low Carbon Economic Area (LCEA) was created under a previous Government administration and is not now widely acknowledged within Central Government. Whilst the LCEA has been successful in accelerating delivery in some areas, a number of the 6 existing work programmes have struggled to make significant progress. A recent meeting of the LCEA Board acknowledged these challenges and related them, in part, to the quantity of officer support that AGMA had provided to each group. The Low Carbon Hub development provides a mechanism to re-focus the officer support provided to ensure it is appropriate to enable delivery. A diagram illustrating the transition from existing structures and relationships to those which might exist under a Low Carbon Hub proposal is provided at Fig.8. The diagram shows that, whilst the agreed outcomes remain the same, the Hub will attempt to better integrate the work of the Climate Change Strategy's Thematic Sub-groups, with the capacity to enable delivery, engage others and measure progress. It is important to note that the proposed Hub structure evolves from and will rationalise the existing sub-groups of the Environment Commission and LCEA Board, rather than duplicating them.

Also as part of the Greater Manchester City Deal, work has also already commenced on developing a Joint Venture with the UK Green Investment Bank which, if successful, will not only deliver a portfolio of low carbon projects which are deliverable over the next 5 years, but also a sustainable delivery mechanism which will bring projects to become investment ready and devise financial vehicles to fund and deliver them.

Fig. 8 Organisational Structure, Resources and Relationships



2.6 Conclusion

2.6.1 Discussion of Findings

From the baseline work undertaken, it is clear that the concept of Sustainable Urban Development, if the Brundtland definition is used, is not comprehensively practiced in Greater Manchester. Although AGMA/GMCA Executive has oversight, there is no one formal governance forum that considers the detail or the breadth of the sustainable urban development agenda. The formation of the Low Carbon Hub offers the potential to bring the governance for environmental sustainability under one umbrella as its work corals these aspects. Consideration is being given as to how democratic oversight of the Low Carbon Hub will be provided. It is possible that this might include a responsibility for assessing the inter-relationship between environment, social and economic issues under the general power to promote well-being. At the officer level, there is already good interaction between districts and AGMA officers on enviro-economic issues, through existing officers groups, but further consideration is required as to how this may better embrace social aspects of sustainable urban development. In addition, further consideration is required as to how the respective responsibilities of districts and AGMA can be better synchronized. In particular, how the sustainable urban development policies of the districts can be strengthened by increased uniformity, adopting best practice from one district to all. Further work is required to assess how AGMA can better utilize the relationship management mechanisms of the districts to better engage with local groups.

The focus of GM policy appears to be on economic development and growth, with less emphasis on environmental or social considerations, or at least, less integration between them. There is some debate as to whether this economic imperative is a political imperative, driven by senior officers or a mix of the two. The focus on economic growth is a strength for Greater Manchester as it provides clear direction, without significant dilution. However, the stakeholder engagement also revealed that the risks of this approach resulting in unintended consequences are recognized.

In particular, there appears to be less policy emphasis placed on social inclusion, equality and diversity of opportunity, with the possible exception of addressing fuel poverty. This is exemplified by the fact that the authors found it difficult to identify suitable specialist on these topics within the AGMA family to act as stakeholders for the dialogue elements of this assessment. In the dialogue phase of the assessment, several stakeholders considered that the interaction between social, environmental and economic aspects of sustainable urban development were addressed in policy formation through internal dialogue which occurs between officers within the AGMA family of organizations. However, not having a more formal sustainability appraisal of key strategies and policies, prior to approval, appears to be a significant omission in the policy formation process.

The enviro-economic interface is dominated by the priority to reduce carbon emissions (primarily to meet UK government targets) but also to capture the economic benefits of transition to a low carbon economy. It is postulated that this driven through the perceived need to align the environmental agenda closely with the political primacy given to economic growth. There is less emphasis placed on environmental protection and hence environmental quality, with the possible exception of air quality. The socio-economic interface is less well defined but appears to focus

on provision of better life chances to those in deprived areas, particularly relating to improved health and early learning.

The move from regional to local governance for sustainable urban development has had some deleterious impact on the promotion of sustainable urban development. It is not the removal of the regional tier of governance per se that caused the issue, but rather the speed of transition at a time of austerity has meant that local governance groups are having to rebuild the evidence base to reflect the local geography and put in place policies and engagement mechanisms which were previously present at the regional level. There is some evidence to suggest that this is now happening (e.g. equality and diversity groups are reforming on-line associations), but there has been an intervening gap. The reduced availability of finance for research and programme delivery will, however, continue to be an issue.

2.6.2 Reflections

Utilising an action research approach, embedded within existing governance structures, to conduct the baseline assessment has been useful. It has allowed the baseline to reflect the most current considerations of governance, policy and knowledge at the Greater Manchester level, at a time of substantial change. It has also influenced these changes e.g. by encouraging an analysis of key stakeholders to be involved in the new Low Carbon Hub and its sub-groups.

The baseline work has also had other beneficial impacts including:

- there has been a general acceptance that a more comprehensive evidence base for sustainable urban development should be identified, compiled, maintained and analysed to inform future policy development. The Research Team at New Economy has agreed to perform this role;
- It has also been recognized that HEI/FEI research should be better included in the evidence base where it is specific to GM. A bid for EU funding to undertake some of this work and provide enhanced capacity for AGMA to engage with GM HEI/FEIs has been submitted. Consideration has been given as to how these institutions can be integrated into the Low Carbon Hub governance structure;
- There is a greater recognition within the GM Environment Team, that the interaction between social and environmental aspects of sustainable urban development need to be better reflected in their work.
- Work to define a broader set of key indicators is ongoing and the findings of the baseline assessment will be fed into these discussions.
- The stakeholder analysis has identified significantly under-represented groups and consideration is being given as to how communication between AGMA and these groups can be improved, through news bulletins and online platforms.

Finally, this baseline review has primarily been undertaken by officers from the AGMA 'family' of organizations. Further work will be required to gain a wider stakeholder perspective on the challenges and opportunities for governance, policy and knowledge for sustainable urban development in Greater Manchester.

PART 3: EXAMPLES OF SUD IN GM

3.1 Background

A core part of the IPP baseline assessment was intended to include the identification with stakeholders of 5 existing exemplary activities that illustrate different approaches to sustainable urban development in the city-region. In GM LIP it was intended at the outset that this would be achieved via discussion at the temporary Project Advisory Group at the October workshop.

The findings of the baseline assessment, however, have necessitated a re-consideration of the purpose and limits of this task, informed in part by our Reflections of October 2012 and the workshop itself. This has led to a more critical examination of what is meant by both ‘exemplar’ and ‘sustainable urban development’ and a new work in progress that we intend to continue into the next phase of work.

3.2 The Process for Selecting Exemplars

3.2.1 The Workshop

As noted in (sections 1.1; 1.2; 2.0), a workshop was held in October 2012 which brought different representatives together under the Chatham House Rule to discuss the interim findings of the baseline assessment and inform the selection of exemplars of sustainable urban development. The group was first asked which one or two projects they most commonly talked about in relation to sustainable urban development. However, the discussion was shortened by a primary need to discuss and define what was meant by sustainable urban development in the first place.

As outlined in the baseline assessment, there is no single strategic body with responsibility for sustainable urban development in Greater Manchester. The report notes that ‘the inter-relationship between strategies, required to glean a systemic view of how to transition to a sustainable city of the future, was found not to be strong and there does not appear to have been a systematic attempt to assess these documents for any conflicts or synergies.’ The absence of clear collective understanding of ‘what’ is meant by sustainable urban development (by whom, for what purposes?) militated against an easy or consensual identification of exemplars by partners at the workshop.

When pushed, attendees came up with a list of ‘good examples’ of sustainable urban development and were asked to account for their reasons. The list included:

- The repopulation of the urban core
- Housing renewal projects
- The clean-up of the waterways
- The establishment and expansion of the Metrolink
- The ENWORKS business support programme
- Health and social care community pilots
- Manchester International Festival’s sustainability work
- The Co-operative Group

- The Zero Carbon Airport
- The decontamination of land in the city-region

It was noted that the difficulties in finding suitable representatives of social / equality / diversity agendas at city-regional level inevitably led to a paucity of such examples being given within the workshop context.

We were left with a decision: given the partial information revealed through the workshop, questions over representativeness and the absence of a unanimous view, on what basis would we select five examples?

3.2.2 *Broadening the Data Set*

We decided to consider the question of exemplars through a broader lens, drawing on pilot activities carried out across the GM LIP Mapping the Urban Knowledge Arena project as a whole. We re-examined previous workshops and seminars, interviews and essays written by practitioners to see what examples of good practice were being identified.

First we compiled a list of examples of SUD in GM, identified by our partners and other stakeholders during the pilot phase of the GM LIP, detailing where possible the activity, its scale (spatial and financial), its timing (duration and dates), its aims and objectives, who is/was involved (main actors and their roles), success factors, how success is/was measured, and the reasons why the activity had been put forward as an example of SUD. This has resulted to date in a scattergun aerial view of sustainable urban development activities and projects, encapsulated in an Excel spreadsheet. This is an ongoing work and is attached as a separate Appendix to this report.

We then explored the effectiveness of different organising principles to make sense of the data: by perspective (economic, social, environmental), by MISTRA Urban Futures theme (fair, green, dense) or by type. Under this latter category, the examples appeared to group around three areas:

- improvements to the built and natural environment (including new build, retrofit, regeneration, reclamation of land and rivers, infrastructure, management of buildings - i.e., activities that tend to focus on the physical aspects of SUD)
- the governance of Greater Manchester (including its institutional structure and policies)
- people-centred activities (including food projects, community projects and community hubs, cultural events and festivals, activist groups, education initiatives, research, business enterprise, programmes and projects addressed to social and economic deprivation)

A number of issues arose. These included the unevenness of data provided by partners and the extent to which claims made by partners could be independently verified or substantiated by independent assessment.

Importantly, the efforts to organise examples of sustainable urban development led us to reflect on whether our efforts to impose order and coherence to the examples undermined the key finding of the baseline assessment: that there are multiple initiatives, understandings of SUD,

motivations and outcomes which are piecemeal and fragmented rather than systematic and joined-up.

We reflected that different stakeholders faced with the same set of data would interpret it through their own lens and super-impose an order which represented their view of sustainable urban development. This raised questions over the extent to which the examples themselves should represent the messy and contested nature of SUD in GM and whose views and on what basis, if at all, we should prioritise them?

We undertook a final analysis of the existing dataset, this time looking not at themes or ways of grouping projects, but at motivations and values. We sought to examine the underlying reasons why partners identified particular examples to begin to understand what the key ingredients of success might be. We also took the decision to remove our own case studies and examples from the table, in order to enable to better reflect the views of partners within the city-region.

This led to a clarification amongst the project team of the differences between ‘example’ and ‘exemplar’, in which the latter was specifically evoking a value judgement of positive success and one that should be emulated. This enabled us to distinguish how and for what purpose different projects/initiatives had been identified and the ways in which they were mobilised to support different points of view. A further distinction was made between case studies (supported by a body of evidence) and experiments (seen to be indicative of particular approaches or novelties, but without systematic evaluation).

Making these distinctions is also important in distinguishing between those exemplars that are *claimed* as good practice and those exemplars that have been *evidenced* as good practice. The boxes below are claimed as good examples because they exemplify, for some, the broader sustainable values that people hold. We have not, at this stage, examined the evidence which supports whether these claims are valid in relation to the specific cases.

The consequence of this approach was to focus on the underlying narrative and commonalities between peoples motivations. Having approached the question of exemplars from this point of view – from the question of what they value – we then selected five *examples of exemplars* given to illustrate the wider narrative.

3.3.1 What is Valued in GM? Five Examples of Exemplars

3.3.2 Strategic capacity and leadership

A number of examples put forward by partners related to the development of strategic capacity and long-term thinking and commitment within the city-region. In contrast to the nature of short-term pressures and immediacy of policy pressures, partners commonly referred to processes of urban change and transformation that had occurred over time. That this long view was able to be cultivated despite the inherent short-termism of policy imperatives was attributed to strong leadership, the history of collaborative working and partnerships between different organisations. One such example (Box 1) was the regeneration of Hulme within the broader context of re-populating the urban core.

It may seem paradoxical that evidence of strategic capacity and leadership was often cited as the ability of Greater Manchester to be a 'first mover' or 'site of experimentation' for national policy. Examples included being designated as a Low Carbon Economic Area or becoming the first Combined Authority. However, for some partners, this 'responsiveness' masks a longer-term partnership that is ready, able and waiting to recast long-established priorities to fit with more immediate opportunities.

BOX 1: Hulme and the Manchester Approach to Urban Development

Arguably the best and most successful example of large-scale urban redevelopment anywhere in the country, Hulme pioneered much of what has now become common-place in regeneration thinking -- the use of long-term strategic planning, the rejection of strict zoning, the importance of design and the introduction of mixed-use, high density development, the re-introduction of the street as something that goes somewhere, the use of natural surveillance, clear distinctions between public and private space, design that reflected the historic pattern of the area especially the street pattern, and an approach that integrated physical change with strong people/community centred social and economic programmes, and an aspiration for much higher environmental standards. In the late 1980s and early 1990s, Manchester led the UK in respect of its strategies to tackle neighbourhoods where a combination of poor design, poor quality public realm, high levels of crime and antisocial behaviour, a concentration of economic deprivation, poor quality local services and a lack of social cohesion had rendered them dysfunctional. Manchester recognised the importance of regenerating its urban neighbourhoods, making them attractive places to live, and enabling them to become self-sustaining. In 1991, Hulme Regeneration Limited, a JV between Manchester City Council and AMEC, commissioned MBLA as lead design consultants to create a concept and masterplan for the regeneration of Hulme. Part funded by the City Challenge initiative, the site comprised approximately 230 acres of inner city land suffering from major decline. The plan reintegrated the district into surrounding areas by connecting major routes. The development pattern was derived from the traditional urban block connected by a network of streets and squares and is now a popular thriving neighbourhood continuing to attract major private development. The lessons of Hulme and its redevelopment are reflected in many of the major residential developments in Manchester since, starting with the re-planning and re-building of the city centre post-bomb, through the regeneration of East Manchester, to the development of strategic regeneration frameworks that cover every part of the city; exemplifying the Manchester Approach, an evolutionary approach to development, based on building consensus and working with people.

Themes: large-scale; long-term; strategic; built environment; dense; social sustainability

3.3.2 *An Integrated Approach to Sustainable Urban Development*

Whilst the previous exemplar represents the temporal dimension of sustainable urban development, other exemplars reflect the triple bottom line embedded in the original Brundtland definition. Whilst advocates of Hulme acknowledged that it had greater impact in regenerating the physical realm of the city than on the social and economic fabric, aspirations are high for an effective integrated approach to sustainable urban development within contemporary sites (Box 2). This also exemplifies ethical leadership undertaken by the private sector, through the Co-operative Group, and a strong public, private partnership.

BOX 2

INTEGRATED SUD: NOMA

NOMA stands as an example of excellence in large-scale, triple bottom line urban development. The project is a new, 4 million sq ft, mixed-use, master-planned redevelopment in the northern quarter of Manchester, comprising shops, hotels, homes and offices, including One Angel Square, the new head office for the Co-operative Group. The project is transforming 20 acres of Manchester city centre with the distinctive values and principles of the Co-operative Group. It will generate all of its own power, with a renewable energy centre providing for all of its needs through a smart grid; it is being integrated into the existing transport network, with tram, rail, bus and road connections immediately adjacent to the site; it respects the Co-op Group's own heritage buildings and the industrial legacy and the history of the site; and it demonstrates a commitment to promoting apprenticeships, skills and training. One Angel Square will be one of the most sustainable large buildings in Europe. It will have a biodiesel cogeneration plant using rapeseed oil to provide electricity and heat. It will make use of natural resources, maximising passive solar gain for heat and using natural ventilation through its double skin façade, adiabatic cooling, rainwater harvesting and waste heat recycling.

Themes: large-scale; business-led development; triple bottom line; green, fair and dense

3.3.3 *Regenerating the 'Original Modern' City*

Illustrating both a long-term approach to sustainability and public-private partnerships, the regeneration over time of the waterways in Greater Manchester was cited as a good example of the improved physical regeneration of the urban realm. In addition, with the developments around Salford Quays, the spirit of 'original modern' is seen to be exemplified for many in terms of the inter-play between the city-region's industrial past and the promise of a post-industrial future. Working across local authority boundaries, whilst acknowledged as sometimes difficult, was also valued in producing longer-term and joined-up approaches.

BOX 3

Waterways of GM

30 years ago, the waterways of Manchester were a liability - polluted, chemical slops -- a legacy of Manchester's industrial past. Today they are an asset -- home for Otters and a variety of other species, and a symbol of the power of reclamation, complementing various waterside developments. The Irwell Catchment is one of ten pilot projects hosted by the Environment Agency that aim to improve the quality of water environments. The catchment covers an area of more than 770 square kilometres and drains the Western Pennines. At its source it is largely rural and includes the internationally protected South Pennine Moors. Further south the rivers flow through Greater Manchester, including Bolton, Bury, Rochdale, Salford, Oldham and Manchester. There are a total of 78 water bodies (lakes, reservoirs, rivers, streams and groundwater) within the Irwell pilot area. Heavily polluted since the days of the Industrial Revolution, it has undergone a major clean up bringing considerable improvement in water quality, and delivering environmental, social and economic benefits.

One example is in Manchester Docks. Built over 110 years ago, at the head of the Manchester Ship Canal, Manchester Docks established Manchester as the third busiest port in England. However by the 1970s containerisation and changing trade patterns led to their demise. In 1983 Salford City Council purchased 37 hectares of docklands, initiating its transformation into Salford Quays, a major commercial, residential and leisure quarter. As part of that development, a water quality management strategy was introduced in 1987 to combat pollution. The dock basins were isolated from the Ship Canal with the aim of improving water quality and creating a focal point for new development. Bunds (dams) were constructed across the three former docks and the resulting basins were treated like enormous fish tanks, with an artificial mixing system using compressed air to maintain oxygen levels. By 1989 water quality had improved to such an extent that 12,000 coarse fish were introduced into the enclosed waters. Growth rates observed since stocking have indicated that the Quays supports some of the fastest growing species in the UK - testimony to the environmental and habitat improvements achieved. The significance of this achievement was recognised by the Institute of Fisheries Management and the Angling Foundation, who awarded Salford Quays the UK's most prestigious fisheries award, The Good Management Award.

Themes: large-scale; industrial legacy; strategic development; natural environment; social and economic sustainability; green

3.3.4 *Grassroots action around specific issues*

In contrast to the examples above, stakeholders and partners have criticised the disconnection between strategic developments – led by small groups of the usual suspects – and grassroots action. Railing against the boosterism of the entrepreneurial city, what matters to many is the capacity for issue-specific local responses which result in direct action. This distinction was

characterised in different ways: as relating to the difference between ‘talking and doing’; as the implementation gap; as a fundamental question of responsibility, ethics and values. Grassroots action was also seen by many as critical to identifying those issues that are outside the formal policy process – such as food. Yet this also raised a number of issues relating to community capacity and the roles and tensions facing intermediaries in seeking to mobilise grassroots action and effect change, without being captured by the mainstream.

BOX 4

Bite Veg Bag and Sustainable Food

The food we eat impacts on our health, on local communities and businesses, and on the environment. Manchester's sustainable food movement takes these concerns into account by buying, growing, selling and promoting food that:

1. Is local & seasonal.
2. Comes from organic & sustainable farms.
3. Minimises foods of animal origin & maximising welfare standards.
4. Excludes fish species identified as at risk.
5. Is Fair-trade-certified.
6. Has reduced waste and packaging.
7. Promotes health and well being.
8. Increases 'food' democracy.

The BITE Veg Bag Scheme is just one of over 400 sustainable food initiatives across Greater Manchester. Established in June 2011, with assistance and mentoring support from Growing Communities, BITE is a community-led, partnership initiative of Manchester Mind and Manchester Mental Health and Social Care Trust, which is enabling mental health service users to get involved in growing, processing, packing and delivering veg bags to a range of community pick up points, and is aiming to increase the amount of food grown by service users as the scheme develop. The food is grown at a number of allotment sites across Manchester, packed in North Manchester and taken to the pick up points for collection by customers. The BITE Veg Bag has the potential to develop into a significant urban agriculture enterprise, and the Growing Communities model that is the basis for the social enterprise could be replicated across Greater Manchester.

Themes: small-scale; short-term; grassroots; people-centred; environmental sustainability; green

3.3.5 Sustainable Communities

The fifth group of exemplars are based on the need to build sustainable communities and connect with the issue and concerns of those most in need. Here we see a concern with the impact of policy on particular places and groups and a need to think about communities and neighbourhoods in a more holistic fashion. Through the work with community researchers and intermediary organisations, the importance of developing an asset-rich, rather than deficit approach, to communities was highlighted - alongside the need to understanding *how* sustainable communities can be fostered in an era of austerity, recession and increasing income disparities between groups. Greater Manchester retains a high percentage of areas with multiple deprivation, which lie side-by-side to areas characterised by service-led growth. What many people value are those projects which directly connect and empower the most vulnerable citizens within their communities and which address sustainability concerns from within.

BOX 5

Little Hulton

There is a growing realisation in the UK that the sustainable renewal of deprived areas requires forums for people to come together and to engage in decision-making about their future. Big Local is giving residents in 150 areas around England the opportunity to use at least £1m to make a lasting and positive difference to their communities. One of those areas is Little Hulton, a suburb of Salford in Greater Manchester, with a resident population of just over 10,000 and a history that includes coal mining from the mid 19th century and the development of council housing in the 1950s to accommodate thousands of families displaced by mass slum clearance elsewhere in Salford. The people of Little Hulton are at the heart of the new funding, with community and voluntary groups being asked to come forward and be part of decision making process on how their £1m grant should best be spent. The ward has many active volunteers and local leaders, clubs, faith and community groups and well established residents associations. These groups are joining together with the council and local agencies, such as CRIS (Creative Industry in Salford) and CSV, to involve local people and form a new Big Local partnership. A new charitable trust has been set up and tasked with deciding how and when to spend the money, and is employing local people. This could be a real opportunity to lever in private and other investment to finally make the change the residents want and deliver a bigger agenda, but only if people understand the greater significance of this work. This is not a simple or quick task -- it requires education and capacity building -- but long term will carry more benefits.

Themes: small scale; forward-looking; industrial legacy; issue-specific; people-centred; grassroots development; social sustainability; fair

3.4 Analysis

The task of identifying exemplars of sustainable urban development in Greater Manchester is a task in progress, given the process outlined above. There is no clear identification of 5 exemplars

commonly agreed by partners. However, the process of examining motivations and values as exemplars has revealed a common set of issues that matter to stakeholders in GM in terms of their ideas of success.

What we find is a disjuncture between what people value and the context in which they work. Furthermore a conflation is evident between different concepts ‘exemplar’, ‘example’, ‘experiment’ and ‘case’. Commonly, whilst stakeholders can agree on values and principles, there are strong differences in opinion over how and whether different specific projects or initiatives are ‘good examples’ of sustainable urban development or not. The regeneration of Hulme or Salford Quays/Media City are two such examples.

In terms of next steps, the work here suggests that the question of examples and exemplars is an important one to take forward in the next phase of the research: 1) in finessing this initial analysis and bringing in other examples (from within policy documents and those independently verified for instance); 2) in comparing and contrasting the values – through exemplars – of those outside the formal policy process.

In doing this, we will need to be sensitive to the limitations of our existing data – in terms of representing different interests and geographical location (mainly Salford and Manchester to date).

PART 4: IMPLICATIONS FOR YEAR TWO

4.1 Introduction

Phase 1 of the IPP was built on collaboration between the Association of Greater Manchester Authorities (AGMA), the GMLIP core team and a range of other ‘official’ GM interests (through documentary analysis, workshop dialogue and an interview programme) in the SUD field. This has produced a Baseline Assessment and a set of 5 exemplars of sustainable urban development in Greater Manchester.

This section sets out a plan for how the second year of the IPP will be undertaken in Greater Manchester. To do this Phase 1 of the IPP in Greater Manchester is briefly summarised; key issues in the Baseline Assessment are identified; and a research plan for 2013 is presented setting out how Phase 2 will build on Phase 1.

4.2 Summary of Phase 1 GMLIP IPP

In Phase 1, the GMLIP addressed the IPP through collaboration between the Environment Commission of AGMA (the strategic tier of city-regional governance), the GMLIP core team and a targeted group of city-regional stakeholders. Mark Atherton, recently appointed Director of Environment for Greater Manchester, took forward the project on behalf of AGMA. A co-constructed workplan to do this was produced by the team. The team produced a Baseline Assessment (see Part Two). This document follows the generic structure set out by the IPP Coordinators, including the specific challenges of SUD in Greater Manchester, formal policies, roles, forums and mechanisms, evidence base, activities and groups outside formal policy processes and changes over time. A stakeholder workshop was designed, organised and took place on 16 October 2012. The discussions at the workshop were structured around the key interim findings of the Baseline Assessment and used to generate understanding of emblematic examples of SUD in Greater Manchester. In the spirit of M-UF, and in addition to frequent working meetings, the team designed into its work opportunities for internal reflection on the process and implications for the next phases of the project, as well as synthesis of key messages and implications for Greater Manchester stakeholders.

4.3 Key Issues from the Baseline Assessment

The Baseline Assessment is a substantial document that encapsulates a range of issues related to SUD in Greater Manchester. The rationale for the scale of analysis and the approach have been set out in the sections above. For the purpose of informing the research workplan for Phase 2 we set out the key messages from Phase 1 and the Baseline Assessment.

To summarise: the Baseline Assessment sets out what can be characterised as the dominant view of SUD in Greater Manchester. This is represented in a wide range of route maps, strategy and policy documents but is particularly framed through the Greater Manchester Strategy (GMS) – which provides strategic orientation for Greater Manchester.

There are a large number of strategies, as the Baseline Assessment illustrates, and a list of boards, forums, commissions and partnerships. The key message that emerges from this thicket

of documents and agencies is that Greater Manchester can, should and does emphasise low carbon transition and the pursuit of economic growth.

The Baseline Assessment highlights the challenges of the organisation of knowledge and capacity and this can be helpfully understood in terms of three sets of relational issues:

1. *Upwards* – and the ways in which the commissions, agencies, forums and partnerships of Greater Manchester are often culturally disposed to look ‘upwards’ to UK national government and to aligning with and even anticipating national government priorities and the ways in which Greater Manchester can be a site of experimentation for national priorities.
2. *Horizontally* – and the challenges of trying to constitute strategic metropolitan level capacity where the Baseline Assessment offers us significant insight. Specifically, the Baseline Assessment confirms the pursuit of economic growth as a key target for Greater Manchester. The complexity of SUD is mirrored in Greater Manchester by an often-siloed approach to strategic development/thinking between agencies, the prevalence of a culture of ‘just in time’ thinking to the detriment of longer-term thinking and the challenges in trying to coordinate differences in approach between the 10 local authorities constitutive of Greater Manchester. This is further exacerbated through a fragmented knowledge and intelligence base on SUD across Greater Manchester.
3. *Downwards* – and whilst there are developed or developing relationships upwards and horizontally, a significant issue is that relationships between the strategic metropolitan level and sub-metropolitan agencies, organisations, individuals and neighbourhoods are less well developed. Formal and informal participation is said to be promoted through representation on internal and external commission and agency sub-groups. However, even on this basis it may be that local voluntary sector groups, BME groups, representatives of community groups and small businesses are underrepresented in city-regional strategy and policy processes. Some partners have highlighted that engagement, where it happens, tends to be on a fairly informal and not well structured basis. This illustrates a point highlighted in the IPP process that Greater Manchester’s governing arrangements may be ‘unique’ in an English context. One highly significant consequence of this is that the formal metropolitan tier does not connect effectively with many citizens and stakeholders.

In addition to the problem of piecemeal connections between the Greater Manchester tier of governing and local interests, what the broad landscape of local SUD responses across Greater Manchester looks like is unclear. Giving voice to a range of different activities at a local level becomes an important way of making visible these activities but is also a necessary precursor of any attempts to build constructive dialogue between alternatives and the dominant approach to SUD in Greater Manchester.

4.4 Building on Year One in Year Two: A Research Plan

Phase 2 of the IPP is about setting out challenges of urban sustainability in Greater Manchester and transition pathways as a response to these challenges. To build on the key issues in the Baseline Assessment, in Phase 2 three issues will frame a broadening of the IPP to encompass other Greater Manchester interests and perspectives. In summary, Phase 2 aims:

1. To extend understanding of SUD in Greater Manchester beyond the dominant frame of decarbonisation and low carbon economic transition.
2. In doing this, to make visible and improve understanding of a range of sub-metropolitan SUD interests and expectations - in the arts, culture, alternative economic, environmental and societal responses – in Greater Manchester.
3. And to move from improving understanding of this breadth of SUD interests to building a context for dialogue between these different interests that articulates expectations, challenges and transition pathways and that also build a dialogue with the dominant mode of governing SUD in Greater Manchester.

To do this the project will examine how different individuals, organisations and communities view the challenges of urban sustainability, what sorts of responses are advanced to these challenges and potential pathways to address those challenges.

Extending the frame of the Baseline Assessment will involve engaging with representatives and advocates of:

- Alternative economic approaches to SUD in Greater Manchester
- Local environmental groups and their approaches to SUD in Greater Manchester
- Social, cultural and artistic approaches to SUD in Greater Manchester
- Localised infrastructure responses as SUD in Greater Manchester

As a counter to the dominant approach to SUD in GM set out in the Baseline Assessment, Phase 2 takes a perspective that ‘looks up’ from neighbourhood, localisation and community initiatives. This means examining and understanding how different individuals, organisations and communities in Greater Manchester see SUD through lens of projects and initiatives at these scales/in these settings.

The rationale for opening up a wider frame of reference and interests around SUD in Greater Manchester is to make visible and build understanding of the range of perspectives on SUD but also to create the conditions for dialogue between dominant and alternative responses in Greater Manchester.

4.5 Four Phases of Work

The research plan for Phase 2 has four main phases and will be undertaken by a project team that consists of: a community research team, the GMLIP Director and Deputy Director and a representative of AGMA. In addition a wide range of SUD interests from across Greater Manchester will be systematically engaged with through a programme of interviews and through focus groups/workshop.

1. Arrange, conduct and analyse 20 interviews in settings across Greater Manchester with a range of different stakeholders including public authorities and agencies; voluntary

agencies; private business including corporations and small and medium business enterprises; universities; private consultancies; NGOs and representatives of community groups. The interviews and focus groups will result in a draft 'Challenges and Pathways' report. (LEAD: GMLIP core team)

2. Focus groups (2)³ will take place in different parts of Greater Manchester to engage with a range of participants around the challenges of urban sustainability and possible transition pathways to alternative futures. (LEAD: Community research team)
3. A final workshop will take place in Greater Manchester to bring different stakeholders together to discuss and refine the report. Key to this is exploring with stakeholders the distance between their expectations and experiences and the potential that exists within the context of their working and lived environments. (LEAD: Community research team)
4. A separate piece of work will continue to keep the first year's Baseline up to date. This is necessary to keep the Baseline relevant – given changing governance arrangements – and also to prepare it as an input to the final workshop. This will be done twice (May and October 2013). Complementing the Challenges and Pathways report the updated Baseline will also provide an input to the final workshop. (LEAD: AGMA)

4.6 Outputs

1. A final report on challenges of SUD and pathways to SUD for GM. (December 2013 with full draft by October 2013 from interviews and focus groups as input for the workshop).
2. Submit updated Baseline Report (October 2013).
3. Series of three two page interim reflections on the research process (months 3, 7, 11) that inform a short report reflecting on Phase 2 of the process (December 2013).

4.7 Timetable

1. Set-up meeting – January 2013. (with monthly meetings scheduled)
2. Arrange, conduct and analyse 20 interviews – May 2013.
3. Arrange, conduct and analyse 2 Focus Groups – June-September 2013.
4. Draft report on Challenges and Pathways – October 2013.
5. Updated Baseline Assessment – October 2013.
6. Final workshop – November 2013.
7. Final report on Challenges and Pathways – December 2013

³ In line with the 10% reduction in IPP budgets we have planned for 2 focus groups rather than 4 and 20 interviews rather than 25.

4.8 Beyond the IPP

The baseline assessment of the IPP has been undertaken in 2012 in parallel with the main 'Mapping the Urban Knowledge Arena' project of the GM LIP. In order to bring greater coherence to the activities, we have sought to integrate the partners and stakeholders from different activities within different forums. Examples include the GM LIP Lunch meeting in July 2012 and the Knowledge for Sustainability workshop in October 2012.

To complement the identification of the five exemplars in the IPP, we have started to draw on other work carried out in the MUKA project. This includes the Perspectives essays and work with community researchers, as well as interview material.

As we move forward with the work in 2013, it is clear that there remain significant advantages from looking across our pilot activities within the framework set out by the IPP. An example is the work already carried out to map the university knowledge base for sustainability under the 'Knowledge for Sustainability' project. This, along with the IPP, both inform the proposed Greater Manchester Knowledge and Intelligence Sharing for Sustainability flagship, which will be further developed in 2013. In line with the programmatic approach to the GMLIP and the need for integration of knowledge for local stakeholders, the research team will remain sensitive and flexible to the overlaps, synergies and potential added value of working across different strands of work and flagship projects.