

MANCHESTER'S LOCAL AREA AGREEMENT

February 2006

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Statement of voluntary and community sector involvement from the manager of Community Network for Manchester

The Community Network for Manchester (CN4M) is the part of the Manchester Partnership that facilitates the engagement of the community and voluntary sector, working specifically on behalf of voluntary and community groups. John Wareham is the manager of CN4M, and his statement below describes how the voluntary and community sector have been involved in the development of the LAA:

“The voluntary and community sector, through an accountable process of elections by CN4M’s Strategy Group, have participation on both the Manchester Partnership Management Group and the Board, which have been the driving engines for the development of the LAA. Each of these groups meet at least monthly.

The Community Network for Manchester’s Strategy Group has received briefing papers, held workshops and distributed information relating to the development of the three spine approach to the LAA. There are also participants from the voluntary and community sector, through CN4M’s ‘Thematic Pool’ process, on each of the thematic partnerships. In addition, the thinking behind the city’s vision and objectives, and the new Community Strategy, was shaped by an analysis by MORI North of the outcomes of a broad range of community consultation and engagement activities which took place over the last year”.

1.0 Executive Summary

The Manchester Partnership welcomes the opportunity that the LAA provides for a further strengthening of our relationship with Government. This LAA is an important part of our Community Strategy, but it is not the only mechanism for achieving change in Manchester. We have reviewed our vision and developed objectives centred around three core spines, which we see as critical to addressing the deprivation that endures in Manchester neighbourhoods despite the strengthening economy. Our main aim is to enable and encourage all our residents to participate in the growth of the regional and national economy and to reduce the disproportionate call that concentrations of deprivation make on public services and public finances whilst improving access to and quality of those services.

Alongside the LAA, and as part of the Community Strategy, we are developing an holistic approach with our partners which will be encapsulated in a formal Partner Agreement addressing the way we work together towards our common vision and challenge each other to improve our performance as individual organisations and as a collective. The work we are doing to strengthen our performance management framework will reinforce both ongoing work to develop the Board's role and accountability across the Partnership as a whole. We are also developing a Mancunian Agreement, which we will develop with those who live and work in Manchester to set out expectations of our behaviour towards each other.

We have set out the priorities of each of our thematic partnerships within the LAA block sections. The performance levels we aim to achieve are set out in the Targets section (Appendix 1). To increase our performance levels and to achieve real change in Manchester we need the support of Government. There are Freedoms and Flexibilities we are requesting from Government which reflect local priorities and needs (Appendix 2). We propose to pool funding streams in order to direct funds to priority areas (Appendix 3). We have identified key partner issues which we will be addressing, with a particular focus on core partner issues. (Appendix 4).

2.0 Introduction and Context

This is an opportune time to negotiate a Local Area Agreement (LAA) for Manchester. We are reviewing our Community Strategy and alongside this, and complementary to this process, the City Council is reviewing its vision and objectives. There is Council agreement that the two approaches are as one. The LAA in Manchester will be about adding value to the achievement of that common vision. Our clear aim is to be in the top flight of major City-regions, a world-class city competing effectively at a global level.

The second half of the 20th century saw the core of the Manchester City Region experience unprecedented levels of economic and population decline as the local economy restructured. Manchester, along with Salford, felt the full impact of this decline. Today large parts of Manchester are still characterised by poor quality environment and poor infrastructure - the economic hangover from that period of decline. In tandem with this there is a resident population not yet achieving its full economic potential as a result of low educational attainment and low skill levels despite the high density of jobs in Manchester. Many residents experience poor health and live in areas where crime and anti-social behaviour are significantly above the regional and national averages. Manchester is at a transition point. After a generation of decline it now has a strong economy, a growing population and the real potential to effect a fundamental change for the better. Manchester has experienced a significant renaissance in recent years, supported by major developments in the City centre including Bridgewater Hall and Urbis cultural facilities, and by the Commonwealth Games and Sport city in East Manchester. However a key barrier for Manchester remains the polarisation of its communities. We need to ensure that the thousands of new jobs that are being created in the City over the next decade are available to all residents.

The Manchester Partnership has clearly defined the ambition to be in the top flight of major cities in Europe, and beyond. Manchester will provide the opportunities for income-earning households to live in the core of the City Region; residents will be equipped with modern appropriate skills; economic growth will be promoted; increased levels of inclusion and significant reductions in all indicators of deprivation will be achieved; an environmental quality second to none will be provided; and public services will be focused on delivering relevant outcomes of the highest quality to residents.

To achieve this ambition, the Manchester Partnership has continued to focus on creating conditions for continued economic growth; improving the education and skills of local people so that they can, and do, increasingly fulfil their potential and access the wealth

being generated; and creating neighbourhoods where individuals and families moving up the economic ladder choose to live rather than to move away from as their prosperity increases.

The forecast economic and household growth of the City Region creates both an opportunity and an economic imperative to address poor quality housing at the core of the Manchester City Region in order to help achieve the economic and employment ambitions needed to close the productivity gap between the north and the rest of the UK. The city has the opportunity to harness this growth through the creation of neighbourhoods of choice which retain the existing community and attract new residents. This involves aligning public sector investment and encouraging private sector investment to create neighbourhoods where high quality housing of a variety of types and tenures is supported by the schools, community facilities, health centres and shops which make up a sustainable community that meets the aspirations of existing and new residents.

The seven thematic partnerships, within the Manchester Partnership; economic and local employment, culture, children and young people, sustainable neighbourhoods (including the environment and housing market renewal), crime and disorder, health inequalities and transport, fit into and support the Sustainable Community Strategy 2006 - 2015.

Achieving real and lasting change will depend on all seven thematic partnerships within the Manchester Partnership working together with Government in new and innovative ways. The LAA gives us the opportunity to do this.

2.1 A New Vision for the City

Manchester in 2015 will be uniquely enterprising and internationally competitive – a truly great European city. It will have continued economic success and established communities where successful, ambitious people will enjoy living, studying and working. Manchester will stand out as a modern, industrious, inspirational and inclusive city and as a place of opportunity. As a Knowledge capital it will drive education and employment. As a place with a wide variety of jobs it will have highly skilled and motivated people. As a city where pride, generosity and tolerance are practised, people will be respected, secure and supported.

Manchester has experienced a rapid transformation over the last 10 years. It now has the largest and strongest economy outside of London. This growth is forecast to continue with the creation of some 100,000 new jobs over the next decade. At the same time, Manchester has enduring levels of deprivation.

We will continue to build on our economic success and to make sure local people benefit from this economic prosperity. We will equip our children and young people for the world of work with the right skills and qualifications to compete in the labour market. We will support workless adults back into the labour market and support working adults to thrive and to maintain sustainable employment. We will ensure that all of our neighbourhoods are places where people choose to live because they feel safe, happy and have access to a range of good quality services like schools and GPs. Continued economic success demands these Neighbourhoods of Choice. Whilst a strong economy will stimulate demand, spatial investment is required to transform the core of the conurbation.

We have a high number of residents with multiple and complex needs and we have high levels of population movement, into, within and out of the city. Manchester is a place where new communities settle and we will engage with, and support, these new and emerging communities by understanding their particular needs.

We will work with Government, public services and communities to establish and enforce new standards of behaviour and to reinvigorate a sense of mutual respect.

We recognise that this cannot be achieved by the provision of public services alone, but relies on enabling residents to achieve their own potential and to have respect for themselves, for each other, and for their neighbourhoods.

Our challenge is to deliver our vision to the benefit of everyone living, working in, or visiting Manchester. Our Community Strategy is based on this vision and incorporates this LAA as well as a formal agreement with our Partners that seeks to improve the way we work together to achieve real and lasting change. We are also seeking to develop an agreement with local people, setting out our expectations of each other as people who live and work in the city, this will also contribute to the delivery of the Community Strategy.

Our vision will be achieved by the collective efforts of all members of the partnership and using all the elements of the Community Strategy portfolio. Whilst, for the purposes of this LAA, our objectives, targets and indicators are set out in the relevant blocks, each

element of the portfolio will be driven by achieving objectives against the three spines which are: Reaching Full Potential through Education and Employment: Creating Neighbourhoods of Choice and – linking the two – Individual and Collective Self Esteem/Mutual Respect (see 2.2).

Manchester has increasingly recognised the role that culture plays in improving the quality of life of its residents. Cultural services have delivered real improvements by means of the focused Cultural Partnership, using culture in the widest sense as a tool for the arts, heritage, tourism, sport and new media. Culture has a particular role in delivering the outcomes described by each of the three spines that are the platform for the Manchester vision and the new Community Strategy. Whether it is by improving community cohesion, education and employment options or by generating opportunities for participation and improving quality of life, culture has a key part to play. Whilst it is not defined as a block in its own right, culture can be seen to have a vital role in the delivery of all the outcomes identified against the four blocks.

Transport also plays a crucial role in achieving the vision by providing access to jobs, education and facilities such as sport and leisure venues, healthcare, shops, district centres and the regional centre. The role of transport is to provide safe, quick and easy access and connectivity for Manchester residents. By ensuring that public transport, walking and cycling are attractive alternatives to the private car, transport contributes to reducing congestion, improving the environment and people's health, and enhancing Manchester's economic competitiveness. A fully integrated transport system, with safer roads and high quality facilities for all modes is a fundamental element of the Manchester vision.

2.2 The Spines Rationale

This vision has been established as by the Manchester Partnership via a number of visioning sessions involving Board members, Executive members of the City Council and the LSP Management Group. Emerging from these sessions, and with these challenges in mind, the Manchester Partnership has established the concept of three spines:

- Reaching Full Potential in Employment and Education
- Creating Neighbourhoods of Choice
- Individual and Collective Self Esteem/Mutual Respect.

We are confident that a concerted and co-ordinated focus on these spines will result in the realisation of our new vision. Underpinning the vision and the spines will be a set of objectives, targets and indicators against which we will measure our success over the next ten years. These are set out in the relevant block sections later.

This Vision and the three spines drive the activities of the Manchester Partnership. The vision and the three spines shape our aims, strategies, objectives and action plans as well as the LAA, the Partner Agreement and the Mancunian Agreement. All of these are brought together in our Community Strategy. The work of each thematic partnership serves to address the three spines, as do our proposals under the four blocks of the LAA. The spines translate the vision into action.

The following is a brief overview of the key contributions the thematic partnerships make to each of the three spines.

- **Reaching Full Potential in Education and Employment**

From the five outcomes of Every Child Matters, enjoying, achieving and economic wellbeing are the key focuses of the Children and Young People's Partnership (CYP) that are aimed at enabling young people to reach their full potential. This partnership provides the opportunities to ensure that our young people are given the right skills to take advantage of the jobs on offer. Through the formal education system and vocational training, young people will be able to attain the qualifications required to access jobs. We have established a Skills Board in Manchester to enhance strategic planning and improve delivery to address the skill needs of young people and adults, and to meet the needs of the economy. Providing support to parents and working in multi-agency teams, the CYP thematic partnership addresses all aspects of child development to enable them to reach their full potential. We will work with all the thematic partnerships to increase collaboration with, and between, schools and with employers to reduce the number of young people not in employment, education or training (NEETs). The Sustainable Neighbourhoods Partnership and the Building Schools for the Future programme provides modern, high quality schools where they are most needed with an understanding of the areas of likely population growth. This programme will enable a wider range of services for families to be co-located in and around school premises, thereby improving preventative services for children and young people in the city. The Cultural thematic partnership can inspire learning and create opportunities for complementary forms of life-long learning as well as supporting the formal learning system by providing access to books, sports facilities and arts. Culture is a tool, providing access to flexible ways of learning, transferable skills and to experience-based learning.

The continuing growth of the economy will provide additional jobs. With a strong focus on worklessness, the Economic and Local Employment thematic partnership will target the long-term unemployed and those on long-term incapacity benefit. By working together, the Health and Economy thematic partnerships will facilitate people back into the labour market by addressing the root cause of incapacity, and by supporting people to secure suitable forms of employment. The Health and Crime and Disorder thematic partnerships are working together to reduce drug and alcohol abuse, each of which is a significant barrier to access to jobs as well as obvious detriments to health and mutual respect. The Economy thematic partnership will continue to drive the growth in enterprise within the city so that opportunities available to local people continue. The Transport thematic partnership is working to address transport barriers to employment by improving access to key locations and ensuring job seekers receive transport advice and training.

A good education, as defined by educational attainment, is one of the best predictors for future good health. In addition, relative good health is a prerequisite for employability. Employment itself has many positive benefits for physical, mental and social well-being. This applies to people of all ages, but particularly to people aged over 50. Addressing these wider contributors to health and well-being is fundamental if Manchester is to narrow the life expectancy gap with the rest of the country.

Volunteering schemes are under developed in the city and we recognise that, as well as providing much valued and needed work in the community, this can also be a first step for some people in gaining confidence to take on paid employment. Many older people in particular make a significant contribution to the stability of their communities through volunteering work. We will acknowledge and build on this through our Valuing Older People agenda and our intergenerational work.

Our partner organisations are also significant employers. The NHS is a major employer in the region with three major hospitals as well as GP practices, dental surgeries and health clinics. Significant numbers of people are employed in the Police and Transport services and by the Universities. Cultural and creative industries are also growth employment sectors, being home to the largest BBC studio outside London and to a major ITV studio, and supporting enterprise development at a local level. With these partners, and with our strong relationships with the private sector and our work on Manchester: Knowledge Capital, we are well placed to understand the changing economy and employment market and therefore to predict the skills required for the future. We are also progressing work across the Manchester Partnership to influence employment practices so that local people are better able to access jobs in the city.

- **Creating Neighbourhoods of Choice**

An environment where people are safe and feel safe, where they have access to jobs, good schools and health services, are prime considerations in choosing a neighbourhood in which to live. People will choose to live where they can get ready access to these and other amenities such as shops, sports and leisure facilities, parks and open spaces, arts, theatre, libraries, social clubs and after school clubs.

The Sustainable Neighbourhoods Partnership has an obvious contribution to creating neighbourhoods of choice. The focus is on investing in the infrastructure needed to support the growing population, providing a clean, safe and green environment and good quality housing, strengthening the capacity of local communities in tackling crime and disorder and empowering people to participate in local decision making. The Crime and Disorder thematic partnership is tackling anti-social behaviour as well as addressing drug and alcohol abuse together with the Health thematic partnership. The CYP are working with young people to 'Stay Safe'.

Promoting a strong sense of community cohesion is central to the development of attractive, sustainable and strong communities. Manchester's work in focusing cultural activity to promote cohesion amongst its residents will have wide ranging benefits for communities and individuals alike.

The Economic and local employment thematic partnership is prioritising the reduction of worklessness, closing the skills gap, increasing enterprise and increasing and improving the range of jobs available locally. Activity is being focused on the most deprived communities to address the underlying causes of exclusion. The Transport thematic partnership is working to connect people with employment opportunities, as well as to a full range of service, leisure and cultural activities. The radical overhaul of Children's Services in Manchester will result in Children's Services being delivered through a district management structure to commission a comprehensive range of children services based on the locally determined needs of children and young people. The Extended Schools Programme, Building Schools for the Future, and work with Connexions, will increase the focus and impact of preventative services. Children and Young People's (CYP) thematic partnership's focus on multi-agency teams will address the needs of the whole family locally.

Having good access to high quality health and social care facilities is correspondingly more important in areas of poorer health. As well as their direct benefits, the facilities themselves can support the wider regeneration of localities and neighbourhoods. The

quality of both the home and physical environments also has a significant impact on health behaviours (such as take up of physical activities) and health outcomes (for example the number of serious accidents in the home).

Creating Neighbourhoods of Choice requires a sense of community, of place and of ownership of their surroundings and the shared spaces. Culture can create the sense of place as it is here and now, building on the sense of history of both the community and the physical place and a sense of shared community.

Good transport links, in and around the area, to district centres and to the regional centre, all impact on the choice of neighbourhood. The Transport thematic partnership is tackling road safety, developing 'home zones' and encouraging permeability through local neighbourhoods. Improvements to pedestrian and cycle routes, signage and other transport infrastructure will all contribute to the creation of neighbourhoods of choice.

- **Individual and Collective Self Esteem/Mutual Respect**

In the development of our new vision, it was acknowledged that service providers can only do so much towards achieving the vision. The success of the other two spines depends upon our developing an understanding of what motivates people to behave in certain ways, what influences aspirations and attitudes and how we can engage residents in fulfilling their responsibilities towards achieving the vision.

In January 2006 the Government published its Respect Action Plan, detailing six areas where local authorities and their partner agencies, will have responsibility for tackling anti-social behaviour and associated issues reducing disadvantage to build a dynamic, prosperous and socially just society. These are: activities for children and young people; improving behaviour and attendance in schools; supporting families; strengthening communities; effective enforcement and community justice; and developing a new way of working with problem families. The inclusion of this spine within our vision means that the Manchester Partnership is well positioned to deliver what is required for the Respect Agenda and is already tackling the issues arising from the need to increase mutual respect.

We believe that facilitating and encouraging people back into work will have the biggest impact on quality of life and self esteem. The Economic and local employment thematic partnership's focus on worklessness, together with the Children and Young People's

thematic partnership focus on providing the skills and qualifications to access jobs, will undoubtedly improve individual self esteem. In areas of high unemployment, increasing the percentage of people in work will increase collective self-esteem and mutual respect, within the neighbourhood and from other people in other neighbourhoods.

Recognition and celebration of the diverse cultures that make up Manchester, particularly in recognition and celebration of the culture of each community and each individual within the community, is of major importance to achieving individual and collective self esteem and mutual respect. Increasing participation in cultural activity and community capacity and raising expectations of individuals and community groups, all help to build mutual respect. Manchester has a diverse, large and active voluntary and community sector which makes a significant contribution to life in neighbourhoods.

Enabling people to travel easily, safely and cost effectively to amenities and social groups as well as to work and school is also important to self esteem, particularly to vulnerable people who may be old, young or disabled. Inadequate transport can be a significant barrier. The Transport Partnership is working to improve access through the provision of information, travel training, volunteering and travel buddies, improving facilities for wheelchairs and pushchairs, providing safe walking and cycling routes, making public transport an attractive alternative to the car and by reducing conflict between different user groups such as school children and other passengers.

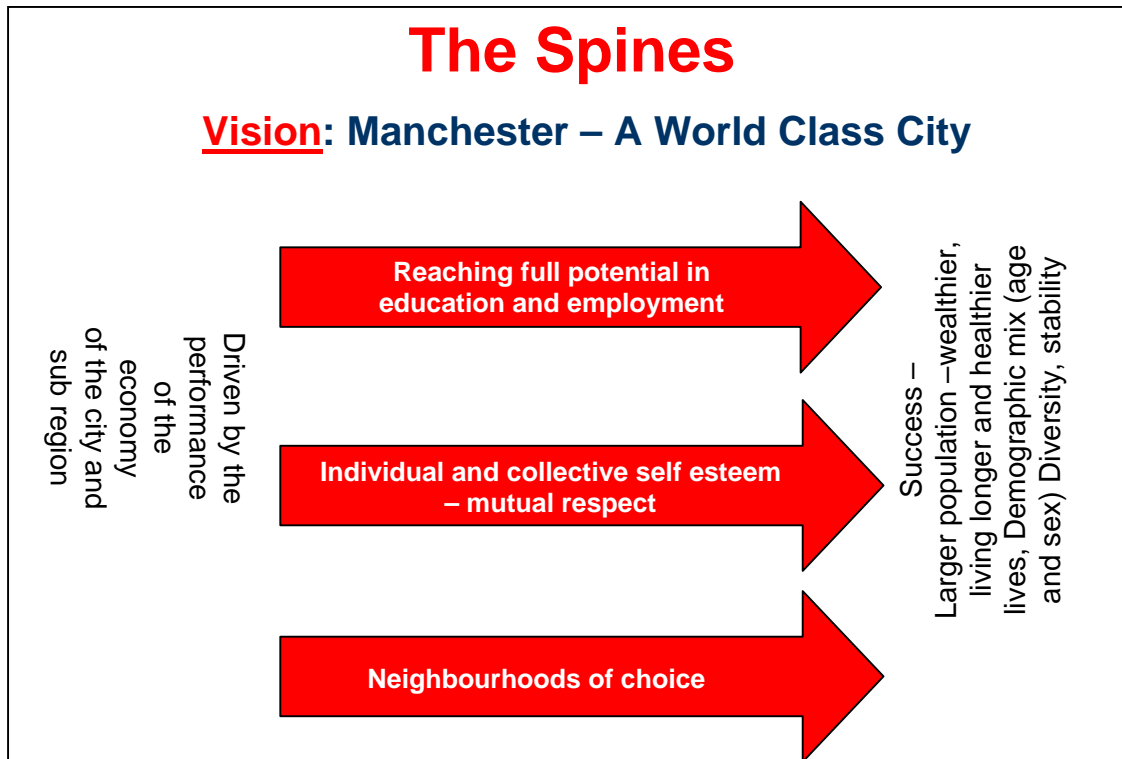
The CYP is working with young people to enable and encourage them to 'Make a Positive Contribution' which will help them to feel good about themselves and their place in the community. CYP's focus on supporting parents and increasing their aspirations will improve access to skills and qualifications and help to address anti-social behaviour. Crime and Disorder Reduction Partnership's focus on anti-social behaviour is vital and the approach is to target persistent offenders without criminalising young people unnecessarily.

Some health behaviours harm the individual and result in harm to their partners, families and the wider community. This means that preventing these behaviours and providing treatment, care and support will have beneficial effects on both individual and collective self-esteem and respect. Improving the physical and mental health of individuals will also improve their ability to take up opportunities available to them such as employment or community activities. Poor diet and lack of exercise can be both a symptom, and a cause of, low self esteem and self respect as well as a significant contributor to high mortality rates. The Health thematic partnership is working to address this in the short term by providing targeted support to individuals and families so that they can

sustain healthier lifestyles over a longer period. Work to reduce alcohol and drug abuse is also important, as is the reduction in unintended teenage pregnancies.

The Sustainable Neighbourhoods thematic partnership's work in empowering people to get involved in local decision making will significantly improve self esteem and mutual respect.

Underpinning of all this activity is the desire to understand better what motivates residents and influences their behaviour so that we can enable them to reach their potential and be clearer about what we expect of each other as people who live and work in the city. It gets to the heart of the 'softer' issues that impact on quality of life – aspirations, motivation, attitudes, expectations, respect and behaviour. Our work with residents will be progressed through the development of the Mancunian Agreement.



2.3 The Community Strategy

Clear new vision incorporating the spines will form the heart of the Sustainable Community Strategy 2006-2015 consultation document. Our Sustainable Community Strategy differentiates Manchester both by recognising and understanding the issues particular to us, such as population churn and new and emerging communities, and through the approach we take to addressing these issues.

We are taking a cutting-edge approach to developing the Sustainable Community Strategy consultation document which will be a portfolio comprising of eight parts:

- 'Life - The Manchester Way' – The communication element of the community strategy, an audio visual narrative of the vision for Manchester
- The evidence base for the strategy – where we have come from, what we have achieved since the launch of the Community Strategy 2002-2005, and the evidence base for the challenges for 2006-2015
- The Vision – a written statement stating the vision based on the three 'spines'
- The delivery mechanisms – explanation of how the high level objectives will be delivered in Manchester, covering the role of the Manchester Partnership, thematic partnerships and sub-regional strategies
- The Local Area Agreement – the first three years' agreement between Manchester and the Government for the delivery of the strategy
- The Partner Agreement – a consultation proposal for an agreement leading to partner commitments to their contribution to delivering the new vision
- The Mancunian Agreement – a consultation document about rights and responsibilities of residents of Manchester
- Performance indicators – summary of how success will be measured, 'State of the City' indicators in support of the new Vision and targets to be achieved by 2015

The new Sustainable Community Strategy takes a fresh approach and needs to fulfil a number of functions. It needs to be something that Mancunian own and feel a part of.

It will build on the existing Community Strategy 2002 but will have a much stronger emphasis on delivery.

There is a wealth of intelligence in Manchester about what our challenges are, and the progress we are making in tackling them. This is informed through performance and demographic data and intelligence, as well as the ongoing intelligence that is built up as part of progressing partnership priorities.

Over the past year the organisations within the Manchester Partnership have conducted an array of surveys and other consultation exercises with Manchester people. Evidence from all those surveys and consultations have been collated and analysed to produce

a baseline of residents' priorities and perceptions. Top priorities include education and training for young people, personal responsibility for health, that the city's people are the most important factor in its future and that anti-social behaviour dominates how residents view living in Manchester. An issue which runs through the analysis is the respect, that employment and education will generate self-respect and through this collective self-esteem will contribute to creating strong communities.

The portfolio as described above will fulfil a number of different purposes and by ensuring there are summaries as well as detailed documents available for each part, more people, Manchester residents and partner organisations will find the new Community Strategy accessible and relevant to them.

The Sustainable Community Strategy is the overarching partnership strategy within Manchester. It fits into, and supports, a framework of other partnership strategies. It also supports the city's Strategic Regeneration Frameworks for each district and neighbourhood action coordinated through the city's Ward Coordination system. The purpose of this strategy is to add value to these partnership strategies by setting the agreed vision and priorities for the city and providing a clear and accountable delivery framework in which all partnership and services can operate.

The emphasis on neighbourhoods of choice is backed by a strong evidence base underpinning the need to create competitive housing markets with a range of house types and values that can attract new higher earning residents and encourage existing residents to stay as they share in the city's success. Analysis of economic, population and household forecasting models shows that the level of economic growth envisaged will require significant population and household growth. The supply of housing to accommodate that growth is therefore a key component of creating a sustainable future for the city.

The evidence base for the City Region Development Programme and Manchester: Knowledge Capital estimates that over 100,000 jobs will be created in the city over the next ten years. Most of these will be high value, high skilled jobs. This contrasts with a detailed analysis of current learning and skills in the city. There is a skills gap that needs to be closed if the city's children and young people are to access the jobs of the future. Analysis of the city's working age population demonstrates the critical importance of enabling more people to move from benefits into work as key to reducing the unacceptable levels of deprivation in Manchester.

The evidence base compiled for the city Region Development Programme and other economic strategies identifies the sectors of activity which will make the greatest contribution to economic growth. These are Manchester Airport; financial and professional services; life science industries; creative and media; advance manufacturing and communications.

At district level Strategic Regeneration Frameworks are supported by detailed analysis of each area's strengths, weaknesses, opportunities and threats and by consultation with residents, community groups and other stakeholders.

The purpose of this strategy is to take the key messages from all of the above evidence sources to create a single vision and set of priorities for Manchester.

Priority Actions

Delivery of the strategy is the responsibility of all partnership, organisations, and services with the Manchester Partnership. Thematic and area-focused partnerships and core public services have a particular responsibility to align their priorities to the vision and outcomes set out above. There are however a number of priority actions which will have a significant impact on the strategy. These are outlined below. Some actions are repeated across outcomes because there are particularly strong interconnections.

Economy

- Increasing public sector transport capacity – Metrolink and transport corridors.
- Manchester Airport
- Financial and professional services
- Life science industries
- Creative, cultural and media/Media Enterprise Zone
- Manufacturing
- Communications

- Focusing sub-regional, city regional, regional and national agencies on the performance of the Manchester City Region.

People reaching their full potential

- Tackling worklessness, reducing long term unemployed and incapacity benefit claimants.
- Integration of Children's Services, BSF/Academies. Every Child Matters: Enjoying and achieving.
- Skills Board – closing skills gap. Schools and employers working together to reduce NEETs.

Neighbourhoods of choice

- Area Regeneration Strategies
- Manchester & Salford Housing Market Renewal - HMR
- Greenest City Programme.
- Spatial strategy – infrastructure to support growth in population and economy.
- Crime and Disorder Strategy/Alcohol and Drugs Strategies.
- BSF/Academies – schools supporting population growth.

The Population

- Respect Action Plan – activities for children and young people; behaviour; supporting families; strengthening communities; effective enforcement and working with problem families.

- Drugs and Alcohol Strategies
- Every child matters: Making a positive contribution.
- Tackling worklessness
- Community Cohesion/Changing Communities.
- Cultural strategy, inspiring learning and creativity.
- Healthier lifestyles, diet, activity, alcohol and drugs.
- Creating opportunities to positively engage in work, study, leisure and volunteering.

The strategy will be delivered through the existing tiered approach to community planning, regeneration and public service improvement:

- Sub-regional, city-regional and regional structures and strategies
- City-level – Manchester Partnership and thematic partnerships
- District level e.g. Strategic Regeneration Frameworks and district commissioning of Children’s Services coordinated through Public Agency Forums

Neighbourhood level structures and plans coordinated through Ward Coordination.

2.4 A New Relationship with Government

To deliver our new Community Strategy, we will work with colleagues from Government Office North West and Government. Our relationship with Government Office continues to build, they understand the issues Manchester faces and the way we are tackling them, and they are supportive of our aims. We will continue to strengthen this relationship as well as working even more closely with colleagues from Government Departments to develop a better-shared understanding of the factors influencing Manchester. We already have a good understanding of these, but we need jointly to develop further this understanding, particularly in relation to issues such as population churn and the requirements of new and emerging communities on service delivery.

We view the LAA as an opportunity to drive up performance locally and to develop a closer relationship with Government. An understanding of the drivers of performance in Manchester, and what impacts on that performance, has ramifications both regionally and nationally.

2.5 A Step Change in Partnership Working

There is no lack of commitment in Manchester. There are large numbers of people locally who, through their daily work, are striving to achieve the quality of life changes that our residents deserve. We recognise, however, the realisation of these changes is dependent upon us achieving a step change in partnership working. Such is the complexity of the issues we face that we have to push the boundaries of our Local Strategic Partnership in order to develop a genuinely shared sense of responsibility and ownership for the city's priorities across partners. We need increased accountability for achieving our outcomes, targets and indicators.

Since its restructure in February 2004, significant progress has been made towards developing the Manchester Partnership and particularly the Partnership Board. We now have a Board, a Management Group and seven thematic partnerships, which are all fit-for-purpose. There is a strong voluntary and community sector in Manchester - the Community Network For Manchester (CN4M) - which is represented throughout the Partnership and is actively engaged in its work. The direction of travel is positive but we need to achieve more. We believe that the new Community Strategy that incorporates the LAA will help us to achieve the step change we need. The Board is working on how it will assist its members to step up to the responsibilities that the Local Area Agreement will bring. The Board will hold partners to account for their performance, challenging each other and making difficult decisions that

affect priority setting and resource allocation. Alongside the LAA, we are developing a Partner Agreement which will contain the commitments to change made by partners in relation to the priority issues for the city.

This step change in partnership working will be supported by improvement of our performance management system to provide partners with real-time performance data from a range of partners on key objectives, targets and indicators. Access to this performance information, in readily understandable formats, will provide the Board with an essential tool for holding partners to account for performance and making evidence-based decisions.

The Board needs to be in a position to influence the use of external funding streams and to shape mainstream resource allocation in order to maximise impact and efficiencies. As a first step Board members are identifying the steps they need to take to achieve sign-up and buy-in to the new Community Strategy, with the LAA, through their organisations management and governance structures.

The Board is currently undergoing a programme of development and considering its purpose, role, form and function within the context of the Community Strategy. One outcome of this programme will be the development of a protocol to support the operation of the Board. Alongside this, consideration will be given to the role, form and function of the Management Partnership as a whole.

2.6 Partner Agreement

The Partner Agreement is one of the mechanisms by which we will formally hold ourselves and our partners to account. The purpose of the Partner Agreement is to secure commitments between partners about changes they can implement, independent of Government change, which will help achieve Community Strategy priorities. As one element of our Community Strategy, the Partner Agreement will sit alongside and complement this LAA. Where the LAA lays out how the Government can help us work towards our Vision in Manchester, the Partner Agreement says what changes we can make locally to increase the pace of change and improve quality of life for Manchester's residents.

The Partner Agreement will include a number of components:

- Details of firm commitments for action made by partner organisations in relation to a range of partner issues underpinned by written agreements.

- Details of the range of partner issues to be progressed over the three-year lifetime of the Agreement.
- Board protocol which will emerge from the development work that the Board is currently engaged in and will set out the framework of accountability for the Manchester Partnership, the role of the Board, the role and expectations of individual Board members and details of how the Board will function to ensure effective delivery of the new Community Strategy.
- Compact with the community and voluntary sector setting out standards of agreed behaviour between partners agencies and the community and voluntary sector.

The Board will progress the Partner Agreement by focusing initially on a small number of priority issues, including worklessness and the reduction in numbers of people on incapacity benefit, and on cutting emissions to address climate change, energy security and fuel poverty, seeking firm and tangible commitments from Board members for action within their own organisations. Over time negotiations will be progressed with a broader set of partners and on a broader range of issues in order to build up the impact of the Agreement.

At the same time, thematic partnerships will negotiate with their partners on more agency or sector specific issues, for example, seeking greater alignment of targets across a sector, driving the implementation of cross-agency action plans on alcohol harm reduction and a more co-ordinated approach to the collection and sharing of ethnicity monitoring data across agencies.

The initial Agreement will be one mechanism through which partners are held to account, and will allow the Board to monitor the implementation of changes by partners, and take action to overcome barriers to achieving desired outcomes by moving resource and expertise across the partnership. Monitoring will be by reports to the Board in line with LAA reporting procedures.

The individual partner issues are detailed by block below.

2.7 Mancunian Agreement

If a Mancunian Agreement is developed following on from engagement with the Manchester community, we will work with the full range of public agency partners to encourage them formally to adopt the agreement. If successful, the Mancunian Agreement will become an integral component of any formal agreement that Manchester residents enter into with public agencies, thereby ensuring that consistent messages about expectations and behaviours are given and that residents, as well as service providers, are held to account for their role in improving the city.

2.8 The Sub-Regional Agenda

In order to successfully deliver our new Community Strategy we need to address a range of sub-regional issues. Some of our key partners operate on a sub-regional basis and we have to secure a particular commitment to Manchester. Such are the levels and spread of deprivation in Manchester that we need our sub-regional partners to recognise that Manchester, as the core of the conurbation, needs an additional focus. The benefits of Manchester closing the gap nationally will be felt not just in the city but across the region.

There is a shared commitment throughout Greater Manchester to develop new and strengthened joint working arrangements to support clear and shared priorities. There will be joint negotiations between other Greater Manchester Authorities developing a Local Area Agreement and our sub-regional partners through Association of Greater Manchester Authorities on key issues that we would like to see addressed over the lifetime of the LAA.

2.9 Neighbourhood Focus

A neighbourhood focus is critical to the success of the Sustainable Community Strategy. High levels of deprivation are widespread across most of Manchester. 60% of Super Output Areas (SOA's) in the City are in the worst 10% nationally and 94% are in the worst 40%. There are local concentrations of deprivation in all districts of the city. For public services neighbourhood renewal is not an additional activity in some parts of the city, it has to be the focus of mainstream activity in the all districts. To facilitate this neighbourhood focus we have a tiered approach to public service planning and regeneration in the city:

- Regional and sub-regional.
- City – Manchester Partnership and 7 thematic Partnerships.
- District, public agency forums and strategic regeneration forums. District commissioning of children's services. Partnership business groups for crime and disorder.
- Ward and neighbourhood level. Ward co-ordination and ward plan co-coordinators.
- LAP's for crime and disorder and local tasking meetings.
- Street environment managers and clean teams.
- Local action groups, central for health, health wards in the North and localities for health in the South.

- Ward transport plan..
- Cultural regeneration officers.
- Area based economic and employment projects.

Ward Co-ordination is being reviewed in order to increase the participation of non-City Council services in the approaches.

The Local Area Agreement will facilitate closer working to achieve what really matters to local people in relation to where they live. The impact of tackling neighbourhood priorities will enable the Manchester Partnership to show progress under both the Neighbourhoods of Choice and the Individual and Community Self Esteem – Mutual Respect spines. Please see the Targets Appendix for information about our targets at area-level.

2.10 The Voluntary and Community Sector

Manchester has very active, diverse and dynamic voluntary and community sectors and their involvement in the LAA is integral to ensuring good communication between local communities and service providers. The City Council and its statutory partners are committed to building capacity in the VCS so that VCS organisations are more effectively able to directly provide services in their own right, as well as being positively engaged in strategy development.

Manchester's Compact ('Working Together') has recently been reviewed in the context of Compact Plus, and will be cascaded across all other statutory partners on the LSP during 2006/07. '

The Voluntary and Community Sectors have helped to shape the LAA, and continue to help direct the community strategy and Partner Agreement. Throughout the preparation of the LAA, the VCS have helped to develop and shape the spines and to determine how the Thematic Partnerships do and can contribute to each spine.

The VCS are represented both on the LSP Management Group and the Board, which have been the driving engines for the development of the LAA. Each of these groups meet at least monthly and there is a report-back to the Community Network For Manchester strategy group which steers (CN4M) the involvement of the VCS representatives. There are representatives from the VCS on each of the Thematic Partnerships.

The CN4M annual meeting which took place in February 2006 was given over to presentations and workshops focussed on the LAA and the development of the Community Strategy. Discussions and recommendations from the annual meeting will be feed directly into the Manchester Conference, a major event for Manchester residents when it is likely that we will have over 500 active participants, in March 2006.

2.11 Community Engagement

Engagement with Manchester residents is central to the Local Area Agreement. The work involved in implementing the third spine of the Agreement (Individual and collective esteem and mutual respect) will be based on understanding communities across the City through community engagement, shaping services to reflect this need and empowering local people to implement change themselves.

One of the key strategies that will guide this work is the Manchester Community Engagement Strategy, which was reviewed this year. This review process was led by members of the community and voluntary sector and the Manchester Partnership. The revised strategy reflects input from agencies across the City and is now a guiding document for the City Council, the Manchester Partnership and the Community Network for Manchester.

The revised strategy has resulted in the establishment of a Board which will report progress of the strategy to the Manchester Partnership, develop governance and community engagement and guide implementation of the strategy. The Board and working groups have a large representation of members of the community and voluntary Sector. The Board is chaired by a leading officer of the Community Network for Manchester.

Key focus of the strategy is community cohesion, diversity and communities of interest. This work supports the third spine. This will help form the basis of individuals and communities expressing their similarities and differences and focusing on mutual respect to work together and make the City even better.

The work under the Manchester Community Engagement Strategy is an example of cross-sector partnership working between the community and voluntary sectors, agencies involved in the Manchester Partnership, and Council Services. This way of working

shapes community engagement in a more coherent way across the City and these partnership relationships will be vital to achieve the third spine.

The work also links directly to Target 13 of Manchester's LPSA which is to increase the percentage of residents who feel that they can influence decisions in their area and also increase the proportion of residents who undertake formal volunteering. By enhancing the ways we engage with communities, we will both increase residents' involvement in local area activity and work with them to build capacity and confidence and give opportunities for volunteering in their neighbourhoods and across the wider community.

2.12 Agenda 2010

Agenda 2010 is the City's strategy to increase action amongst partners to improve race equality in Manchester. The Agenda 2010 Partnership provides a framework in which to deliver improved services that reflect and support the needs of Manchester's BME communities. Our main focus is to change how mainstream services work and ensure they are appropriately addressing the needs of BME communities across the city.

The main priority areas identified by Manchester's BME communities are:

- Education - raising the level of education attainment of all Manchester's black and minority ethnic communities to a level at least equal to the average for the city.
- Health & Social Care - improving the equity and accessibility of health and social care services to all Black and Ethnic Minority communities.
- Employment- securing representation for Black and Minority Ethnic communities equivalent to their representation in the local population at all levels of employment in Manchester. .
- Crime & Disorder - reducing the risk of disproportionate victimisation and offending.

We see the LAA as a significant opportunity to further embed Agenda 2010 priorities into partnership actions. There is a current lack of BME performance measures and indicators, mainly through a lack of initial data collection. We are developing targets within thematic partnerships' action plans relating to Agenda 2010, however, we also require support through the LAA for a more robust approach to BME data gathering and analysis.

The key priorities relating to Agenda 2010 that are being addressed across the whole partnership through integration into thematic partnerships' action plans and work streams are:

- The creation of robust evidence gathering procedures and systems with a BME focus, ensuring that activities are based on evidence that outcomes will be achieved.
- The reflection of Agenda 2010 priorities in each block, together with a continued commitment to prioritising social cohesion across Manchester.
- Structured accountability built into each partnership, ensuring that the service delivery of all partners reflects the needs and aspirations of BME communities, and that a co-ordinated approach improves performance and outcomes in delivery.

Discussions are currently taking place within thematic partnerships to ensure that Agenda 2010 priorities are embedded in thematic actions and that partners are meeting their duties under the Race Relations Amendment Act (2000) to promote race equality.

3.0 What we are doing now

3.1 Manchester Improvement Programme

The City Council is undertaking a major Service Improvement Programme reviewing the provision of public services in Manchester. This is a thorough and fundamental review looking at the optimum structures and procurement opportunities so that the provision of services is aligned with the Council's vision and objectives. The principle aim of the programme is to achieve one council with joined-up accessible services and includes the radical reform of support functions such as IT, finance, procurement and HR services. The introduction of Customer Relationship Management will enable customer service staff to concentrate on the provision of excellent services with the full weight of the organisation behind them.

The new structures and organisations being established will be those which best address the three spines and the Vision for Manchester..

Components of the Programme include:

- Capacity building and skills transfer for future continuous improvement.
- Service provision including a potential extension of mobile working and home working where this would benefit service provision.
- Gershon and the most efficient way of providing services, including alternative procurement options and a full review of the accommodation strategy with savings to be reinvested in the highest priority areas.
- Maximising the use of technology including the new SAP based system currently being implemented.
- Access Manchester – proposed changes to the ways in which people can access services. Including extension of services available on-line and the roll-out of face-to-face services to localities.
- Single status and the impact and opportunities of implementing a single tier approach to employees terms and conditions.

3.2 Performance Management

We are using the LAA as an opportunity to streamline and strengthen the performance management systems for the LSP. This will add value to current performance management activity and to provide the Partnership with the tools to develop a thorough understanding of the relationship between intervention and objectives, to ask challenging questions, and to hold each other to account.

We are strengthening the level of buy-in to the single performance management framework with both a top-down and bottom-up approach. At a Partnership level we are working with the Partnership's Board to develop an understanding of the importance of performance management as opposed to performance measurement and to clarify their role in performance managing the thematic partnerships and partner agencies in delivering the Community Strategy. The work is based on aligning performance indicators, targets and activities with our objectives and the three spines. We are working with thematic partnerships teams to identify and understand the activities needed to make real and lasting change.

This is an intensive piece of work requiring detailed mapping by thematic partnerships of activities against outcomes and targets.

The first stage of this work, the high level activity mapping of ongoing interventions and contributions to spines, has been completed for each of the thematic partnerships. The next stage is the more detailed Activity Mapping and this is underway. Through this, it is possible to work down from high level strategies and priorities to current actions which need to be critically evaluated on the basis of what they are, who is accountable, how they are deployed, the degree of evidence base, the resources currently given to each and any thresholds present. It provides a framework to help understand where we are now and how we may be best able to impact on targets in the future. This work is already paying dividends in terms of identifying areas of common activity and potential opportunities for joint interventions as well as highlighting areas where there is a lack of evidence that current activities work. The new performance management framework will build on this work over time and develop a greater understanding of does and what does not work, thereby informing the decision making process in the partnership.

Activity mapping sessions for all of the Strategic Regeneration Framework areas have been scheduled.. These sessions will provide an analysis of:

- Are the right things being done at district ward and neighbourhood levels.
- Are they consistent with thematic strategies.

The work will continue with a view to highlighting areas for consideration when specifying technological solutions in the spring. For the first six-month review, we anticipate that we will have completed the mapping exercises, specified the characteristics of the performance management framework and commenced procurement of a new system.

All thematic action plans are required to show how they will develop area focus and will do so again this year. We measure gaps by ward. We focus activity where gaps are widest. We have partnership processes and structures in place to focus at ward and neighbourhood level and to allocate resources and information flexibly – responding to changing needs in different areas of the City.

This framework and new system will track the indicators included in the LAA and be the basis for reporting to the Partnership Board and to Government. It will track the targets set in the LAA and the ‘early warning indicators’ established as Level 4 indicators on ‘State of the City’ indicator lists (see 4.1 Targets below). In this way, the Partnership Board will have the information to track progress and to determine where intervention is necessary to prevent targets being missed.

3.3 Systems Thinking Analysis

There are a number of complex social issues raised in this LAA. Parenting; the quality of life of older people; anti-social behaviour and smoking; for example, are social issues that have a number of dimensions and variables that need to be better understood if the Partnership is to have the maximum impact. As a Partnership we are committed to understanding further these issues, in order to successfully deliver on them, and where appropriate challenge other partners outside of our Partnership to support delivery.

In order to advance this understanding, and build on the Priority Places Project, the Manchester Partnership is being supported, by the Neighbourhood Renewal Unit and Government Office North West, to test the application of Systems Thinking Analysis to social issues. The project has focused on two key issues – Anti-Social behaviour/Youth Nuisance and Alcohol Harm. Initial in-depth sessions on both topics have been held, resulting in first reports on the issues and the causal factors. A decision will be made to

further focus on one of these issues with the aim of developing a systems thinking model that will have broader applicability across partner priority issues.

This LAA systems thinking analysis will give us an in-depth understanding of one key social issue in Manchester and potentially a model for broader use. This will inform the implementation and ongoing development of the LAA. This understanding will enable Board members, and other partners, to gain an evidenced view of how their actions are potentially affecting a key issue and where the greatest impact can occur through positive change.

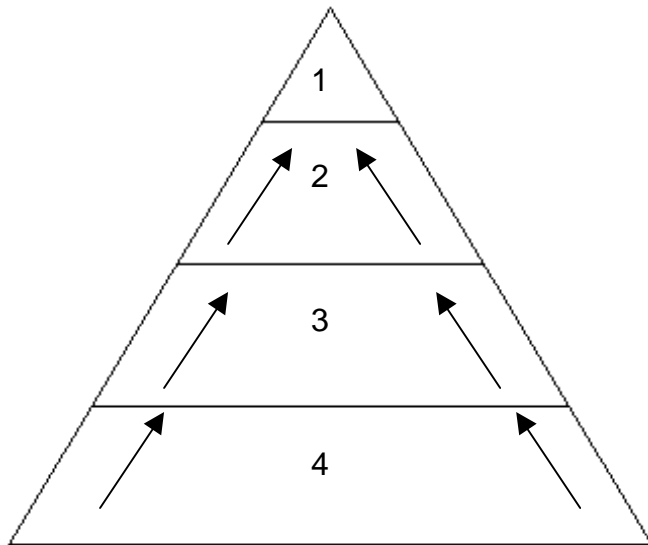
4.0 The LAA Offer

Our core offer for the LAA is the improvement in achievement of priority targets.

4.1 Targets Summary

Our focus in determining the targets and indicators to form part of the LAA is based firmly on outcomes and achieving real change rather than on input and process measures. In support of this and the development of the performance management framework, we are looking to use the LAA as the driver for streamlining performance management across the partnership. The Partnership will manage performance against the same set of targets as those included in this document. We have therefore included those non-mandatory targets that are important to achieving change in Manchester. A suite of 'State of the City' indicators is being developed to ensure alignment between targets set by thematic partnerships, the three spines, the Vision and the Community Strategy. These indicators will be the means by which the LAA is monitored. All the targets included in the LAA will be monitored and reported on at the six monthly reviews. In order to identify and address potential problems early on, the Partnership will be monitoring the sub-set of these targets which have been identified as the key indicators of progress towards our vision and objectives. In this way the Partnership Board will have the relevant information to direct early intervention where it is needed.

The 'State of the City' indicators are categorised into four groups. The indicators included in this LAA form the Level 2 indicators as explained below.



- 1: State of the City Level 1: High-level overview Linked to vision of the Community Strategy.
- 2: State of the City Level 2: Key indicators linked to spines of Community Strategy.
- 3: State of the City Level 3: High Level thematic indicators (from action plans and area focused indicators from SRF's). Incorporate all LAA and LPSA targets.
- 4: Thematic early-warning indicators

The table at **Appendix 1** shows all targets/indicators we will measure against, the current performance and projected performance. For those indicators that relate to freedoms and flexibilities it may be possible to further improve performance over the life of the LAA, subject to our success in gaining the freedoms and flexibilities we are seeking. The actual projections will depend on the on the final scope of the freedoms and flexibilities and will therefore be firmed up through negotiation process.

4.2 Freedoms and Flexibilities Summary

The freedoms and flexibilities being sought within the LAA are set out in blocks. A list of freedoms and flexibilities is given at Appendix 2 together with the evidence base supporting the case for each one. Some freedoms and flexibilities requested in each block represent the major asks of Government. It is recognised that some of these may not be fully resolved prior to signing the LAA. Nevertheless they are fundamental to our achievement of a step change in performance in Manchester. Others are freedoms and flexibilities which we believe can be agreed with Government in the timescales for negotiating the LAA and included in the final agreement.

4.3 LAA Blocks

Manchester's LAA follows the format of the four statutory blocks as recommended by ODPM. It should be noted however that the contributions of the Transport thematic partnership and Cultural thematic partnership are considered key to the delivery of the outcomes detailed against the four blocks even though they do not appear in dedicated block themselves.

4.4 Safer Stronger Communities

Creating and sustaining safer stronger communities is fundamental to the success of Manchester. Our goal is to create stable and attractive neighbourhoods of choice by offering a clean and safe environment with good quality housing. In practice, the block encompasses a wide range of issues focusing on improving the local environment and housing as well as strengthening the capacity of local communities and in tackling crime and disorder. In particular, it is possible to identify a number of priority areas, which can be summarised as follows:

- To renew, diversify and rebalance the housing market and provide decent homes.
- To invest in structures that engage stakeholders and enable a partnership approach to influencing investment and service delivery.
- To deliver public spaces that are greener, cleaner and safer.
- To protect and improve the environment.
- To reduce crime and fear of crime.
- To ensure alcohol and drug harm are minimised.
- To build respect in communities and reduce anti-social behaviour.

The ability to focus and achieve positive outcomes in relation to these priority areas will be significantly improved as a result of the LAA. The LAA together with our partner agreement will provide strengthened mechanisms and a greater sense of responsibility and accountability for achieving our goals across the broad range of partners.

The success of neighbourhood and housing markets will be boosted by the ability to align school infrastructure with those neighbourhoods where the population will increase significantly, allowing a proactive rather than a reactive approach to the planning of public services. In addition, the ability to co-locate public facilities within neighbourhoods will reinforce residential and

commercial markets. Further work with partners will allow us to identify at an early stage patterns of movement and settlement in the city, which can be used to predict and understand service delivery requirements on that basis. Through partnership working we will also develop ways in which all partners and agencies can participate fully in the delivery of mainstream services at a neighbourhood level. At a regional level, partnership working will establish planning and economic frameworks to prioritise growth in Manchester.

Manchester has more than 3,000 Voluntary and Community organisations and we recognise that communities will be strengthened by supporting further the development of local and community groups to influence and, in some cases, provide services. The ability to use funding in more flexible ways will also help to improve the lives of our residents.

We will work to reduce crime and fear of crime by tackling anti-social behaviour and problems surrounding off-road bikes. We will work to reduce domestic violence and improve bringing offenders to justice. We will also work with partners to accredit wardens and give them additional powers. The use of Fixed Penalty Notices will enable us to better protect and improve the environment and deliver greener, cleaner and safer public services. We will improve the safety and feel of communities by extending the powers to close crackhouses. A dialogue is underway with the fire service and the partnership will be working on issues such as arson and youth nuisance. Working with our partners in health we will develop more effective drug and alcohol strategies. The skills of parents will be improved using a mix of support and enforcement to maximise the change of behaviour of the most problematic families.

The achievements of the other blocks, as part of the LAA, will also play a role in contributing towards the creation of safer stronger communities. At the same time, while the Safer Stronger Communities block is most closely related to the Neighbourhoods of Choice spine, its achievements will also play a role in contributing to the individual and collective and the self-esteem - mutual respect spines.

The LAA together with the partner agreement will enable the Manchester Partnership to deliver positive outcomes for Manchester residents. It will provide the opportunity to work in neighbourhoods differently, building on the ward co-ordination process, crime and disorder local tasking and coordination, and the need for differentiated services across Manchester. This will be achieved more quickly if there are changes to the priorities of all agencies that better reflect local residents' aspirations, and increase the tools available from central government to respond effectively to local circumstances.

We will use the LAA and our partner agreement to develop a greater sense of responsibility and accountability for safer stronger communities issues across a broader range of partners. For example, employment – supporting offenders into training and employment; health – through the drug and alcohol strategies; transport – reducing crime on public transport and supporting operators to provide safe and effective services. Increasing the focus on enforcement, working with offenders to reduce re-offending and strengthen communities – working with the voluntary and community sectors to engage local people and respond to local priorities and needs.

To do this we will use the most effective mix of enforcement and support to maximise the change in behaviour of the most problematic families.

Please refer to the appendices for details of requested freedoms and flexibilities, outcomes and targets, funding to be pooled, and partner issues for this block.

4.5 Children and Young People

The response from the Partnership and the Government to the Children's Agenda is massive. Services in Manchester for children are going through a radical overhaul. The five "Every Child Matters" outcomes will make up the outcomes for the Children Young Peoples block, with the focus on how the LAA can add value to the already challenging agenda for the City. The Children and Young People's Plan is currently an advanced draft consultation document, that includes actions and challenging targets, to achieve the five outcomes. The five outcomes in the Children's Framework, and supported and developed in Manchester's Children and Young People's Plan, are:

1. Be Healthy
2. Stay Safe
3. Enjoy and Achieve
4. Make a positive contribution
5. Achieve economic well-being.

In order to deliver better and improving services for all children in Manchester, the initial work on through the Children's and Young People's Plan will be the renewed and cross-cutting focus on Children and Young People by all agencies in Manchester. This is supported in the freedom and flexibility (CYP03), in this LAA, seeking clarity and support for school's and GP's role in 'Every child Matters'. This focus will also be rolled out through the Board's emphasis on children and young people as an early partner issue. The fundamental proposition is a single clear strategy and focus in Manchester that will deliver a better future for all children and young people.

Elements of Manchester's change agenda for children include:

1. The Children's Trust and District Collaboration: The implementation of the children's trust approach is the key priority for the next 12 months and beyond. District collaboration will be supported by a management structure for Children's Services making agencies accountable for understanding needs and ensuring the most relevant and effective services are commissioned or developed at a district level. It will ensure over time that all aspects of Children's Trust arrangements i.e. planning and commissioning, service delivery, shared or pooled budgets and accountability for performance have a district focus and are integrated. This will require significant culture and workforce development as well as the re-shaping of a

number of systems in order to achieve improved outcomes. This approach will improve accountability and support appropriate differentiated area services.

2. Increasing preventative working through universal services, including the roll out of area-based programmes for under fives; the extended schools programme; Building Schools for the Future programme; work with the three Primary Care Trusts to develop the skill of primary healthcare staff; and work with the Connexions Service to coordinate support for young people aged between 13 and 19. Preventative working is the long-term strategy for better outcomes across the five areas for Children and Young People in Manchester.
3. Developing multi-agency strategies that play a significant role in prevention by focusing on particular risk factors, including drug or alcohol use (including more support for families where substance misuse is an issue and reducing the number of children from those families entering care), teenage pregnancy, lone parent families and co-ordinated support and action for those children and young people affected by domestic violence. There are a large number of the joint strategies including the Responsible Parenting Strategy, the city-wide Play Strategy, the Alcohol Harm Reduction Strategy and emerging strategies on anti-social behaviour (including youth nuisance) and domestic violence. The Children and Young People's Plan, supported by this LAA, will make a significant contribution by the articulation of a coherent overarching strategy to which all these cross cutting areas will make tangible improvements towards

The main partnership elements of developing Children and Young People's Plan are listed below. The Board as part of the Partner Agreement will support the development of these areas. The areas are:

- Increasing accountability and partnership working through agreeing roles and performance management of the contribution of partner agencies on provision of an effective and joined up programme of preventative interventions. These interventions will range from universal to targeted services. Partnership working will further develop and deliver the City-wide parenting strategy. This will help parents, carers and families to promote healthy choices, provide safe homes and stability, support learning, and promote positive behaviour, with parents, carers and families being supported to be economically active.
- Increasing preventative work, improving our ability to support vulnerable families at an earlier stage. The plan will use integrated working and parenting support to lower the high threshold for intervention through consistent and joined-up criteria for action. This approach will be used to support and protect children and young people being affected by domestic violence.
- Having cross-partnership accountability for attendance, by securing increased partner involvement in tackling attendance, specifically working with health partners on appointments in school time and with magistrates' courts to speed up the prosecution process for parents.

- Shared work on the common objectives that link the 14-19 curriculum, 'employability' skills, academies and specialist schools, and the future workforce needs (especially within the health and social care sector and area based regeneration). Further commitment from public and private employers to providing good quality work experience opportunities for children and young people within this agenda is essential.
- Improving engagement with GPs, through using practice-based commissioning as the vehicle to increase the level of dialogue. This will be led by the PCTs.
- Improving links with the voluntary and community sector, especially around planning and commissioning at Citywide and district level.
- Improving attainment and achievement among all school pupils, particularly those in communities where current performance is weakest (e.g. Looked After Children), including a focus on increasing access to cultural and recreational activity, co-ordinating work across Primary-Secondary transition and developing co-ordinated strategies to improve behaviour and reduce exclusion.

The priorities for this block are to support the implementation of the plan, in particular by supporting parents and by developing locally-based service delivery.

The added value of the LAA will be in the emphasis across the Manchester Partnership on developing district collaboration through multi-agency teams, district commissioning and implementing the Children and Young People's Plan. This LAA will also achieve a greater focus on parenting as an enabler for ensuring every child matters, bringing together previously separate aspects of this work as a whole-City Parenting Strategy. This holistic approach will be supported by all our partners, for example, targeting educational and school groups by Manchester Cultural Services will offer the chance to learn, explore, enjoy and create. As well as fostering a sense of identity and possession of the city's cultural capital, it will promote a sense of engagement and raise expectations of achievement for the next generation.

Please refer to the appendices for details of requested freedoms and flexibilities, outcomes and targets, funding to be pooled, and partner issues for this block.

4.6 Healthier Communities and Older People

The priorities for this block are to improve the quality of life of Manchester residents, specifically reducing the life expectancy gap between Manchester and England, increasing the number of life years free from chronic ill-health and improving the health and well-being of Manchester's older people.

Within this LAA are three key outcomes for healthier communities and older people:

- Employment and income for health.
- Tackling the major killers and healthy ageing.
- Improving quality of life, with a particular focus on older people.

Good health is a prerequisite for employment and employment itself has positive benefits for physical, mental and social well-being. This outcome will be achieved through close alignment to the economic development and employment block (issues such as freedoms and flexibilities around incapacity benefit), and through the partner issues relating to the NHS corporate citizen role.

Following the outcome of the vote in Parliament on the 14 February 2006 regarding the banning of smoking in public places, we have removed our initial Freedom and Flexibility request on smoking. Other preventative measures, around physical activity and food futures, are being delivered through the Health Inequalities Action Plan but will be strengthened with enhanced performance management (see section 2.9) supporting this agenda. Participation in sport and recreational activities is a key driver of improved health and well-being and a better quality of life. Focusing on delivery of leisure and arts services to increase participation amongst target (BME and age) groups will help ensure that those at greatest risk of major health problems are given the opportunity to improve their lives.

Reducing the burden of ill health and harm caused by alcohol is a cross cutting priority for the LAA and will build on the Priority Places Initiative work. There will be a specific focus on brief intervention programmes, restricting access and tackling street violence. Partners will be supported in developing a systems approach to this area of work.

Adding years to life has to be complemented by adding life to years. In essence, ensuring that older people have access to health improvement programmes and low-level preventative services, in support of the 7 outcomes from the White Paper which are:

- Improved Health
- Improved quality of life
- Making a positive contribution
- Exercise of choice and control
- Freedom from discrimination and harassment
- Economic wellbeing
- Personal dignity

We will work together with Health colleagues to achieve the four goals in the White Paper, Our health, our care, our say.

- Provide better prevention services with earlier intervention.
- Enable people to have more choice and a louder voice.
- Tackle inequalities to improve access to community services.
- Provide more support for people with long-term conditions.

In addition to our POPPs and Individual budget initiatives we will develop smaller, local initiatives to provide joint preventative services for older people with mental health needs through Practice Based Commissioning and we will provide support for vulnerable adults who do not currently meet assessment criteria.

We will develop targets and new outcome measures together with the Commission for Social Care Inspection and are keen to explore any new health act flexibilities to increase pooled budgets and create more jointly funded posts.

Our Prospectus for Change agenda for Older People, with a partnership board of local authority, Health and provider representatives will develop new and innovative housing, support, social care and health services which will prevent hospital admission, facilitate speedier discharge and enable older people to remain in their own homes in the community for much longer.

A full report relating to this block has been submitted to the Regional Public Health Team and the Greater Manchester Strategic Health Authority.

Please refer to the appendices for details of requested freedoms and flexibilities, outcomes and targets, funding to be pooled, and partner issues for this block.

4.7 Economic Development and Enterprise

The priority of this block is to reduce worklessness in Manchester. Furthering this objective will strengthen the local economy, and so drive all three spines, in particular the objective of Reaching Full Potential in Education and Employment. This LAA will enable a step change in our performance against both our LPSA2 target to reduce the number of residents in receipt of out-of-work benefits, and the national employment rate floor target.

The LAA will provide an opportunity for local partners to work together more closely to improve economic regeneration through skills, employment and health. It will enable partners with a shared interest in working together to raise local employment rates and improve the local economy. The greatest impact will be achieved only where partners work more closely and deploy resources appropriately to achieve shared outcomes. In Manchester, particular emphasis will be placed on collaborative service delivery by local partners, including Jobcentre Plus, but also voluntary and private sector organisations external to Government.

The only way to deliver this is through a task force approach, as already discussed with DWP, which would bring together public sector services and resources to target workless residents. The task force would reinforce Jobcentre Plus activity by creating additional delivery capacity, aligning resources and overcoming institutional barriers that are a constraint on performance. We are seeking additional freedoms from government to enable the task group to have maximum impact. This will ensure that the task force will have sufficient flexibility to adapt services to suit the specific needs of the individuals and employers that it serves.

The LAA will develop geographical sub-targets, built on clusters of SOAs, enabling actions to be focused on areas with the highest concentrations of workless residents. These targets will form part of the new Manchester Employment Plan which will be published in the spring. Requests for data freedoms from DWP and the Pension Service will help with targeting efforts towards areas of high need. The LAA will develop area focused targets around some of the Partnership's priority groups - lone parents, the over 50s, and registered disabled people. Our requests for closer work with partners in health is aimed at enabling us to strengthen referral systems and engage with IB claimants more effectively. We are currently working to find the best way to gather and monitor data on worklessness among Manchester's BME communities. Locally, through the Partner Agreement, public sector partners will work to develop data to allow the development of challenging equality and diversity targets.

While the economic block of the LAA is focused on worklessness it will be closely aligned with enterprise support to increase the number of jobs being created in deprived areas and to create a route into self-employment for workless residents. The City Council

will publish an Enterprise Strategy in March and is intending to submit an application for round 2 LEGI funding to stimulate enterprise and investment in the most deprived communities. However, in the context of significant reductions in mainstream and EU funding, Manchester may only be able to slow decline not affect change without LEGI. Through Neighbourhood Renewal Funding the City Council and LSP are able to supplement mainstream resources and are working with Business Link to target activity at the most deprived communities. Also across Greater Manchester there are a range of activities to attract, and exploit, the economic input of large-scale business investment into the core of the conurbation. Through the LAA we will seek to develop a pilot approach that will co-ordinate different funding streams for business start-up activity, enabling more effective and accessible support for residents wishing to become self-employed.

Through the Partner Agreement we will work locally with partners in their roles as employers and as procurers to strengthen their contribution to the local economy. Transport has a key enabling role in tracking worklessness, ensuring people can access the job opportunities available. As described below, Manchester is developing transport corridor partnerships and transport specific issues will be progressed via this route. Working with key partners Manchester aims to increase the strength and depth of the cultural workforce as a means of attracting and retaining a well educated and entrepreneurial workforce.

Please refer to the appendices for details of requested freedoms and flexibilities, outcomes and targets, funding to be pooled, and partner issues for this block.

4.8 Culture

Culture has a very specific contribution to make towards the cross-cutting agenda and is well placed to contribute to the three central spines driving the vision for Manchester. The development of the Quality of Life indicator set, along with increased recognition (*pace* LPSA2) that culture can be a key driver of community cohesion and social engagement in communities, as well as means of improving health and educational attainment, with the additional recognition of the growing importance of the creative industries as both an area of high economic growth and a key influencer in attracting external investment and inward tourism, means that culture no longer lacks an evidence base for its value to Local Authorities' wider agendas. Given Culture's enabling role in supporting the achievement of key partnership priorities, Culture activities and issues will feature most prominently in the Partner Agreement and Agreement with Mancunians, which together with the LAA will make up the delivery mechanism for the new Community Strategy.

Please refer to the appendices for details of freedoms and flexibilities, outcomes and targets, funding to be pooled, and partner issues. These have been incorporated within the relevant block sections.

4.9 Transport

Transport has a key enabling role to play in the LAA. Manchester City Council is committed to working in partnership to provide local people with efficient and effective access to the services, facilities and opportunities that are important for a high quality of life.

Manchester City Council is working closely with the Greater Manchester Passenger Transport Authority and neighbouring authorities to establish innovative partnerships based around key corridors of movement. These partnerships will be responsible for developing a regeneration and transport plan for each corridor which details the relationship between economic development, housing and transport investment. Each partnership will also be responsible for developing a set of indicators and targets relating to transport and regeneration outcomes which it will commit to the Government to deliver. These will be geared to facilitating economic growth and improved productivity, and influencing behavioural change through a toolkit of incentivised strategies. The cumulative impact will be a further step change in the modal shift in relation to journeys made to Regional Centre by public transport. The availability of investment resources will be linked to the achievement of these targets.

There will be a relationship between the Manchester Local Area Agreement and the individual corridor agreements. The latter will transcend local authority boundaries and will potentially form a key input into any future Greater Manchester Area Agreement.

Manchester City Council together with its transport partners and other stakeholders implement a range of actions and programmes which reflect an areas focus within the city, and which prioritise the specific needs of areas and communities. A wide range of local transport and highways improvement initiatives are implemented through the Local Transport Plan and Transport Thematic Partnership funding programmes, for example East Manchester Community Transport and the Neighbourhood Road Safety Initiative, which targets communities within regeneration areas where there is a correlation to high casualty statistics. These underpin area-based regeneration strategies.

Please refer to the appendices for details of outcomes and targets, funding to be pooled, and partner issues for this block.

5.0 Funding Streams

Achieving real and lasting change in Manchester depends on how mainstream resources are utilised. The LAA provides an opportunity to target the pooled funds towards key partnership priorities as well as to be used as a tool for intervention where early indications are that performance is not improving quickly enough. The LAA will be used in conjunction with a strong performance management framework. It is understood that together with the single payment and reporting regime for all funds within the pooled pot, this will significantly reduce the bureaucracy involved in managing numerous funding streams and thereby achieve efficiencies. Details of the reporting regime are still to be developed and therefore the extent of efficiencies that can be achieved are not yet known. This will be worked up in conjunction with Government Office North West in the period to the first six month review.

During the latter part of last year an NRF scrutiny exercise was carried out to assess the extent to which NRF was being used to target gaps in performance and the extent to which it was influencing mainstream service delivery. There continues to be a shift in focus across the Partnership with a greater emphasis on the strategic commissioning of services to maximise impact on key performance areas.

We understand the opportunity pooled funding presents for partnership working in Manchester. The potential shift to key funding decisions being made by the Partnership, together with the availability of comprehensive performance management information, will provide the capability to shift focus and resources in the City to achieve a greater convergence on Manchester's priorities. This represents a marked step change in partnership working. We recognise that this will not happen overnight. Pooling of funds supporting children's services and education is expressly provided for within the Children's Act and we will look to build on this within the LAA.

Pooled funds will be managed as single pots within thematic partnerships. Funds within a pooled pot will be directed to the partnerships priorities as agreed by the Manchester Partnership. Aligned funds will be directed towards partnership priorities but will continue to be managed by the individual organisations responsible. The majority of funds for the next financial year are already committed and therefore there is limited scope within pooled pots to redirect funds. As these commitments expire over time, the partnership will have greater flexibility in directing funds to priorities. To ensure we get full benefit from this opportunity we are concentrating on developing the process for determining funding to be allocated and determining the principles by which such funds will be managed. We are committed to getting this right because of the impact this could have in the longer term.

The funding streams to be pooled or aligned are set out in Appendix 3.

6.0 Next Steps

The section below summarises the position at the time of writing, by block, of all requests for Freedoms and Flexibility made at varying points throughout the LAA process.

Safer Stronger Communities

Two freedoms and flexibilities initially asked for through the safer and stronger communities block were dropped earlier in the process, through mutual agreement. The proposed freedom and flexibility (SSC06) 'Permission to establish an endowment fund, allowing capital receipts to be turned into revenue funding' was dropped due to the lack of a robust business case for this solution. The proposed freedom and flexibility (SSC11) 'To implement an Environmental Change Task Force for Manchester' was dropped as a freedom and flexibility as it was agreed to be within existing powers,

The initial response from DCMS in respect of use of Big Lottery funding (SSC06a) is that they are open to dialogue on overlap and alignment between programmes. Negotiations with DCMS continue.

The freedoms and flexibilities proposed by the Crime and Disorder Reduction Partnership have been or are being considered by the Home Office (SSC01-03 and 07-10). The extension of section 17 (SSC02) has not been agreed as a freedom and flexibility, though the Police and Justice Bill will in part address this issue, and Manchester will continue to be involved in the discussion around the Bill. The establishment of shared targets (SSC03) has been considered by the Home Office but is not felt to be a freedom and flexibility. Discussions are continuing on this request.

The freedoms and flexibilities that require legislative change are all still being considered, but as part of wider consultation. These are as follows. Powers to extend parenting order (SSC07) and fixed penalty notices for anti-social behaviour (SSC09) are being taken forward within the Respect Taskforce and any supporting legislation. Manchester will continue to be an active partner in those discussions. Powers to close crack houses (SSC08) are also being consulted on by the Home Office and Manchester will continue to actively contribute to this consultation.

Decriminalisation of fixed penalty notices for littering and dog fouling (SSC10) has not been agreed as a freedom and flexibility through the LAA. Manchester will contribute to consultation by DEFRA, ODPM and HO on fixed penalty notices.

A request to establish Controlled Parking Zones in areas of high vehicle crime (SSC12) has not currently been agreed by the Home Office or DfT. Discussions will be able to continue after Manchester develops a stronger evidence base showing how the proposal would impact on the reduction of vehicle crime.

Support for legislative changes regarding the use of off-road motorbikes (SSC01) is still with DfT for consideration.

The issue of carrying forward the Sure Start capital grant is significant to Manchester's most deprived communities (SSC04a). We continue to liaise directly with DfES on the requirement to carry forward circa £9m. We stress the importance of consistent sustainable design criteria across Government Departments including Sure Start centres (SSC04b). At the current time DfES negotiations have not resolved this issue given that sustainability is already partly taken into account. Further clarity is therefore being sought by Manchester about Sure Start Centres.

Initial discussions with DfES about population projections being taken into account when determining the extent of investment in school infrastructure (SSC05) have occurred. DfES do not agree this freedom and flexibility. However, the current methodology for projecting population growth does not sufficiently allow for the scale of increase anticipated through regeneration activity and direct discussions between Manchester City Council and DfES are continuing on the technicalities of this calculation.

Healthier Communities and Older People

Following the outcome of the vote in Parliament on the 14 February 2006 regarding the banning of smoking in public places, we have removed our initial Freedom and Flexibility request (HOP01) on smoking. Earlier in the process three freedoms and flexibilities (HOP04-06) were dropped. Shared targets was agreed to be within our control through partner discussions. Monitoring the national impact of policy on health was agreed to be within our existing powers and national action on risk factors had a weak business case so was dropped.

The initial freedom and flexibility on sharing data on older people's income maximisation (formerly HOP02) is being progressed as part of the Economic Development and Enterprise block as EDE03a.

Whilst the 'fair share' allocation of resources has been rejected by DoH as a local freedom and flexibility (HOP03), we have established a process for discussions between senior representatives from DoH Health Inequalities Unit, DoH Finance, and senior members of the Manchester Partnership to discuss the pace of change issues, prior to decisions being made on settlements for 08/09.

Economic Development and Enterprise

Earlier in the LAA process the freedom and flexibility for ONS to boost the labour force survey (EDE02) was dropped, as it was agreed it could be pursued locally. All other freedoms and flexibilities, listed below, are being discussed with the Department of Work and Pensions, both through a Manchester based task force with DWP representation, and along with the LGA nationally

These are

- EDE01 – Request for DOH to require GPs to refer Incapacity Benefit claimants who are renewing their medical certificate to the Stepping Stones programme to access employment support services
- EDE03a – Request for data sharing between the local authority and the Pension Service (formerly HOP02)
- EDE03b – Request for DWP to provide access to key data to enable targeting and measurement of performance of services for workless residents
- EDE05 – Request for DWP to grant the Jobcentre Plus Manchester Central District Pathways to Work (Phase III) status
- EDE07 – Request to allow Jobcentre Plus District Managers greater discretion within the Jobcentre Plus business planning process
- EDE09 – Request for DWP to ensure that all Incapacity Benefit clients, where they are not permanently signed off, have to be medically reassessed at least once a year

Children and Young People

The freedom and flexibility (CYP01) for national teacher training in working with parents was dropped following the publication of the respect action plan that covers this area. The freedom and flexibility (CYP02) about Sure Start Capital Funding is being progressed through the Safer Stronger Communities block (SSC04a) (see above). The freedom and flexibility request (CYP03) to resolve conflicting policy areas such as the failure of the Children Act 2004 to require schools and GPs to collaborate with other agencies to improve outcomes for children remains an issue. Though DfES have advised this is not a freedom and flexibility discussions will continue via the scheduled Priorities Meetings with the DfES Children's Services Adviser and through the ongoing

process of dialogue and contribution to policy that the City conducts in its relationships with Local Government Association and others.

APPENDIX 1 – TARGETS

APPENDIX 2 – FREEDOMS AND FLEXIBILITIES

APPENDIX 3 - FUNDING

APPENDIX 4 – PARTNER ISSUES