

**A Review of  
Special Responsibility Allowances**

**For Members**

**Appointed to the**

**Greater Manchester Combined  
Authority Overview and Scrutiny  
Committee**

**By the**

**Greater Manchester Combined  
Authority**

**Independent Remuneration Panel**

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**Dr Declan Hall (Chair)  
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**November 2022**

**An Independent Review**  
**Of**  
**Special Responsibility Allowances**  
**For**  
**Members appointed to the**  
**Greater Manchester Combined Authority**  
**Overview and Scrutiny Committee**  
**By the**  
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**Introduction: The Regulatory Context**

1. This report contains the recommendations to the Greater Manchester Combined Authority (GMCA) made by the independent remuneration panel (Panel or IRP) for the GMCA on the remuneration of the Members appointed to the new single GMCA Overview and Scrutiny Committee
2. The Greater Manchester Combined Authority was established under the *Greater Manchester Combined Authority Order 2011* (SI 2011/908). The GMCA is made up by the ten metropolitan boroughs that make up Greater Manchester. The Order provided for each constituent authority to have one formal member. These are the Leaders (or elected City Mayor in the case of Salford) of the ten Greater Manchester Councils and also constitute the GMCA 'Combined Authority Cabinet' in that they each hold a Greater Manchester-wide policy

portfolio alongside representing their local authority. Under this Order the GMCA was assigned economic and transport powers.

3. In May 2017 the GMCA became a Mayoral Combined Authority with an elected Mayor who was also assigned the functions of the Greater Manchester Police and Crime Commissioner. In addition, under The Greater Manchester Combined Authority (Fire and Rescue Functions) Order (2017/469) from the 8<sup>th</sup> May 2017 the functions of the Greater Manchester Fire and Rescue Authority (GMFRA) were transferred to the GMCA and the GMFRA was abolished. The Mayor now exercises the vast majority of the fire and rescue functions previously exercised by the GMFRA in addition to many transport functions. The Greater Manchester Combined Authority (Fire and Rescue Functions) (Amendment) Order 2020 [SI 2020/641] which came into force on 26 June 2020, authorised the Mayor of the GMCA to arrange for fire and rescue functions to be exercised by the deputy mayor for policing and crime.

### **The role of the GMCA Independent Remuneration Panel**

4. The Greater Manchester Combined Authority Order 2011 (as amended by the Greater Manchester Combined Authority (Functions and Amendment) Order 2017 [SI 2017/612]) and the Greater Manchester Combined Authority (Amendment) Order 2018 [SI 2018/444] sets out the statutory remuneration framework for the GMCA IRP. It provides authority for the GMCA to establish an Independent Remuneration Panel primarily to make recommendations for the remuneration of the elected Mayor of the GMCA. The IRP may also make recommendations to the GMCA and to the constituent councils regarding the allowances payable to (i) members appointed to the GMCA; and (ii) members of a committee or sub-committee of the GMCA. Currently, the Order expressly prohibits payment of remuneration by the GMCA to Members of the GMCA (other than the Mayor) or members of a committee or sub-committee of the GMCA who are not an elected member of a constituent council.
5. However, the constituent councils may, in accordance with their own scheme of allowances, pay an allowance not exceeding the allowance recommended by the independent remuneration panel to an elected member of that council. In addition, the Levelling Up and Regeneration Bill (Clause 65), which has just passed its second reading and is expected to pass into law within the next 12 months, will specifically enable Combined Authorities to directly remunerate members appointed to their Overview and Scrutiny and Audit Committees.
6. Subsequently, in anticipation of these new powers the Authority at its Annual Meeting on 24<sup>th</sup> June 2022 decided that Members appointed to its new single Overview and Scrutiny Committee should be remunerated. To achieve consistency and avoid duplication of effort by the IRPs of the constituent councils the Authority asked its IRP to provide advice on the appropriate levels of remuneration for Members appointed to the GMCA Overview and Scrutiny Committee.

7. In this context, as in previous reviews the IRP has been cognisant of the principles that underpin the work of statutory IRPs at the nominating Councils by paying regard where relevant to the 2006 Statutory Guidance and the requirements of the 2003 Regulations in arriving at the recommendations for SRAs of Members appointed to the GMCA Overview and Scrutiny Committee..

## The IRP

8. The members of the GMCA IRP are:
- Dr Declan Hall (Chair):
    - a former lecturer at the Institute of Local Government, the University of Birmingham, currently an independent consultant specialising in Members Allowances and support
  - Vicky Knight:
    - Regional Manager UNISON North West
  - Clive Memmott (OBE):<sup>1</sup>
    - Chief Executive of Greater Manchester Chamber of Commerce
9. The work of the IRP was supported by the following
- Nancy Evans: Graduate Management Trainee, Governance, Scrutiny & Business Support, GMCA
  - Nicola Ward: Governance & Scrutiny Officer, GMCA
  - Gwynne Williams: Deputy Monitoring Officer, GMCA

## The IRPs Terms of Reference

10. The IRP was given the following terms of reference
- i. To make recommendations to the GMCA on the level of SRA payable to
    - a. Members appointed to the GMCA Overview and Scrutiny Committee
    - b. The Chair of the GMCA Overview and Scrutiny Committee
    - c. Substitute Members appointed to the GMCA Overview and Scrutiny Committee

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<sup>1</sup> For transparency purposes Clive Memmott made a declaration of interest, namely he was the independent Chair of the Independent Review of the GMCA Scrutiny Function

## The IRPs approach to the review

11. The IRP convened virtually via MS Teams on the following occasions:
  - 20<sup>th</sup> July 2022
  - 18<sup>th</sup> August 2022
  - 19<sup>th</sup> August 2022
  - 23<sup>rd</sup> August 2022
12. The first meeting was a scoping meeting where the IRP met with relevant Officers to plan and organise the review. At the subsequent meetings the IRP received briefings from Officers, interviewed Overview and Scrutiny Committee Members and the GMCA Mayor and Deputy Mayor and considered other relevant written evidence and data, including relevant benchmarking figures. In addition all GMCA and Overview and Scrutiny Committee Members were sent a short questionnaire so as to enable all stakeholders to exercise a voice during the review, three questionnaire returns were received.
13. For further details on the range of evidence and written material the Panel considered in its deliberations and in arriving at its recommendations see:
  - Appendix 1:
    - list of written material and other relevant documentation included in the information pack for the IRP
  - Appendix 2:
    - the Members of the GMCA and the Overview and Scrutiny Committee who made representations to the IRP and the Officers who provided a factual briefing to the IRP
  - Appendix 3:<sup>2</sup>
    - relevant benchmarking data namely:
      - BM1 – Basic Allowance, Executive and Scrutiny SRAs paid in the 10 GM Councils
      - BM2 – SRAs paid to appointees via constituent Councils by other English Combined Authorities (Cambridgeshire and Peterborough Combined Authority only) or directly (West Yorkshire Combined Authority only)

## Key Messages/Observations - A new Overview and Scrutiny Model

14. One of the key messages that came through to the IRP by a review of written evidence and representation received was how the new Overview and Scrutiny structure was different from that which it replaced. A great deal of consideration and effort had gone into the new Overview and Scrutiny arrangements with the

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<sup>2</sup> The IRP also reviewed where relevant the SRAs paid by the 10 Greater Manchester Constituent Councils for their appointees to other GMCA Committees

aim to make it more effective and enhance Member involvement. The new Overview and Scrutiny Committee is an important committee of the GMCA and recent changes in its structure reflects the growing maturity of the GMCA.

### **Remuneration as key to underpinning work of Overview and Scrutiny**

15. The concomitant message arising out of the new emphasis on enhanced Overview and Scrutiny is that remuneration of Overview and Scrutiny Members is important to support Members to fulfil their various expected roles. As Overview and Scrutiny will be vital to ensuring the work of the Authority and Mayor is more informed and robust remuneration is essential in delivering that outcome.

### **Remuneration at a realistic level**

16. Finally, the other key message that came through via the interviews was that any remuneration that the IRP recommended should reflect the importance of the Overview and Scrutiny Committee and the roles that Members appointed to it will be required to carry out. While the recommendations should not reflect 'market' rates, there is an implicit element of public service built into Member remuneration it does need to be at a level that supports the demands put upon Members who are appointed to the GMCA Overview and Scrutiny Committee.

### **Making recommendations without meaningful experience**

17. A central dilemma for the IRP is that it is being asked to make recommendations without meaningful experience of how Overview and Scrutiny will operate in reality. As such, any recommendations are based on the oral and written evidence rather than experiential evidence. The recommendations to the Combined Authority only represent what is known at this particular juncture, they are in effect interim recommendations. Therefore, the IRP would welcome the opportunity to revisit the recommendations contained this report after experience of the operation of Overview and Scrutiny has been gained, in time for the 2024 Mayoral elections.

### **The GMCA Overview and Scrutiny Committee – the context**

18. At the Authority's Annual Meeting on 24<sup>th</sup> June 2022, the Authority decided to discontinue the three Overview and Scrutiny Committees and replace it with a single Overview and Scrutiny Committee. This decision arose out of the recommendations from an independent review of the overview and scrutiny function by the Centre for Governance and Scrutiny, which published its full findings in June 2022.

19. There are 20 full Members of the Overview and Scrutiny Committee, appointed by the GMCA from elected Members of the Constituent Councils, with at least one Member from each Constituent Council and so far as reasonably practicable to reflect the political balance of political parties prevailing among members of the Constituent Councils when taken together.
20. In addition, 20 Substitute Members are also appointed who may be invited to attend as full members of the Overview and Scrutiny Committee when apologies have been received. Substitute Members also reflect political balance amongst the Constituent Councils as far as practicable. There is also an expectation that Substitute Members, as with full Members of the Overview and Scrutiny Committee, will take part in the work of task and finish working groups.
21. The Overview and Scrutiny Committee has appointed its own Chair, who must be a Member of one of the Constituent Councils and who is not a member of a registered political party of which the Mayor is a member, or if the Mayor is not a member of a registered political party then who is not a member of a registered political party which has the most representatives among the members of the Constituent Councils on the GMCA. The Overview and Scrutiny Committee may also appoint a Vice Chair who also must not be from the same political party as the Mayor. At the time of the review, the Overview and Scrutiny Committee has chosen not to appoint a Vice Chair.
22. At present there are 11 scheduled meetings of the Overview and Scrutiny Committee per year. It is intended that Committee meetings will be followed by short 'wash up sessions', to reflect on the outcomes of the full meetings and where potential improvements may be identified. There will also be at least six knowledge briefings per year, to bring Members up to date with particular topics. All Members will be expected to attend at least two training sessions per year. Finally, there will be up to 3-4 task and finish groups per year that will look at topics in greater depth, meeting no more than 3-4 times over a short period of time, probably no more than two months. Each task and finish working group will consist of a mixture of full Overview and Scrutiny Committee and relevant Substitute Members.
23. The Overview and Scrutiny Committee will determine its own work programme but there are three main areas where it will be expected to strengthen the role of overview and scrutiny:
  - To review and evaluate the performance of the Mayor and the GMCA , and the way it works with its partners to deliver for local people
  - To contribute to policy development in respect of high profile, complex issues affecting the whole of Greater Manchester
  - To investigate more complex cross-cutting issues with a particular focus on the delivery of the Greater Manchester Strategy

24. A new and central process in delivering Overview and Scrutiny will be the task and finish working groups. They will provide the opportunity for the Substitute Members to get involved in scrutiny without sitting on the full Overview and Scrutiny Committee, with membership of the task and finish working groups being a mixture of full Committee and Substitute members with regard to the interests, skills, knowledge and priorities of the task and finish working group Members.
25. If it is envisaged that there is a need to delve more deeply into a topic it will lend itself to deliberation in a task and finish working group, which will be focused on teasing out new policy directions both to challenge and support the Mayor and GMCA. Other issues, will be more likely to be more appropriate to consider in the more formal setting of the full Committee where activity is more likely to be focused holding the Mayor and GMCA to account as well as asking the Mayor and GMCA to give an account.

## **Arriving at recommendations – Overview and Scrutiny Committee Members**

### **Benchmarking/seeking analogous roles I – other Combined Authorities**

26. The IRP considered a number of different approaches in arriving at the recommended SRA for the full Members of the Overview and Scrutiny Committee. An obvious starting point was to consider what other English Combined Authorities pay their members of Overview and Scrutiny. The only Combined Authority that directly remunerates its Members of their Overview and Scrutiny Committees is West Yorkshire (by designating them as co-opted Members). It pays those Members £648 apiece per annum. However, there are some important differences. In West Yorkshire there are three overview and scrutiny committees and the scope of the budget and policy items they are required to scrutinise does not compare with GMCA Overview and Scrutiny Committee, where the GMCA revenue budget for 2021/22 was £1.93bn, by far the largest of any Combined Authority. As such the remuneration for Overview and Scrutiny Members at West Yorkshire Combined Authority is not relevant for benchmarking purposes.
27. Similarly, the IRP referred to all the allowances schemes of the nominating councils to other English Combined Authorities and the only English Combined Authority that remunerates their appointees to Overview and Scrutiny via the allowances schemes of the constituent councils is Cambridgeshire and Peterborough Combined Authority and even then two of the constituent councils, Peterborough and Fenland have decided not to pay such an SRA. The average SRA paid to the Cambridgeshire and Peterborough Combined Authority Overview and Scrutiny Members is £1,326, with a median SRA of £1,303. However, the IRP has not been guided by this level of remuneration for the same reasons it has not been guided by the SRA paid to Overview and Scrutiny Members in West Yorkshire Combined Authority, the size, scope, workloads and responsibility of GMCA Overview and Scrutiny Members is much



more broader than is the case in Cambridgeshire and Peterborough Combined Authority.

### **Benchmarking/seeking analogous roles II – Other GMCA bodies**

28. The IRP then considered the SRAs paid by the 10 Greater Manchester constituent councils to their appointees to other GMCA bodies via their own allowances schemes, namely the Transport Committee and Waste and Recycling Committee. This exercise did not throw up a great deal of useful comparisons. It is noted that only three of the GM Councils remunerate their appointees to the Waste and Recycling Committee. The one GM Council that has specifically reviewed remuneration for the appointee to the GMCA Waste and Recycling Committee (Bury) pays an SRA of £1,500.
29. It is noted that Bury has recently specifically reviewed the SRA for its appointee to the GM Transport Committee (which is a joint committee of the ten constituent councils, the GMCA and the Mayor) and set it at £3,000. It is also noted that transport is largely a mayoral function and there is no requirement for the GMCA to have a Transport Committee, whereas the Overview and Scrutiny Committee is a statutory committee that has a wider brief. Nonetheless, the Bury SRA of £3,000 paid to its appointees to the GM Transport Committee established a base point for the IRP – it would not be unreasonable for Members of the GMCA Overview and Scrutiny Committee to receive an SRA greater than £3,000.

### **Benchmarking/seeking analogous roles III – The 10 GM Constituent Councils**

30. As a further benchmarking exercise the IRP explored whether there were any analogous roles in the 10 Greater Manchester (GM) Constituent Councils. It is noted that in no GM Council are Members remunerated for sitting on an Overview and Scrutiny Committee, their Basic Allowance is deemed to cover such duties. This review did not throw up any analogous roles to the Members of the GMCA Overview and Scrutiny Committee at the Constituent Councils

### **Benchmarking/seeking analogous roles IV – Other remunerated roles paid directly by the GMCA**

31. Finally the IRP considered the annual remuneration paid to the Independent Person (£988) and the co-opted Member appointed to the GMCA Audit Committee (£1,627). Once again the IRP rejected drawing an analogy with the remuneration of these roles at GMCA as the time commitment and breath of work of Overview and Scrutiny Members is greater than that of the Independent Person and the Co-opted Member on the GMCA Audit Committee.

### **Adopting the time assessment multiplied by rate of remuneration approach**

32. However, the IRP did note how the recommended remuneration for the Co-opted Member of the Audit Committee was arrived at, in its March 2018 Review. This was done by assessing a time input and then multiplying it by an appropriate rate of remuneration. The IRP also noted that this approach is utilised by most IRPs from the Constituent Councils (and advised by the 2006 Statutory Guidance) when arriving at their recommended Basic Allowance. As such the IRP has adopted this approach in arriving at the recommended SRA for the Members of the GMCA Overview and Scrutiny Committee.

### **Overview and Scrutiny Committee Members - Assessing time required**

33. The IRP recognises that the Overview and Scrutiny Members also undertake a responsibility and their roles do not just involve workloads. However in the absence of any meaningful comparisons and benchmarking data and the fact that this approach has precedent the IRP has decided this is the most transparent and simple to understand approach to adopt.
34. In arriving at the estimated required time input by Overview and Scrutiny Members the IRP has settled on a figure of two days per month, or 24 days per year. In arriving at this time estimate the IRP has included:
- Attendance at 11 Overview and Scrutiny Committees per year, plus follow up wash up sessions
  - Attendance at six Knowledge Briefing sessions per year
  - Attendance at least two Training sessions per year
  - Sitting on and attending at least one task and finish working group with three meetings per year
  - Individually to keep a watching brief on portfolio business to assist with performance monitoring and policy development
  - Engage with their respective local authorities to ensure relevant GMCA-related information is circulated between local authorities and the GMCA
  - All reading, preparation and additional research where required
  - An element for travel time

### **Overview and Scrutiny Committee Members – rate of remuneration**

35. In arriving at an appropriate rate of remuneration the IRP has adopted a day rate that replicates the day rate utilised by the IRP when arriving at the recommended remuneration for the Co-opted Member on the GMCA Audit Committee, namely the mean gross daily earnings of all full time employees within the metropolitan county of Greater Manchester as set out in the Annual Survey of Hours and Earnings (ASHE) Table 7.1a (2021). A similar rate of remuneration is adopted by IRPs in the Constituent Councils when arriving at a recommended Basic Allowance. It is a robust and defensible rate of

remuneration as it links Members' remuneration to the average earnings of those they represent and therefore cannot be seen as excessive.

36. ASHE Table 7.1a (2021) shows that the mean gross weekly earnings of all full time employee jobs in Greater Manchester is £672.60.<sup>3</sup> To arrive at a daily rate of remuneration the IRP has simply divided the mean weekly figure by five working days, which equates to £134.52 per day.

### **Arriving at the Overview and Scrutiny Committee Members SRA**

37. In arriving at the recommended SRA for Members of the GMCA Overview and Scrutiny Committee the IRP has multiplied 24 days expected input per year by a daily rate of remuneration of £134.52, which equates to £3,228. Viewed another way, an SRA of £3,228 sizes of the role of a Member of the GMCA Overview and Scrutiny Committee at 28 per cent of the role of being a Member of a Constituent Council. The IRP felt that this relative sizing was fair, by definition being a Member of the GMCA Overview and Scrutiny Committee is does not entail the same commitment and responsibility as being an elected Member of a Constituent Council but it can reasonably be estimated to be at least quarter of the size of that role.
38. **The IRP recommends that the Members of the GMCA Overview and Scrutiny Committee are paid an annual SRA of £3,228.**

### **Substitute Members of the GMCA Overview and Scrutiny Committee**

39. The term 'substitute' member is somewhat of a misnomer. Their role extends beyond that of the traditional substitute Member in that they are expected to do more than only stand in when a Committee Member sends their apologies, although that is one aspect of their role. They will be explicitly drawn upon to sit on the task and finish working groups, alongside full Members of the Overview and Scrutiny Committee. While it cannot be known at this stage the number of task and finish working groups and the number of meetings these working groups may hold it is a reasonable assumption that all Substitute Members will have the opportunity to serve on at least one task and finish working group each year, even if the actual level of involvement does not work that way in practice.
40. Again the IRP was unable to find any analogous role in other English Combined Authority's or across other GMCA bodies. The Substitute role on the GMCA Overview and Scrutiny Committee and associated task and finish groups is unique to the GMCA.

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<sup>3</sup> See

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/earningsandhoursworkedallemployeesashetable7>

41. The IRP decided not to recommend a flat rate SRA for Substitutes as the reality is their workloads will be variable. In any one year, it is not inconceivable that a Substitute could stand in at the Overview and Scrutiny Committee a couple of times a year and attend up to three task and finish working groups, with each task group meeting up to 3-4 times. Conversely, it is equally conceivable that a Substitute will attend no Overview and Scrutiny Committee or task and finish working group meetings in any one year. Then again, an SRA that solely relates to the number of meetings a Substitute Member may attend does not recognise the common roles and responsibilities that all Substitutes are expected to undertake.

### **Adopting a hybrid approach to recommending Substitute Members SRA**

42. Consequently, the IRP has adopted a hybrid approach in arriving at the recommended SRA for the Substitute Members that is made up of two components. The IRP is recommending a standing SRA of £538 per year. This standing SRA is to recognise that all Substitute Members will be expected to undertake relevant induction and training sessions, liaise with their respective Overview and Scrutiny Committee Member and generally to keep abreast of the broader workings of the Overview and Scrutiny Committee and to be prepared to step in when required. In arriving at the Standing SRA of £538 the IRP has assessed the common time commitment of all Substitute Members regardless of attendance at the Overview and Scrutiny Committee or any task groups at 4 days per year and multiplied that by the adopted rate of remuneration of £134.52, which equates to £538.
43. The second element is the variable SRA. Substitute Members should also receive a variable SRA that relates to the number of meetings of the Overview and Scrutiny Committee and task and finish working group meetings they attend. For each meeting attended the IRP has simply decided that they should be paid a SRA set at the adopted rate of remuneration of £134.52 per meeting.
44. **The IRP recommends that the Substitute Members of the GMCA Overview and Scrutiny Committee are paid an SRA consisting of two components:**
- **A Standing SRA of £536 per year**
  - **A Variable SRA of £134.52 for every meeting of the Overview and Scrutiny Committee and task and finish group attended**
45. To check that this hybrid approach does not lead to the anomalous situation where a Substitute Member could be paid more than a full Member of the GMCA Overview and Scrutiny Committee the IRP modelled potential scenarios for Substitute Member remuneration under this recommended hybrid model. It is noted that a Substitute Member would have to attend 20 meetings a year before they equalled the recommended SRA (£3,228) for Members of the Overview and Scrutiny Committee. This was arrived at by taking the Substitute

Members standing SRA of £536 and adding it to a hypothetical attendance of 20 meetings per year multiplied by £134.52 per meeting attended (£2,690), which totals £3,226. It is extremely unlikely that a Substitute Member will be attending 20 meetings of the Overview and Scrutiny Committee and task and finish working groups per year. As such, the IRP is assured that the hybrid model would not lead to Substitute Members receiving a higher remuneration than Overview and Scrutiny Committee Members.

### **The Chair of the GMCA Overview and Scrutiny Committee**

46. Obviously the workload and responsibility of the Overview and Scrutiny Committee Chair will be greater than that of the Members of the Committee. The Chair will not only be required to Chair Overview and Scrutiny Committee meetings effectively to ensure that all Members can contribute effectively but also to work with relevant Officers to develop the work programme on behalf of the Committee, taking into account the upcoming work of the GMCA and areas where scrutiny must be carried out, i.e., on the annual GMCA budget. The Chair will also attend Overview and Scrutiny pre-meetings with relevant Officers to review agenda and point out any issues that they think need attention.
47. Furthermore, the Chair will also be expected to facilitate strong team-working between committee members during formal meetings, informal meetings and task group meetings. The Chair will also be expected to monitor the progression of the task and finish working groups to ensure that they are meeting their declared targets.
48. The Chair will also be primarily responsible for liaising with the Mayor and relevant Members of the GMCA, plus relevant Officers to lead in the co-ordination of the work of Overview and Scrutiny with that of the Mayor and GMCA. The Chair has a standing invitation to attend GMCA meetings and it is expected that they will at the very least attend when Overview and Scrutiny issues are discussed and speak on the same issues.

### **Benchmarking/seeking analogous roles to Overview and Scrutiny Chair**

49. The IRP also considered analogous roles that may provide some appropriate benchmarking providing guidance in arriving at the recommended SRA for the GMCA Overview and Scrutiny Committee Chair. It is noted that where the GMCA has a co-opted (independent) Chair of the Audit Committee that their remuneration is £4,067, which was arrived at by factoring the Co-opted Member remuneration of £1,627 by 2.5. The co-opted (independent) Chair of the Standards Committee is remunerated £1,234, which was arrived at by factoring the remuneration of the Independent Person by 1.25
50. Looking at the remuneration for the three Chairs of the West Yorkshire Combined Authority Overview and Scrutiny Committees they each receive an

SRA of £7,341. In the Cambridgeshire and Peterborough Combined Authority none of the constituent authorities make provision for the remuneration of the Chair of its Overview and Scrutiny Committee through their allowances scheme.

51. The IRP chose not to be guided by the remuneration paid to the Chairs of the GMCA Audit and Standards Committees nor the Chairs of the West Yorkshire Combined Authority Overview and Scrutiny Committees for similar reasons it was not guided by the remuneration of Members of these committees – the role of the Chair of a single GMCA Overview and Scrutiny Committee is broader and deeper than these other Chairs reviewed by the IRP.
52. One suggestion put to the IRP was the role of Chair of the GMCA Overview and Scrutiny Committee could be seen as similar to that of Chairing a parliamentary Select Committee, who are paid £16,865 (as of April 2022). The IRP has not accepted this comparison: while the work of Select Committees can be similar to that of the GMCA Overview and Scrutiny Committee in terms of process and outputs in that they have a specific scrutiny role, Select Committees have a national rather than sub-regional dimension and while tending to have a specific focus they deal with much larger topics that can be both national and international in scope.
53. The IRP also considered whether chairing the GMCA Overview and Scrutiny Committee is comparable to chairing an Overview and Scrutiny Committee in the Constituent Councils, where the mean SRA is £8,471 and median SRA £8,426. The IRP concluded the roles were not comparable. At the Constituent Councils there are normally more than one Overview and Scrutiny Committee and their focus is narrower than the GMCA Overview and Scrutiny Committee, they are also scrutinising a smaller budget. This was a view that was supported in the representation received. Nonetheless, by doing this comparison the IRP concluded that the recommended SRA for the Chair of the GMCA Overview and Scrutiny Committee should be larger than the mean SRA (£8,471) paid to Overview and Scrutiny Chairs at the Constituent Councils.
54. On the other hand the IRP rejected a comparison with Cabinet Members at the Constituent Councils, who receive a mean SRA of £15,901 and median SRA of £15,579. While the roles may well compare in terms of time commitment they do not in terms of constitutional powers. Cabinet Members at the Constituent Councils have extensive decision making powers, the Chair of the GMCA Overview and Scrutiny Committee does not have similar powers as the Committee is not a decision making committee, its role is to inform, influence, affect and steer the work of the Mayor and the GMCA where the decisions are made.
55. Again the IRP reviewed the SRAs paid via Constituent Council Members' Allowances schemes to see if they have provision for paying SRAs for when their Members are Chairs of other GMCA bodies. The only relevant example was in Wigan, which pays an SRA (£8,039) for GM Transport Chair and was specifically reviewed about two years ago as at the time a Wigan Member was

Chair of the GM Transport Committee. It was set with reference to the SRA paid to Chairs of Overview and Scrutiny at Wigan, a comparison the IRP has already rejected.

### **Adopting the Factor approach to arrive at Overview and Scrutiny Chair's recommended SRA**

56. In arriving at the recommended SRA for the Chair of the GMCA Overview and Scrutiny Committee the IRP has adopted the same approach it utilised in arriving at the recommended SRA for the Chairs of the GMCA Audit and Standards Committee, namely by factoring the recommended remuneration for the co-opted Member of the Audit Committee. This approach is also suggested in the 2006 Statutory Guidance that is applicable to IRPs at the Constituent Councils and commonly utilised by Constituent Councils IRPs in setting other SRAs. This is known as the 'factor' approach. Once the remuneration for an ordinary Member has been determined the Chair's SRA is arrived at setting it at an appropriate multiple of the ordinary Members remuneration.
57. In adopting an appropriate factor for arriving at the remuneration of the Chair of the Audit Committee the IRP adopted a multiple of 2.5 times the recommended remuneration for the Audit Committee Co-opted Member. The IRP has not been guided by a multiple of 2.5 times the recommended SRA for the Members of Overview and Scrutiny to arrive the recommended SRA for the Chair of Overview and Scrutiny. The IRP has taken the view that the chairing Overview and Scrutiny is a larger role, in terms of numbers of meetings and workload and a greater responsibility with the Overview and Scrutiny Committee having a wider strategic remit.
58. The IRP noted that the differential between the mean Basic Allowance (£11,654) and the mean SRA (£40,568) for Leaders/City Mayor paid across the 10 Greater Manchester Councils is a factor of 3.5. Similarly, the IRP has not been guided by this differential. The difference in workload and responsibility between a GM Council ordinary Member and the GM Council Leaders/City Mayor is greater than that between the Members and Chair of the GMCA Overview and Scrutiny Committee, by virtue of the Leaders/City Mayor of the GM Councils having all executive functions vested in their role.
59. As such the IRP has adopted a factor of 3 times the recommended SRA (£3,228) for Overview and Scrutiny Committee Members to arrive at recommended SRA for the Chair of the Overview and Scrutiny Committee, which equates to £9,684. This differential reflects the difference in workloads and responsibility. This level is also proportional, a message that came through from the representation was that there should not be too great a differential between the SRAs for the Members and the Chair of the GMCA Overview and Scrutiny Committee, their relationship should be proportionate. An SRA of £9,684 meets this representation. Furthermore it also meets the test of assessing the role as larger than the Chairs of Scrutiny at the 10 GM Councils.

60. Consequently the IRP has adopted a multiple of 2.5 times the recommended SRA (£3,228) for the Members of the Overview and Scrutiny Committee to arrive at the recommended SRA for the Chair of the Overview and Scrutiny Committee.
61. **The IRP recommends that the SRA for the Chair of the GMCA Overview and Scrutiny Committee should be £9,684.**

### **Issues arising I: The Vice Chair of the GMCA Overview and Scrutiny Committee**

62. It was not within the IRPs terms of reference to consider an SRA for a Vice Chair of the Overview and Scrutiny Committee. This was because at the time of the review the GMCA Overview and Scrutiny Committee has decided not to appoint a Vice Chair. While the IRP was given no indication that this situation could change in the short term at least to future proof the allowances for the GMCA Overview and Scrutiny Committee the IRP has decided to make a recommendation in the event that it decides to appoint a Vice Chair. By doing this it negates the need of the GMCA seeking further advice of the IRP if a Vice Chair of the GMCA Overview and Scrutiny Committee were to be appointed.
63. It is difficult to assess the size of a role that is not in place but the role profile for a Vice Chair indicates that the post holder would be expected to replicate many of the duties of the Chair, although it would be expected that these duties will typically be undertaken in conjunction with and in support of the Chair of the Overview and Scrutiny Committee.
64. Benchmarking revealed limited comparisons. Vice Chairs of the three Overview and Scrutiny Committees in West Yorkshire Combined Authority each receive an SRA of £1,296, which is double the SRA paid to Members of the West Yorkshire Combined Authority Overview and Scrutiny Committees. Once again the role on the GMCA Overview and Scrutiny Committee would be much larger..
65. Looking for comparisons at the 10 GM Constituent Councils it is noted that only two Councils, Tameside and Trafford remunerate their Vice Chairs of Overview and Scrutiny, at £3,509 and £4,236 respectively. This is too limited data to draw any meaningful analogies. Moreover, the IRP does not know if the Vice Chairs of Overview and Scrutiny at Tameside and Trafford have particular discrete tasks or responsibilities. For instance it is often the case in principal councils that where a Vice Chair of Overview and Scrutiny is paid an SRA they have a designated responsibility such as chairing task and finish groups or lead on informal reviews, an expectation that is not explicit for a Vice Chair of GMCA Overview and Scrutiny Committee.
66. In arriving at the recommended SRA for a Vice Chair of the GMCA Overview and Scrutiny Committee the IRP has continued with the factor approach. In



other words, the SRA for the Vice Chair has been set as a multiple of the recommended SRA for Members of the GMCA Overview and Scrutiny Committee.

67. The question remains what is the size of the role of the Vice Chair compared to the Members of the GMCA Overview and Scrutiny Committee? Clearly the role is larger than that of an Overview and Scrutiny Member but from the role profile at least the IRP obtained no sense that it is as large as 1.5 times of the responsibility and workload of the Overview and Scrutiny Members. Clearly, there is a substantial time requirement, and may be broadly similar to that of the Chair but the Chair bears ultimate responsibility for the effective working of the GMCA Overview and Scrutiny Committee.
68. The IRP noted that the mean SRA (£6,709) paid to Assistant Executive Members (where appointed) in the 10 GM Constituent Councils when added to the mean Basic Allowance (total of £18,363) is about 1.5 times the mean Basic Allowance (£11,654) ) paid to across the 10 GM Constituent Councils. The IRP rejected this multiple as Assistant Executive Members in the 10 GM Constituent Councils will not only support their respective Cabinet Member when required but also be given discrete responsibilities and tasks to undertake, such as being the lead on specific topics that fall within their relevant Cabinet Members portfolio.
69. As such, the IRP has arrived at the recommended SRA for a Vice Chair of the GMCA Overview and Scrutiny Committee by setting it at 1.25 times the recommended SRA (£3,228) for the Members of the GMCA Overview and Scrutiny Committee Chair, which equates to £4,035. At this level it clearly assesses the role as being greater than that of ordinary Overview and Scrutiny Members but is also proportionate in that maintains a clear differential vis-à-vis the recommended SRA for the Chair of the Overview and Scrutiny Committee.
70. **The IRP recommends that if the GMCA Overview and Scrutiny Committee appoint a Vice Chair then that post holder should receive an SRA of £4,035.**

## **Issue arising II – the indexation of the Overview and Scrutiny SRAs**

71. It was not within the IRPs terms of reference to consider whether the recommended SRAs should be indexed, i.e., uplifted annually in accordance with an appropriate linkage. However, the IRP noted that all other allowances paid by the GMCA are indexed linked. The relevant index being the annual percentage cost of living increase that is applied each year as set by the National Joint Council for Local Government Staff, known as the 'NJC' index. It would be inequitable if the recommended SRAs arising from this review were not also indexed linked. The IRP also notes that it is common practice for the 10 GM Constituent Councils Members' Allowances schemes and indeed across English local government to contain provisions for the index mechanism.

72. **The IRP recommends that the SRAs recommended for the Members, Substitutes, Chair and if so appointed a Vice Chair of the GMCA Overview and Scrutiny Committee are also annually indexed in accordance with the annual percentage cost of living increase that is applied each year as set by the National Joint Council for Local Government Staff, with the indexation applied at the same time it is applied to the remuneration of the GMCA Elected Mayor and Co-opted Members.**

### **Implementation of recommendations**

73. The establishment of the Member roles and the GMCA Overview and Scrutiny Committee date back to the Authority's Annual Meeting on 24<sup>th</sup> June 2022. As such, it appears logical and equitable that the recommended SRAs should apply from that date. It is recognised that until the Levelling Up and Regeneration Bill is enacted that these SRAs will have to be paid on an interim basis via the allowances schemes of the Constituent Councils. Indeed, it was explicitly recognised by the Authority when it decided that Overview and Scrutiny Members should be remunerated.
74. However, the means of delivering the recommended SRAs in the absence of having express authority to do pay them directly at this moment is an issue that is not within the remit of the IRP, all it has been tasked with is to make appropriate recommendations on the remuneration of Members on the GMCA Overview and Scrutiny Committee.
75. The IRP feels that it only reasonable for the recommended SRAs to be paid from the date of the establishment of the GMCA Overview and Scrutiny Committee.
76. **The Panel further recommends that the recommended SRAs for Members and Chair of the Overview and Scrutiny Committee are backdated to 24<sup>th</sup> June 2022 or any date thereafter than the GMCA deems is appropriate.**

## **Appendix One: List of Information considered by the Panel**

1. The Greater Manchester Combined Authority Order 2011 (SI 2011/908) 1 April 2011, updated July 2012
2. The Greater Manchester Combined Authority (Amendment) Order 2015 (SI 2015/960)
3. The Greater Manchester Combined Authority Order 2011 (as amended by The Greater Manchester Combined Authority (Functions and Amendment) Order 2017 [SI 2017/612])
4. GMCA Scoping Paper, Review of the allowance to be paid to the Overview and Scrutiny Committee, that also sets out the IRP terms of reference
5. GMCA Report 24<sup>th</sup> June 2022, Independent Review of the GMCA Scrutiny Function, at which meeting established the single Overview and Scrutiny Committee, agreeing in principle to remunerate Overview and Scrutiny Committee Members and authorising the IRP to review their remuneration
6. Centre for Governance and Scrutiny, Greater Manchester Combined Authority: Scrutiny Evaluation Report, Final June 2022, includes GMCA Overview and Scrutiny Member, Chair and Vice Chair Role and Responsibilities description
7. GMCA Constitution, June 2022, Part 4 Committees Section E that sets out the composition and terms of reference for the Overview and Scrutiny Committee
8. GMCA Constitution, June 2022, Part 5 Rules and Procedures, Section C Overview and Scrutiny Committee Procedure Rules
9. Annual Survey of Hours and Earnings (ASHE), average Weekly pay – gross – all full-time employee jobs in Greater Manchester (Table 7.1a Work Geography) 2021, Office of National Statistics
10. The Local Authorities (Members' Allowances) (England) Regulations 2003 (SI2003/1021)
11. New Council Constitutions, Guidance on Regulation for Local Authority Allowances, Department of Communities & Local Government, 5<sup>th</sup> May 2006
12. Allowances schemes from the ten constituent GMCA councils and other relevant benchmarking data - see appendix 3 for further details
13. All allowances schemes of Constituent Councils of the other nine English Combined Authorities were consulted

## **Appendix Two: Members and Officers who met with the IRP**

### **Members interviewed by the IRP**

Cllr Barry Brotherton	Member Overview and Scrutiny Committee (Trafford – Labour)
Andy Burnham	GM Mayor (Labour)
Paul Dennett	Deputy GM Mayor and City Mayor Salford (Labour)
Cllr Mark Hunter	GMCA Lead for Young People, Leader Stockport Council (Liberal Democrat)
Cllr Jim King	Member Overview and Scrutiny Committee (Salford – Labour)
Cllr Tom McGee	Substitute Member Overview and Scrutiny Committee (Stockport – Labour)
Cllr John Walsh	Chair Overview and Scrutiny Committee (Bolton – Conservative)

### **Written Submissions from Members**

Cllr M. Godwin	Overview and Scrutiny Committee Member (Oldham – Labour)
Cllr D. Molyneux	GMCA Member (Wigan – Labour)
Cllr G. Stanton	Overview and Scrutiny Committee Member (Manchester – Labour)

### **Officers who briefed the IRP**

Eamonn Boylan	Chief Executive Officer GMCA & TfGMC
Julie Connor:	Assistant Director Governance & Scrutiny GMCA
Liz Treacy	Monitoring Officer, GMCA
Gwynne Williams	Deputy Monitoring Officer, GMCA

### Appendix Three: Benchmarking Data

BM1 GMCA BM Group - Other GM Mets: BA + Exec + Scrutiny SRAs (21/22 unless indicated)										
Comparator Council	Basic Allowance	Leader or Elected Mayor	Leader Total	Deputy Leader or Mayor	Executive Members	Assistant or Deputy Execs	Chair Main O&S	Chairs/Lead Scrutiny	V/Chairs Scrutiny	Chairs Scrutiny Subs/WGs
<b>Bolton</b>	£11,644	£31,294	£42,938	£18,775	£7,140			£5,100		
<b>Bury (22/23)*</b>	£10,791	£38,373	£49,164	£19,424	£14,568	£2,185		£8,093		
<b>Manchester (22/23)</b>	£17,798	£44,413	£62,211	£18,680	£18,680	£7,475		£11,220		
<b>Oldham* (22/23)</b>	£10,151	£36,542	£46,693	£21,317	£18,272	£7,613	£9,135	£9,135		
<b>Rochdale*</b>	£11,172	£39,395	£50,567	£16,758	£15,082	£3,016	£8,379	£8,379		
<b>Salford (22/23)</b>	£11,043	£54,654	£65,697	£33,296	£14,901	£11,175		£9,315		
<b>Stockport</b>	£10,717	£32,151	£42,868	£17,683	£16,075			£6,430		£1,286
<b>Tameside</b>	£12,787	£39,588	£52,375	£25,812	£22,081	£9,176		£10,526	£3,509	
<b>Trafford (22/23)*</b>	£7,061	£38,678	£45,739	£19,770	£14,122	£7,060	£8,473	£8,473	£4,236	
<b>Wigan* (22/23)</b>	£13,380	£50,589	£63,969	£26,093	£18,087	£5,969		£8,039		
<b>Mean</b>	<b>£11,654</b>	<b>£40,568</b>	<b>£52,222</b>	<b>£21,761</b>	<b>£15,901</b>	<b>£6,709</b>	<b>£8,662</b>	<b>£8,471</b>		
<b>Median</b>	<b>£11,108</b>	<b>£39,037</b>	<b>£49,866</b>	<b>£19,597</b>	<b>£15,579</b>	<b>£7,268</b>	<b>£8,473</b>	<b>£8,426</b>		
<b>Highest</b>	<b>£17,798</b>	<b>£54,654</b>	<b>£65,697</b>	<b>£33,296</b>	<b>£22,081</b>	<b>£11,175</b>	<b>£9,135</b>	<b>£11,220</b>		
<b>Lowest</b>	<b>£7,061</b>	<b>£31,294</b>	<b>£42,868</b>	<b>£16,758</b>	<b>£7,140</b>	<b>£2,185</b>	<b>£8,379</b>	<b>£5,100</b>		
<b>Mean Ratios</b>	<b>Leader = 3.5 X BA</b>	<b>100%</b>		<b>54%</b>	<b>39%</b>	<b>42%</b>	<b>21%</b>	<b>21%</b>		

\* Leaders' SRAs for Bury, Oldham, Rochdale, Trafford & Wigan include 2nd SRA for role on GMCA

<b>BM2 GMCA BM Group Cambridgeshire &amp; Peterborough Combined Authority Appointees Remuneration July 2021</b>						
<b>Constituent Council</b>	<b>Leader - Combined Authority Board Member</b>	<b>Deputy Leader - Combined Authority Deputy Member</b>	<b>O&amp;S Appointees</b>	<b>Audit &amp; Governance Appointees</b>	<b>Substitute Members</b>	<b>Other</b>
<b>Cambridgeshire</b>	£3,170	NA	£1,585	£1,585	NA	NA
<b>Peterborough</b>	NA	NA	NA	NA	NA	NA
<b>Cambridge City</b>	£5,210	NA	£1,303	£521	NA	NA
<b>East Cambridgeshire</b>	£5,138	£1,541	£1,541	£822	NA	CA Committee Member if not on Board - £822
<b>Fenland</b>	May 2021 Review looked at COMBINED AUTHORITY SRAs but made no recommendations					
<b>Huntingdonshire</b>	£5,100		£946	£946	£1,655 (CA Board)	O&S & Audit Chairs £3,068
<b>South Cambridgeshire</b>	£5,010	NA	£1,253	£501	NA	NA
<b>Mean</b>	<b>£4,726</b>		<b>£1,326</b>	<b>£875</b>		
<b>Median</b>	<b>£5,100</b>		<b>£1.303</b>	<b>£822</b>		
<b>West Yorkshire Combined Authority – Appointees 2021/22</b>						
	<b>Chairs</b>	<b>Deputy Chairs</b>	<b>Members</b>	<b>Engagement Leads</b>		
<b>Overview &amp; Scrutiny Committees</b>	£7,341	£1,296	£648			
<b>Transport Committee</b>	Chaired by CA Board Transport Portfolio Holder	£13,731	£2,616	£3,663		