

**GREATER MANCHESTER COMBINED AUTHORITY (GMCA)
CORPORATE ISSUES AND REFORM OVERVIEW AND SCRUTINY COMMITTEE
17 SEPTEMBER 2019 AT 6.00PM AT GMCA OFFICES**

Present: Councillor Tim Pickstone (Bury) (in the Chair)
Bolton: Councillor Bob Allen
Bury: Councillor Stella Smith
Manchester: Councillor Ben Clay
Oldham: Councillor Colin McLaren
Rochdale: Councillor Kallum Nolan
Salford: Councillor David Jolley
Salford: Councillor Tanya Burch
Stockport: Councillor Dena Ryness
Tameside: Councillor Teresa Smith
Trafford: Councillor Anne Duffield
Trafford: Councillor Dave Morgan
Wigan: Councillor Joanne Marshall

In attendance

GMFRS Jim Wallace, Chief Fire Officer
Dawn Docx, Deputy Chief Fire Officer
Tony Hunter, Assistant Chief Fire Officer
Dawn Royle,

GMCA Kevin Lee, Director Mayor's Office
Andrew Lightfoot, Deputy Chief Executive
Jane Forrest, Assistant Director, Reform
Dave Kelly,
Smyth Harper, Head of News and Media
Joanne Heron, Statutory Scrutiny Officer
Jamie Fallon, Governance and Scrutiny Officer

Rochdale Council Mark Widdup, Executive Director

CI21/19 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Chris Goodwin (Oldham), John McGahan (Stockport), and Richard Paver (GMCA Treasurer).

Kallum Nolan left the meeting at 7.15pm.

CI22/19 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

The Chair reminded Members that a number of their annual GMCA Register of Interest Form's were still outstanding.

Members were advised that moving forwards the GMCA would be publishing its meeting papers via Modern.gov, enabling a paperless and more modern approach. The Chair reminded Members to provide the device information requested as soon as possible so that they can be issued with a username and password.

It was noted that up to six Members of the Committee attended a budget training on 13 August 2019, which was hosted by Richard Paver, GMCA Treasurer. The session focussed on helping Members better scrutinise the budget setting process and was well received. The Committee considered whether they could benefit from a further training session in advance of the budget setting process, in particularly for those who were unable to attend. It was agreed that Officers would seek to identify a further date to be held prior to a future committee meeting (in October or November at 5-6pm)

The Chair informed the Committee that the Scrutiny Chairs had recently met with the Mayor to consider how the scrutiny committees could make a meaningful impact. As a result, it was recommended that the committees should, as appropriate, make recommendations formerly to the GMCA and request feedback. It was also agreed that the committees should consider developing a small number of focussed scrutiny working groups, to address cross cutting themes such as bus reform. It was noted that as the groups were developed, they would be communicated to Members.

RESOLVED:

1. That Members provide the device information requested to support the roll out of modern.gov.
2. That Officers consult with Members and officers on developing a further budget training session (in October or November, 5-6pm).

CI23/19 DECLARATIONS OF INTEREST

There were no declarations of interest received.

CI24/19 MINUTES OF THE MEETING HELD ON 16 JULY 2019

The minutes of the meeting held on 16 July 2019 were submitted for approval. A Member requested a correction to item CI/18/19 Programme for Change Outline Business Case, with reference to changing a 'two-pump incident' to state 'two-five-pump incident'.

RESOLVED:

That the minutes of the meeting held on 16 July 2019 be approved as a correct record subject to the correction to item CI/18/18 Programme for Change Outline Business Case.

CI25/19 UNIFIED PUBLIC SERVICES FOR THE PEOPLE OF GREATER MANCHESTER

Andrew Lightfoot, Deputy Chief Executive, GMCA introduced a report which provided an overview of the White Paper on Unified Public Services for the people of Greater Manchester which had been agreed by the GMCA in July 2019.

Jane Forrest, Assistant Director Reform, added that the White Paper sat alongside a number of key strategies for Greater Manchester including; the Local Industrial Strategy (LIS), the Health and Social Care (HSC) Prospectus, and the Standing Together Plan. It represents a significant step forward in our reform ambitions, setting out a 21st century vision for public services and putting forward Greater Manchester (GM) as an international leader in this field. Principally, it aimed to improve outcomes for people across Greater Manchester, but it also sought to provide a platform to influence the future direction of central government policy and spending.

It was acknowledged that the White Paper was not prescriptive in its nature, and did not define how services should be delivered, but asked that localities pay attention to delivering change inline with six key features, and did these things relentlessly to achieve greater change.

The detail of the GM Model was based on learning from work in neighbourhoods in each of the ten localities within GM, reform work in thematic areas (e.g. Troubled Families Programme, Working Well etc.) and a series of self-assessment processes conducted by the 10 localities of GM themselves.

Members received a presentation (at Appendix 1) from Mark Widdup, Executive Director, Rochdale Council, which provided an overview of the 'Reform and Transformation in the Rochdale Borough so far', outlining how Rochdale were implementing the principles, and what areas they were paying particular attention to.

The following key points were highlighted:

- The focus was not on policy but on citizens
- Rochdale have opted to split the borough into five townships (of 30,000-50,000) to enable connectivity to communities.
- Governance structures had been reviewed with the development of a Strategic Place Board (an amalgamation of PSR and the Health and Wellbeing Board).
- The focus was centred on the role of citizens.
- The workforce was being developed to ensure that leaders, and future leaders, can instill confidence in staff to work in the way outlined.

Members raised the following questions and comments:

- Members welcomed the proposal but highlighted that not all localities would be able to split their areas as suggested (into populations of 30,000-50,000 residents) due to urban areas. Would these areas be able to achieve the same outcomes? Jane Forest advised that the White Paper did not prescribe default population levels, but suggested that it made sense in terms of the administrative arrangements, to allow services to integrate, and provides the framework and opportunities to focus on smaller communities where there is need. This suggestion draws on the work which had taken place on the HSC integration agenda, which found that GP surgeries and schools were central to engaging with citizens.
- How will the GMCA encourage localities to review their governance arrangements, in particular, to strengthen their scrutiny arrangements? It was acknowledged that many

district scrutiny committees did not consider GMCA issues. It was advised that the White Paper recognised the need for strong scrutiny and oversight from localities, and set out what learning they might want to take forward together.

- Members expressed concern that the White Paper was ‘reinventing the wheel’, given localities had previously adopted a neighbourhood approach. It was felt that the challenge was persuading services to align along the same boundaries. Mark Widdup, acknowledged that localities had previously tried to adopt a similar approach. However, he felt a genuine willingness across localities to have a discussion with citizens, actively listen, and value their contribution, which had not been the case previously. Through implementing the approach Rochdale could now evidence its impact; which included a fiscal value of £4.05 for every £1 invested (Cost benefit analysis as validated by MHCLG 2019).
- Members welcomed the personable approach, which involved services ‘wrapping around a person in order to meet their needs’, but questioned whether this could affect the way budgets were allocated? It was reported that in Rochdale, the budget had been reviewed at a strategic level, to ensure that funding was allocated appropriately. Mark Widdup, added that citizens actively helping others (through volunteering) helped to make the budget go further.
- A Member referenced Lee’s story (case study on page 4), and the ‘sharing of Lee’s full situation with all partners’. Whilst this was encouraging, concerns were expressed over data protection challenges. Mark Widdup, reported that in Rochdale good relationships with colleagues had been developed, and data sharing agreements were in place across adult and children’s services, and GMP. It was acknowledged that data protection continued to be a challenge, which officers were actively trying to overcome.
- A Member reported issues when reporting anti-social behaviour (ASB) incidents with the Police and ASB team, with regards to where the responsibility lay. Members sought assurances that citizens would not be faced with similar issues when trying to access support. It was acknowledged that the White Paper recognised that all services played a joint role.
- Members sought clarification in relation to how social housing providers were being engaged in the process. It was confirmed that this was an iterative process, and the dialogue was ongoing between social housing partners. The aim was to identify how we can work collaboratively on this journey. From a citizens point of view, along with from an operational service delivery perspective it was imperative to incorporate all partners.
- A Member expressed the need for longer term commissioning arrangements to be developed, which were focussed on outcomes, as opposed to commissioning led. It was felt that services addressing complex needs such as the ‘Social Impact Bond’ required stability. It was confirmed that principally, the White Paper aimed to improve outcomes for people across GM, but also sought to provide a platform to influence the future direction of central government policy and spending. Members were informed that the GM Commissioning Hub, were exploring where the opportunities might be to commission for outcomes, rather than efficiency. Health was provided as an example of how through the partnership arrangements, the other determinants of health issues could be addressed differently.
- Members welcomed the reference to their ‘community leadership role’ but requested clarity as to how this role could be performed at neighbourhood level. It was confirmed that elected members played a key role in leading delivery in a place, and representing the voice of the community. Members can help ensure that services, resources and finances, were organised in the best interests of residents they represented.

RESOLVED:

1. That the content of the White Paper on Unified Public Services for the people of Greater Manchester, and its significance as part of our strategic ambition be noted.
2. That the points made by stakeholders and localities during the extended period of local engagement and consultation that ran from March 2019 to June 2019 be noted.
3. That it be noted that implementing the GM Model as described in the White Paper did not require, and was not intended for, any transfer of statutory responsibilities from public bodies up to the Greater Manchester Combined Authority.
4. That a further update be arranged in the next municipal year.

CI26/19

CONSULTATION REPORT FOR THE PROGRAMME FOR CHANGE BUSINESS CASE

Kevin Lee, Director of Mayor's Office, introduced the item, noting that following the close of the consultation and the continuing engagement with Trade Unions, Leaders had met that morning to consider the proposals, and had agreed the points below:

- a) Retaining current crewing levels and maintaining firefighter numbers at or above May 2017 levels for this financial year (and the Mayor is considering the options to extend this beyond April 2020);
- b) Retaining an additional 11 specialist prevention staff to support complex cases and address safeguarding concerns;
- c) Allowing more time for the transition of prevention activity to ensure firefighters are adequately trained and equipped;
- d) Developing alternative delivery models for volunteering and cadets;
- e) Retaining Princes Trust, reducing the number of teams from seven to five, whilst allowing more time to develop future options;
- f) Developing an improved delivery model for Protection including continued efforts on High Rise, Grenfell implications and improving fire safety within the Private Rented Sector;
- g) Undertaking a limited restructure of administration activity initially, allowing more time for the development of a centrally managed delivery model;
- h) Recommendation that the capital schemes as set out in the OBC are incorporated into the Service's Capital Programme;
- i) Ongoing investment in stations, including welfare facilities.

It was acknowledged that the revised proposals reflected previous concerns raised by the Committee, and Members were informed that the Mayor was keen to hear their views, before any final decisions were made.

Members were informed that with regards to the Government Spending Review, it was understood that the fire grant would be uplifted to be a flat grant, notwithstanding, confirmation had not yet been received in relation to addressing the pension's shortfall of £5.7 million. If the Government did not meet this shortfall, it would need to be addressed through the GMFRS budget. It was agreed that further updates would be circulated to the Committee as appropriate.

In relation proposal to reduce the number of non-uniformed staff, which initially would have affected 113 posts, it was highlighted that following consultation, this has reduced to 60 posts. It

was reiterated that, the Mayor and Deputy Mayor were still determined to avoid compulsory redundancies for support staff, and work was underway across the GMCA family, to identify alternative opportunities for those staff affected.

Members were informed that the Mayor was proposing to maintain the current crewing levels and firefighter numbers at or above May 2017 levels (1121 firefighters) for this financial year. This commitment, supported by overtime arrangements, and the continued use of reserves, has proposed to maintain current crewing arrangements of 5:4:4 and 50 fire engines in the short term, to allow more time for discussions with the Fire Brigades Union (FBU) about the number of fire engines available, and the crewing levels that could realistically be achieved. The long-term viability of this arrangement however, was dependent on future funding settlements from government, which at this stage was unclear.

Members raised the following questions and comments:

- Members from Manchester and Salford Labour groups queried whether their submissions had been considered as they were not represented within the report. It was agreed that this would be checked and Officers would ensure that these submissions were formerly represented within the consultation report.
- A Member sought clarity in relation to whether there had been any proposed changes to those set out for the Eccles Fire Station following the consultation. This station was important to Eccles as it was a specialist water and rescue station. It was agreed that clarification would be provided.
- Members requested further information regarding the financial impact of the proposed changes, and queried whether they were sustainable? It was acknowledged that the financial position was difficult, and it was difficult to know whether the proposals regarding firefighters were sustainable, until the outcome of the Spending Review was known, along with the outcome of the Mayor's budget discussions. It was noted that the reduction in the number of non-uniform staff at risk, had been largely achieved through effective vacancy management, along with voluntary severance and voluntary early retirements.
- How were the negotiations with trade unions (TU's) progressing? Kevin Lee confirmed that negotiations were ongoing, and the TU's were broadly supportive of the direction of travel.
- Members queried whether other Blue Light services were in support of the proposals. It was confirmed that Blue Light services were satisfied that the proposals met their requirements.
- A Member explored whether the Mayor would consider increasing the precept, so that the proposals could be delivered in a more sympathetic way. It was acknowledged that the raising of additional funds through an increase to the Fire and Rescue Service element of the Mayoral General Fund Precept would require further consideration as part of the budget consultation process.
- It was acknowledged that maintaining crewing levels of 5:4:4 without any additional funding, was not a viable option, as the required efficiencies would leave a crew of only 39 appliances. The sustainability of the proposals were reliant on government, as a flat rate grant would not allow us to continue at this rate, and an increase is needed if they are to make the service sustainable for the future. Members support was requested, to work with the GMCA to constructively make the case to government for an increase. Members welcomed the update and were in full support of the request.

Dawn Docx, Deputy Chief Fire Officer, GMFRS, advised that Members had been provided with the Consultation report, which provided some insight into the analysis process. Members

received a short presentation (Appendix 2) from Smyth Harper, Head of News and Media which provided an overview of the process, key findings and next steps.

Following the presentation Members raised the following questions and comments:

- A Member stated that previously Members had expressed that they did not feel they had been afforded sufficient time to comprehensively scrutinise the proposals.
- Members reiterated their concerns regarding the robustness of the plans, given the exponential rate of growth within the city region, in particularly inner city core, and the impact of congestion on response times.
- A Member raised concerns regarding the fact that many of the non-uniform staff at risk were likely to be predominantly female and whether this could be seen as discriminative.
- Further information was requested in relation to the stakeholder mapping, where posters and leaflets made available in key community hubs such as community centres, given that twitter had limited reach in many areas. Smyth Harper, advised that the focus of the campaign had been primarily on digital promotion, as this was considered the most effective way to reach most people. In addition there had been extensive engagement with key stakeholders (in the thousands), such as the community and voluntary sector groups across Greater Manchester, who were encouraged to share the information with their networks.
- The Committee considered how best to appropriately share their views with the Mayor, and following discussion, the following statement was proposed: 'Further to the consultation process, the Committee commends the development of the revised range of options set out in the OBC and acknowledges the progress made by the Mayor in his attempt to deliver transformational change within GMFRS. The Committee recognises the difficulties posed by the major uncertainties surrounding central government funding for fire and rescue services and reiterated that the various saving proposals around crewing levels and fire engine numbers remained wholly unacceptable.'
- The Chair brought the item to a close, noting that the Committee would need to consider the issues again as part of the budget setting process (Feb/March next year).

RESOLVED:

1. That the report be noted.
2. That the Committee be provided with further updates on addressing the pension's deficit as appropriate.
3. That Officers ensure that the consultation response submitted by Salford's Labour Group was formerly represented within the Consultation report.
4. That Officers ensure that the views of the Manchester Labour Group had been considered within the consultation and that these are formerly represented within the Consultation report.
5. That the Committee be provided with further information on whether any changes have been made to the proposals regarding Eccles Fire Station.

6. That Members agreed to support the GMCA in their lobbying to government, in relation to the GMFRS budget.
7. That the Mayor and Deputy Mayor are recommended to consider the Committee's views as follows; 'Further to the consultation process, the Committee commends the development of the revised range of options set out in the OBC and acknowledges the progress made by the Mayor in his attempt to deliver transformational change within GMFRS. The Committee recognises the difficulties posed by the major uncertainties surrounding central government funding for fire and rescue services and reiterated that the various saving proposals around crewing levels and fire engine numbers remained wholly unacceptable.'

CI27/19 **HER MAJESTY'S INSPECTORATE OF CONSTABULARY AND FIRE AND RESCUE SERVICES (HMICFRS) – FIRE INSPECTION REGIME UPDATE REPORT**

Tony Hunter, Director of Protection and SPPCI, GMFRS, provided an overview of the HMICFRS inspection regime, GMFRS inspection activities, and the response to the recommendations.

The following key points were highlighted:

- The HMICFRS published its report into GMFRS' 20th June 2019, on their website detailing how it had been graded. The Service was graded as 'Good' at:
 - Understanding the risk of fire and other emergencies and responding to fires and other emergencies.
 - Making the fire and rescue service affordable now and in the future.
- The report also highlighted several areas for improvement, with recommendations, where the Service should take actions to address. The report identified 19 'Areas for Improvement', 2 'Causes of Concern' and 4 'Recommendations'.
- Following the publication of the inspection report GMFRS had developed an action plan detailing the four recommendations and the planned actions to address these areas (Appendix A). The action plan had been aligned to the Programme for Change, so that areas of work could be progressed simultaneously. The action plan was progressing with vigour and would be updated regularly, with these published on the GMFRS website on the 'About Us' page.
- It was not yet clear when the next formal inspection of GMFRS would take place or whether the format would be a subsequent full inspection or themed against specific areas. An ongoing relationship would be maintained with the inspectorate through the HMICFRS SLO and sharing of progress updates against the action plan.

The Committee welcomed the update and requested that the next update be focussed upon how they were addressing the two areas which had been rated inadequate; equality and diversity, and culture.

RESOLVED:

1. That the report be noted.
2. That the recommendations for action from the HMICFRS report and GMFRS improvement plan to address these be noted.

3. That a progress report be provided in December 2019 focused on the areas which were rated 'inadequate' (equality and diversity, and culture).

CI28/19

WORK PROGRAMME

Joanne Heron, Statutory Scrutiny Officer, introduced the 2019/20 work programme for Members to review, develop and agree.

It was confirmed that the Mayor would be in attendance at the next meeting to present the Greater Manchester Strategy update. The Chair requested that the report outlines the challenging issues which the Mayor would like the Committee to consider. A Member suggested that the Committee may want to focus on homelessness.

The Committee were reminded that a further training sessions with Richard Paver, GMCA Treasurer would be arranged, to help Members better scrutinise the budget setting process. The training session would be scheduled prior to a Committee meeting at 5pm.

RESOLVED:

1. That the work programme be agreed.
2. That the Greater Manchester Strategy update report due to be considered by the Committee in October 2019 outline key areas for the Committee to consider.

CI29/19

GMCA REGISTER OF KEY DECISIONS

RESOLVED:

That the Register of Key Decisions be noted.

CI30/19

DATE OF NEXT MEETING

Tuesday 15 October 2019 at 6pm, GMCA Offices