

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

Present:	Councillor Nathan Evans (Trafford) (in the Chair)
Bolton:	Councillor Hamid Khurram
Bury:	Councillor Stella Smith
Manchester:	Councillor Mary Watson
Rochdale:	Councillor Peter Malcolm
Salford:	Councillor David Jolley
Stockport:	Councillor Linda Holt Councillor Yvonne Guariento
Trafford:	Councillor Anne Duffield
Tameside:	Councillor John Bell

**In attendance**

GMFRS	Jim Wallace, Chief Fire Officer Dawn Docx, Deputy Chief Fire Officer Leon Parkes, Assistant Chief Fire Officer
TfGM	Steve Warrener, TfGM Finance and Corporate Services Director Garreth Turner, Head of Fares and Ticketing
GMCA	Mayor Andy Burnham (items CI04/18/02 & CI106/18/04) Andrew Lightfoot, Deputy Chief Executive Richard Paver, GMCA Treasurer Mike Wright, Strategic Lead for Homelessness Jamie Fallon, Governance and Scrutiny Officer

**CI98/18                      APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Hamid Khurram (Bolton), Tim Pickstone (Bury), Annette Wright (Manchester), Gillian Peet (Tameside), and Joanne Marshall (Wigan)

**CI99/18                      CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**

No urgent business was raised.

The Chair highlighted that the appointment process would start immediately after the May election with the new members being agreed at May's GMCA meeting.

**CI100/18                    DECLARATIONS OF INTEREST**

Declarations of interest were received from Councillor Anne Duffield in relation to item CI103/18/01, and Councillor Peter Malcolm in relation to item CI104/18/02

**CI101/18                      MINUTES OF THE MEETING HELD ON 12 FEBRUARY 2019**

The minutes of the meeting held on 12<sup>th</sup> February 2019 were submitted for approval.

**RESOLVED:**

That the minutes of the meeting held on 12<sup>th</sup> February 2019 be approved as a correct record.

**CI102/18                      WORK PROGRAMME**

Andrew Lightfoot, Deputy Chief Executive, GMCA introduced the work programme. Following discussion regarding the GMFRS – Outline Business Case, it was agreed that the topic would be considered further at the April and May Committee meetings.

Members were asked to contact the Governance & Scrutiny Officer with any further items for inclusion in the work programme.

**RESOLVED:**

1. That the reconfigured work programme be agreed.
2. That the GMFRS – Outline Business Case be reconsidered at the April and May meetings.

**CI103/18/01                      HOMELESSNESS PROGRAMMES AND ROUGH SLEEPING IN GREATER MANCHESTER**

Mike Wright, Strategic Lead for Homelessness, introduced a report, which provided a sense of the scale of work being undertaken, with further detail on each programme. The report also highlighted the significant level of resource that had been secured to assist the work of local authorities and partners.

Increasingly in Greater Manchester, local authorities and their partners have worked in partnership and across local authority boundaries, including jointly submitting responses to central government consultations and collectively bidding for funding in this area.

Until 2018, Greater Manchester had had an increasing share of rough sleepers in England, peaking at 5.9% of the registered total in 2017, against 4.7% of the English population. The proportion of English rough sleepers from Greater Manchester has increased significantly since 2010.

The A Bed Every Night Programme, which set out to provide a guaranteed bed for anyone from our region who was sleeping rough or at imminent risk of rough sleeping, has been extended from 1 November 2017 to 30 April 2018 and has delivered significant levels of intervention across the region.

For the first time in Greater Manchester, critical data had been secured for further analysis, on the rough sleeping population and movements within it. This has highlighted a more significant take up of A Bed Every Night accommodation by younger people, with 54% of bed-nights provided to people aged under 35.

At the end of February 2019, a stock take of the A Bed Every Night programme was undertaken by Dame Louise Casey, the former Homelessness 'Czar'. Dame Louise Casey was broadly supportive of the approach taken in Greater Manchester, describing it as a 'torch in the darkness.' However, she made a number of suggestions for improvement moving forwards, which included a focus on more vulnerable people, and those with more complex needs. It was noted that 26% of people had identified as having mental health problems.

There are three major programmes currently in operation in Greater Manchester, being co-ordinated by the GMCA:

- GM Social Impact Bond (SIB) for Entrenched Rough Sleepers
- GM Homelessness Prevention Trailblazer Programme
- GM Housing First Programme

The programmes offer the potential to touch, significant numbers of people, and shift the focus to prevention rather than the current emphasis on tackling rough sleeping, however, this demonstrates a symptom of what needs to be tackled right now.

Due to the success of the SIB programme, GM had secured an additional £829k of funding from central government, taking the total investment in the programme to £2.629m. Nationally the Greater Manchester SIB has been the most successful, delivering more and better outcomes than other programmes in England. The success has been due to the integration of housing providers from across the region into the delivery vehicle, together with close contract and programme monitoring through the GMCA.

The Homelessness Prevention Trailblazer Programme was developed across Greater Manchester as a preparation for the enactment of the Homelessness Reduction Act (HRA) in April 2018. The HRA imposes new duties on local authorities in how they deal with homeless applicants and introduces a new legal duty to prevent homelessness where possible.

Housing First is a recognised programme which has achieved great success in delivering very positive outcomes for single homeless people and rough sleepers with complex needs. The programme will be thoroughly evaluated, and used as a basis for future national policy.

Members raised the following questions:

- A Member welcomed the update, but felt that it was targeted on people who are rough sleeping, noting that the problem of homelessness was far greater than that. Concerns were raised regarding the number of families that are homeless, and in temporary accommodation, and even more about the causes of homelessness. It was confirmed that the recommendation was for the Committee to take regular updates, so that each report could focus on different elements of homelessness. The number of homeless families was a significant concern, noting that the use of temporary accommodation had increased by 347%, with 2102 households in statutory temporary accommodation.

- How is GM tackling the inability to control private rented sector? How does a Social Lettings Agency work? It was confirmed that the principles around a Social Lettings Agency, were that they take over management of properties on behalf of private landlords. The aim is to drive up standards, and ensure that there is a better link to local authorities and housing waiting lists.
- A Member who worked in the housing sector noted that the Social Impact Bond, without doubt was the hardest work they had ever done, noting the longevity it takes to assist people with their needs.
- How are we taking welfare reform and section 21 evictions? It was confirmed that welfare reform was a barrier to preventing homelessness, noting that people under 35, are limited to single room rents (around £60 per week), however, there are no properties which are affordable on their own, making it difficult to prevent homelessness, and to identify housing options. In terms of section 21 notices (no fault evictions in private rented sector), at local authority level, we are seeking to improve relationships with private landlords, and the Ethical Lettings Agency, was part of the response, in particularly for inexperienced landlords who have potentially not planned to become a land lord. Work is also underway with DWP, around the roll out of Universal Credit, which included; seeking to bust some of the myths around Universal Credit, and also ensure better targeting of things like discretionary housing payments, to ensure that the totality of funding available is focussed on preventing homelessness.

**RESOLVED:**

1. That the report be noted.
2. That the Committee receive regular updates on progress in tackling homelessness and rough sleeping in Greater Manchester.

**CI104/18/02                      PROGRAMME FOR CHANGE – OUTLINE BUSINESS CASE**

Mayor Andy Burnham, introduced a report which set out the Outline Business Case (OBC) for the GMFRS Programme for Change, including details of the proposals following the root and branch review. The review had come from a number of factors, including a response to the Manchester Arena attack, the Kerslake Report and concerns raised by firefighters.

GMFRS were currently facing a number of significant challenges that must be addressed, noting that there was inevitably some difficult decisions to be made. The proposals seek to protect the frontline, enhance firefighter safety, keep more firefighters in communities, whilst having a minimal impact on performance and maintaining response times.

Jim Wallace, Chief Fire Officer, supported by Assistant Chief Fire Officer, Dawn Docx and Deputy Chief Fire Officer, Leon Parkes, provided Members with a presentation, which outlined the proposals. The proposed pack of changes were highlighted:

- The removal of six 2<sup>nd</sup> fire engines at: Manchester Central, Blackley, Heywood, Moss Side, Oldham and Eccles;
- Crewing levels of 4 on all fire engines. The position of FBU was acknowledged, however, it was noted that 87% pumps had been running within crewing levels of 4.

- Alter shift start and finish times, review options to consolidate pay and reduce staffing numbers from 12 to 9 at the six day crewed stations;
- Remove a further two 2<sup>nd</sup> fire engines from Salford and Gorton;
- Undertake three station mergers at Bolton (Bolton Central and Bolton North), Manchester (Manchester Central & Philips Park), & Stockport (Stockport & Whitehill);
- Impact on performance at GM level for the first fire engine is around 10 seconds. The least impact on any option explored;
- New delivery model for Prevention, Protection, Youth Engagement & Administration;
- Realise savings of £6.7m (year 1), £11.6m (year 2), and £12.8m (year 3).

Following the staff presentation outlining the OBC proposals on the 11<sup>th</sup> March, the internal staff and public consultation would commence, and was planned to remain open for nine weeks.

The following questions were raised:

- How many front line firefighters would be recruited this year? It was confirmed that there were three recruitment courses planned in 2019. Each round would aim to recruit up to 36 firefighters, notwithstanding, GMFRS would continue to recruit on a flexible basis to address fluctuations.
- A Member noted the importance of sharing a positive message about the station mergers, along with emphasising the rationale. The Chief Fire Officer agreed, and advised that he had as an example, spent 6 hours talking to crews in Stockport, which had been helpful.
- A Member confirmed that he had submitted written feedback on the OBC for consideration, but emphasised that given the immense asset value in Greater Manchester, it was disappointing that we were unable to afford the nine fire engines being planned for removal. Merseyside FRS was highlighted as an example of where they had removed pumps previously, and this year reverted back to the original number. It was advised that GMFRS had the second best response times in England, noting that the proposed changes had only changed the response times by 10 seconds. Substantial risk modelling had been undertaken, to test out the proposals.
- A Member also raised concerns regarding the loss of the 2<sup>nd</sup> fire engine, which would leave three fire engines less in the city of Manchester, and highlighted that no local discussions had taken place.
- A number of Members highlighted that they had received correspondence from a Trade Union Representative, raising concerns regarding their engagement in the proposals development. Why did Trade Unions not feel involved? It was confirmed that GMFRS had regular meetings with Trade Unions through the Trade Union Forum, however, there had not always been consistent attendance at the meetings, and until now, they had not been able to work through the proposals with them, which was at times frustrating for Trade Unions. It was noted that GMFRS were meeting weekly with Trade Unions to consider their views.
- How would the proposals stand up against a disaster like the Arena attack or Saddleworth Moor fires? Modelling had been undertaken using events, which had taken place in the last 5-10 years. It was acknowledged that there were well-developed mutual aid arrangements in place, to provide assistance for unprecedented events, such as the Moorland Fires which could not be predicted.
- A Member requested further information about the 'place based model' and how this would work. It was agreed that further information would be provided to the Committee regarding the 'place based model'.

- A Member requested further information about the plans to merge stations, particularly in Manchester. Had a site been selected? It was agreed that further information would be provided to the Committee regarding the station mergers.
- Would the changes be implemented on 1st April 2019? It was confirmed that the first six pumps were due to be removed from the 1st April 2019, however, using the pre-arranged over time, it has been agreed that they would continue in the short term. It is envisaged that the first six pumps would be removed from 1st September 2019.
- When would the public consultation be launched? It was confirmed that the consultation would be launched once the Mayor and Deputy Mayor were happy that the proposals, however, a date had not yet been set. The consultation period would last for 9 weeks. It was agreed that once the public consultation summary document and questionnaire were finalised, it would be circulated to the Committee.
- A Member explored whether GMFRS would be holding public consultation events to enable people to contribute. It was confirmed that GMFRS had offered to visit boroughs and hold events where requested.
- Members noted that they had not had sufficient time to review the full OBC, and did not feel they could sufficiently scrutinise the proposals. Following discussion on how best to appropriately scrutinise the proposals, it was agreed that the Committee would reconsider the proposals at the next two meetings, albeit, the potential changes to membership were noted. Members were asked to submit any pre prepared questions to the Governance & Scrutiny Officer prior to the next meeting.
- A Member highlighted that they were struggling to review the extensive OBC using their tablet. The Chair agreed that paper copies of the OBC would be arranged for those who were struggling to review the OBC online. Requests should be submitted to the Governance & Scrutiny Officer.

#### **RESOLVED:**

1. That the Committee note the contents of the Outline Business Case and associated proposals.
2. That the Committee note the commencement of consultation and associated timescales.
3. That the Committee reconsider the OBC at the April and May meetings.
4. That the Committee submit any pre prepared questions to the Governance & Scrutiny Officer in advance of the April and May meetings.
5. That the Committee contact the Governance & Scrutiny Officer if they would like a paper copy of the OBC.
6. That the Consultation Summary be circulated to the Committee once available.
7. That the Committee receive further information on the plans to implement a 'place based model.'
8. That the Committee receive further information on the station merger plans, in particular, those in Manchester Central.

The Quarter 3 Performance Update was deferred until the April meeting.

**RESOLVED:**

That the item be reconsidered at the April Committee meeting.

Mayor Andy Burnham, introduced a report which set out a proposal to implement a pilot scheme that would introduce an Opportunity Pass for eligible young people within Greater Manchester from 1 September 2019. The Opportunity Pass would include free bus travel and a number of other complementary benefits.

The following key points were highlighted:

- Free bus travel could ‘ensure that horizons are not limited by financial barriers’, with the Opportunity Pass providing a ‘passport to study, apprenticeship or work, but more than that; free or reduced entry to participating sporting, cultural and leisure venues.’
- The name and visual identity of the Pilot, including the design of the Opportunity Pass smart card, would, subject to all necessary legal searches, be selected by the Greater Manchester Youth Combined Authority (YCA), in consultation with the Chief Executive of the GMCA.
- The Opportunity Pass aims to generate a sustainable increase in bus patronage and reverse an ongoing decline in bus use by young people.
- The proposal would be implemented as a pilot, and would run from the start of the 2019/20 academic year (i.e. 1 September 2019) to the end of the 2020/21 academic year (i.e. end 31 August 2021).
- All eligible young people would be able to access free bus travel during the pilot period using a personalised Opportunity Pass smart card. Applicants would be required to pay a £10 application fee to cover administration costs, including the production and delivery of the card.
- A behavioural code would be developed, retaining the right to withdraw the card and access to opportunities if the cardholder breaks the behavioural code.
- On 14 February, the GMCA announced that Rose Marley, CEO of SharpFutures, had been appointed to lead the development of the Opportunity Pass, and to work with brands and businesses to empower young people across Greater Manchester with a rich variety opportunity.
- Further detail on the budget, scope and development of the Opportunity Pass including a progress update on the delivery of the Pilot, would be provided in a further report to the GMCA in June 2019.
- The total cost for a full year is estimated at £15.9m in the base case but the purpose of the Pilot is to gather the data on take up and usage to inform future financial planning.
- As approved by the GMCA on 15 February 2019, the prorated estimated cost of £9.3m in the 2019/20 financial year would be funded from the Transport Levy (£6.05m), and Earnback monies (£3.25m).

- However, to ensure the costs do not fall entirely on the taxpayer, we are working with public and private sector partners who may benefit from the scheme to identify additional funding sources.
- It was noted that the proposal would be considered by the GMCA for approval on 29 March 2019.

Members raised the following questions to the Mayor, and representatives from TfGM, who were also in attendance:

- A Member clarified whether the scheme would affect the private buses arranged by colleges. It was confirmed that the scheme would not affect college run buses.
- A Member highlighted the work of the School Readiness Task and Finish Group, which had identified that the cost of travel was an issue and welcomed the ambitious proposal.
- Were there any plans to extend the Pilot to those on apprenticeships who were over 18. It was confirmed that TfGM offers support to new apprentices on their commute to work with a free and reduced price ticket offer, or a free bike. The Mayor confirmed that consideration would be given to whether employers should contribute, noting that some employers did already provide support to their apprentices. The Mayor advised that he would love to do more, should a funding stream be identified, noting that he continues to have conversations with the GM Chamber to capture the spend on all age apprentices.
- Is the £10 application fee dependent on parental income? It was confirmed that the fee was not means tested.
- A Member queried whether the Opportunity Pass was only available to those in full time education, and how this was defined. It was confirmed that the aim is to provide free bus travel to all 16-18 year olds living in GM, at all times of the day and week.
- How will success be measured? The Mayor advised that there were various measures of success, such as increased use of buses, cars off the road, bus routes not under threat, young people having higher ambitions after school. It was acknowledged that measures needed to be identified, noting that a Monitoring and Evaluation Plan would be developed, which would outline a multi-faceted approach. It was noted that this would include conducting a survey of sixth form students. It was agreed that as the key performance indicators were developed, further information would be shared with the committee.

**RESOLVED:**

1. That the Committee note the report recommendations made.
2. That the Committee receive further information on the Key success measure when available.

**CI107/18/05**

**LOCAL TRANSPORT PLAN/ POLICY AND STRATEGY BUDGETS**

The report provided members with an overview of the revenue budget for the costs of the Local Transport Plan (LTP) and Policy and Strategy Budgets, which included the costs to continue to develop and deliver the Greater Manchester Local Transport Plan.

**RESOLVED:**

That the update be noted.

**CI108/18/06                      DRAFT GREATER MANCHESTER DRUG AND ALCOHOL STRATEGY (2019-2021)**

The report invited the Committee to endorse the draft Greater Manchester Drug and Alcohol Strategy, and note the governance process and extensive consultation undertaken for the strategy.

**RESOLVED:**

That the update be noted.

**CI109/18                      GMCA REGISTER OF KEY DECISIONS**

**RESOLVED:**

That the report be noted.

**CI110/18                      DATE AND TIME OF NEXT MEETING**

Tuesday 16<sup>th</sup> April, 6pm, GMCA Boardroom, Churchgate House, Manchester, M1 6EU

**CI111/18                      EXCLUSION OF PRESS AND PUBLIC**

**RESOLVED:**

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involves the likely disclosure of exempt information, as set out in paragraph 3, Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

**CI112/18                      OPPORTUNITY PASS INCLUDING 16-18 FREE BUS TRAVEL**

The report sets out detailed financial information relating to a proposal to implement a pilot scheme that will introduce an Opportunity Pass for eligible young people within Greater Manchester from 1 September 2019. The Opportunity Pass will include free bus travel and a number of other complementary benefits.

**RESOLVED:**

1. That the report be noted.
2. That the Committee comment on the report in advance of the proposal being submitted to the GMCA meeting on 29<sup>th</sup> March 2019 for approval.

