

**GREATER MANCHESTER COMBINED AUTHORITY (GMCA)  
CORPORATE ISSUES AND REFORM OVERVIEW AND SCRUTINY COMMITTEE  
23 OCTOBER 2018 AT 6.00PM AT GMCA OFFICES**

Present: Councillor Nathan Evans (Trafford) (in the Chair)  
 Bury: Councillor Stella Smith  
 Councillor Tim Pickstone  
 Manchester: Councillor Annette Wright  
 Rochdale: Councillor Peter Malcolm  
 Councillor Raymond Dutton (Substitute)  
 Salford: Councillor David Jolley  
 Stockport: Councillor Linda Holt  
 Councillor Yvonne Guariento  
 Trafford: Councillor Anne Duffield  
 Councillor Bernard Sharp (Substitute)  
 Wigan: Councillor Joanne Marshall

**In attendance**

Bury Council Councillor Sharon Briggs, Deputy Portfolio Holder, Resources

GMCA  
 Richard Paver, GMCA Treasurer, GMCA  
 Jim Wallace, Chief Fire Officer, GMFRS  
 Dawn Docx, Deputy Chief Fire Officer, GMFRS  
 Leon Parkes, Assistant County Fire Officer, GMFRS  
 Kathy Oldham, GMCA  
 David Taylor, GMCA  
 Susan Ford, Statutory Scrutiny Officer  
 Jamie Fallon, Governance and Scrutiny Officer

**CI37/18 APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Hamid Khurram (Bolton), Mary Watson (Manchester), Gillian Peet (Tameside), John Bell (Tameside), Colin McLaren (Oldham)

**CI38/18 CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**

No urgent business was raised.

**CI39/18 DECLARATIONS OF INTEREST**

There were no declarations of interest received.

**CI40/18 MINUTES OF THE MEETING HELD ON 18 SEPTEMBER 2018**

The minutes of the meeting held on 18 September 2018 were submitted for approval.

**RESOLVED:**

That the minutes of the meeting held on 18 September 2018 be approved as a correct record.

#### **CI41/18                      WORK PROGRAMME**

Susan Ford, Statutory Scrutiny Officer, introduced the work programme which had been revised to reflect a request for Members to consider the draft Drug and Alcohol Strategy in November.

Following discussion at the last meeting, the Committee were asked to consider the list of GMFRS topics and highlight the items which they wished to prioritise within the work programme.

In discussion, the following topics were highlighted:

- The Chair suggested that following the tour of the GMFRS Bury Fire Training Centre it would be interesting to find out more about the Centre. It was confirmed that the facility was still developing in terms of how it was used from a safety and prevention agenda, and also how firefighters were trained. It was agreed that an overview of training could be provided, and would include programmes which used the Bury Training Centre.
- A Member requested that the report include the number of school children that had visited the training centre and whether any impacts could be identified.
- One Member requested that a report on False Alarms be considered, specifically relating to the response policy to automatic events overnight.
- A Member requested more information on how GMFRS work with utilities, specifically how utilities assist the Fire Brigade.

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

The Committee were informed that the Enabling Reform through a common Data Sharing Platform report had been deferred and would be brought to the Committee prior to it being considered by the GMCA.

#### **RESOLVED:**

1. That the reconfigured work programme be agreed.
2. That the suggested GMFRS themes be prioritised within the work programme.

#### **CI42/18                      IMPLEMENTATION OF THE RECOMMENDATIONS IN THE KERSLAKE REPORT**

Kathy Oldham, GMCA Chief Resilience Officer, introduced a report which described the overall approach, and the processes established to date, to ensure that the recommendations made in the Kerslake Report were being effectively implemented.

The following key areas were highlighted:

- The publication of the Kerslake Report on 27<sup>th</sup> March 2018, described areas which went well and also made 50 recommendations. The recommendations covered issues for both

national and local attention, some are lessons for consideration by a single service and others have implications for the way that agencies work together.

- The UK civil contingencies framework is designed to incorporate the lessons learned from emergencies, with reference to this process in both Emergency Preparedness and Emergency Response and Recovery, the non-statutory guidance respectively accompanying the Civil Contingencies Act 2004.
- Under the leadership of the Greater Manchester Resilience Forum (GMRF), a specific work programme and interim structure have been established to deliver against the learning from the Kerslake report.
- The learning points have been incorporated into an action plan and single agencies have established their own work programmes of work for lessons identified for that agency.
- The GMRF, as the principle form of multi-agency co-operation in resilience in the GM area, is seeking the cooperation of all relevant agencies in providing assurance to partners about the processes to be adopted for implementing a single agency lessons and for confirming when these are complete. The outcomes of this work will be regularly reported through the oversight group to the GMRF.
- The interim structure comprises of a task and finish group of practitioners to progress relevant actions, and an oversight group including senior representatives from key stakeholders to give strategic support including providing challenge. The oversight group's membership includes representatives from British Transport Police, Highways England, and Public Health England.
- A series of assurance criteria have been adopted by the oversight group to ensure a robust approach to the assurance process.
- Although local arrangements will progress ahead of national guidance and may influence any national approach, the UK civil contingencies framework seeks to be coherent between local and national levels in order to foster joint working, to ensure common understanding and to enable incidents to be escalated.
- Manchester City Council had been commended for the way they set up the Emergency Fund after the attack, and in response all local authorities have been asked to ensure that a fund could be set up in this way if needed.

Leon Parkes, GMFRS, provided an update on how GMFRS' activity which had taken place since the attack, and the publication of the Kerslake report. It was confirmed that there were 20 specific actions which had been addressed which included:

- Reviewing and updating the action plans held within the North West Fire Control.
- Improving the communication channel between emergency services by ensuring that the radio is constantly on within the Force Control rooms so that should personnel be busy on the frontline, control operators are able to gather a clearer picture from each agency.
- Reviewing where and how officers are deployed in respect of rendezvous points and to the scene if appropriate.
- A programme of terrorist training has been developed and rolled out across all operational personnel. This work would continue to develop as lessons are learnt from the different forms of attack which may occur in the future.

Members raised the following comments and questions:

- A Member queried whether there were plans to deliver joint training events with utilities and Police, similar to the roleplay event held at the Trafford Centre. It was confirmed that

utilities were a key member of the response, and it was highlighted that an exercise had recently been held at a United Utilities reservoir based on a dam breach scenario. United Utilities provided access to the land and support on the modelling and response. Table top exercises were another method used to bring representatives together to rehearse against scenarios which were gradually unfolding.

- The Chair queried when all the recommendations were expected to have been implemented and whether an emergency exercise would be planned at this point. It was confirmed that the exercises were taking place as appropriate, noting that a recent exercise had been held to validate the updated plans for mass fatalities. In terms of an overall conclusion, it was envisaged that local actions would be completed in the next 12 to 18 months. Although, it was highlighted that some actions could highlight additional challenges to address.
- The Chair explored how the oversight group which was drawn from senior members of the GMRF could offer an appropriate level of challenge. It was confirmed that membership of the oversight group was provided at paragraph 3.4, noting that the oversight group's purpose was to help steer, guide and progress actions with practitioners across all agencies. It was confirmed that a number of approaches were adopted to provide an appropriate level of assurance which included, the use of a number of self-assessment tools such as the United Nations Strategy for Risk Reduction and the City Resilience Framework. A team from Portugal had also visited to consider the infrastructure along with another Local Resilience Forum.
- Further clarity was sought in relation to whether the assurance activities were scheduled or conducted on an adhoc basis. It was confirmed that there were three regular pieces of assurance work, with the most crucial the learning and checking after each emergency with three major debriefs taking place in the last year. The cabinet office resilience standards assessment tool was also used, and there was an annual review of the Risk Assessment to ensure that the risks faced by the City are understood, and the planning is proportionate.
- Following discussion, the Committee agreed that a recommendation be submitted to the Mayor, Deputy Mayor and GMFRS to consider the quality assurance framework in relation to the level of external verification.

**RESOLVED:**

1. That the report be noted.
2. That the Mayor, Deputy Mayor, and GMFRS are recommended to consider the quality assurance framework in relation to the level of external verification.

**CI43/18**

**REVENUE AND CAPITAL BUDGET UPDATES 2018/19**

Richard Paver, GMCA, and Councillor Sharon Briggs, Deputy Portfolio Holder Resources, introduced the reports on the GMCA's Revenue and Capital Budgets which would be submitted to the GMCA in October.

The following key points were raised in relation to the GMCA's Revenue Budget:

- The report covered Mayoral General Budgets (including GM Fire & Rescue), Economic Development and Regeneration, Transport (TfGM) and GM Waste. It provides an analysis of the additions to the approved budget and significant variances in year compared to planned spend.
- In terms of GM Fire and Rescue, the budget reflected the costs of the Moorland Fire incident, currently £0.6 million, which the GMCA is seeking to recover the majority via a Bellwin claim.
- In terms of economic development and regeneration, the GMCA were investing the monies coming into the GMCA prudently which had generated £800,000 in additional outcome.
- The Waste function is continuing to forecast a balanced budget. Following transfer of GMWDA into the GMCA a review of financing has been conducted and savings have been identified. This includes an interest element where utilising the funds of the wider GMCA has led to saving in that budget.
- On Transport, the outturn position for the year ending 31 March 2019 shows an under spend of £8.2 million, which related to slippage in projects funded from the Earnback Revenue Grant and Scheme Development Costs.
- The GMCA was in many cases a conduit for the Government to pass grants to GM noting that many of the grants would flow through to district councils (paragraphs 3.6-3.8). The DfE Children's funding was of that type noting that a further update on the proposals would be provided at the December meeting.
- In addition, the Health and Social Care Partnership had agreed to allocate £2million to support school readiness which would be received via the conduit of Manchester City Council.
- Other Budget considerations included the additional accommodation in Lee House which would provide office and meeting space for up to 200 people, across 21,000 square feet for partners and extensions of some GMCA teams
- It was highlighted that early indications regarding the Business Rates Income pilot (detailed at paragraph 3.15) suggested that up to £28 million may be available to the GMCA to support the budget process for 2019/20 and beyond. Final figures would not be available until May 2019 once Districts have closed their accounts.

Members raised the following questions and comments:

- A Member queried whether the transport budget included funding to support the Mayor's ambition to provide free travel for 16-18 year olds. It was confirmed that this provision was not funded within the current year's budget.
- Further clarity was sought in relation to the 'A bed every night scheme' and whether this would feature in future years' budgets. It was confirmed that the funding was to bridge a funding gap for a six month period. It was intended that fundraising would support the campaign.
- The Chair requested further information on how much had been allocated by the Government to addressing Homelessness and Rough Sleeping. It was confirmed that there were three main projects funded by the Government to support local authorities' work in tackling homelessness and to support the Mayor in his commitments on rough sleeping which included:
  - The Social Impact Bond (SIB) – the contract value was initially for £1.8m but due to demand the Government had committed a further £829, 000.
  - The Housing First project – worth £8million pounds was currently in the procurement stage.

- The Homeless Prevention Trailblazer - is delivering £3.675m of investment into homelessness prevention across Greater Manchester.
- Were the initiatives attracting more homeless people to Greater Manchester? There was no evidence that this was the case, however, the areas with consistently the greatest challenges were Manchester and Salford, who are closely connected at the heart of the conurbation. A Member highlighted that the 'Bed Every Night' project was only available to people whose last address was in Greater Manchester.
  - The Chair queried whether travel warrants could be provided to the homeless to enable them to get back to their locality. It was confirmed that this provision was offered by some district councils along with a number of third sector organisations such as the Booth Centre who would consider this as part of a person centred approach.
  - It was agreed that the GMCA report on Homelessness and Rough Sleeping would be circulated to the Committee.
  - A Member queried whether the 'Careers Enterprise Grant' (detailed at paragraph 3.7) of £0.09 million (utilised within 2018/19) to fund additional Careers and Enterprise Coordinator post was intended to be sustainable. It was confirmed that this money was a small part of a bigger programme with a number of funding schemes supporting the project which included district grants. Grants were usually awarded on a 12 month basis so it was not yet known whether the funding would be rolled over.

Richard Paver, GMCA, introduced the Capital update report noting that although the budgets were largely ring fenced, the GMCA manage the borrowings on a collective basis. It was confirmed that there was an underspend developing on Capital Programming in most areas.

Members raised the following questions and comments:

- A Member queried whether there was funding to extend the Metrolink Trafford line extension past the Trafford Centre towards Eccles. It was confirmed that there was currently no funding to extend the line past the Trafford Centre.
- Was the 'Metrolink Second City Crossing' project in addition to the Exchange Square route? It was confirmed that this was not an additional project. Although the project was complete, it continued to feature in the budget as there were outstanding bills to be paid.
- What was the cost of a comprehensive electric vehicle charging point? It was confirmed that the £3 million referred to at paragraph 4.10 related to refurbishing the current commitment and introducing a small number of additional charging points. It was agreed that the cost of a charging point would be identified and circulated to the Committee.
- Members discussed the importance of increasing the number of charging points for electric vehicles as 40% of people did not have driveways. If GM wanted to be a global leader in tackling climate change and reducing transport emissions it would need to strengthen its transport infrastructure as a whole to make switching easier for the public and businesses.
- A Member highlighted the link between the lack of park and ride schemes in the south of the conurbation and the level of air pollution on the A34. Were there any plans to prioritise further park and ride schemes coming up from Cheshire next year, given the park and ride scheme at Parrs Wood was now congested with commuters which was creating issues locally? It was confirmed that there is a scheme at East Didsbury but there was currently no funding for new schemes.

- It was confirmed that the Housing, Planning and Environment Scrutiny Committee were considering aspects of the Clean Air Plan and it was agreed that recent reports on Clean Air and Electric Vehicles would be circulated to the Committee
- Was the 'Smart Ticketing' concept multi modal like the London Oyster Card? It was confirmed that the current forecast included Metrolink Zonal Fares and Contactless ticketing. Although, developing an integrated system was a longer term aspiration.
- A Member explored why the current forecast for the Cycling and Walking Programme was £6 million compared to a previous forecast of £10 million. It was confirmed that these types of schemes take time to set up, with most of the expenditure to date relating to scheme development.
- The Chair queried whether each local authority had effectively £5 million to spend on cycling schemes over the next year. It was confirmed that the funding had not been addressed on a per borough allocation basis. Districts were required to submit an outline business case for consideration, noting that a number of schemes had not been approved as the information supplied was inadequate but they could be resubmitted. It was noted that as demand increases the schemes would need to be prioritised.
- How will the GMCA ensure that the districts spend the money on Cycling and Walking schemes and not on road related schemes? It was confirmed that the GMCA's Monitoring Officer was currently reviewing grant agreements to be signed by the districts. The arrangements would be light touch, but provide an appropriate level of assurance without creating unnecessary bureaucracy.
- Do we have to spend the £150 million from the Transforming Cities Challenge Fund within the next three years? It was confirmed that activity would need to increase, but the Government were fairly flexible as long as the money is committed. Should any issues arise the GMCA would seek to apply the funding to another capital scheme and bring forward the funding.

**RESOLVED:**

1. That the update on be noted.
2. That the GMCA report on Homelessness and Rough Sleeping be circulated to the Committee.
3. That further information on the cost of an electric vehicle charging point be circulated to the Committee.
4. That recent HPE reports on Clean Air and electric vehicles be circulated to the Committee.

**CI44/18**

**GMCA REGISTER OF KEY DECISIONS**

**RESOLVED:**

That the report be noted.

**CI45/18**

**DATE AND TIME OF NEXT MEETING**

Tuesday 20<sup>th</sup> November, 6pm, GMCA Boardroom, Churchgate House, Manchester, M1 6EU

**CI46/18 UPDATE ON THE PROCUREMENT OF GM WASTE SERVICES**

David Taylor, Strategic Director, Waste, GMCA provided the Committee with an overview of the procurement process for waste and resource management services for GM.

Members were reminded that Greater Manchester Waste Disposal Authority (GMWDA) was abolished and all functions transferred to the GMCA on 1 April 2018. The statutory responsibilities for waste disposal include making arrangements for the management and disposal of municipal waste from the nine constituent waste collection authorities (WCAs) and the management of Household Waste Recycling Centres (HWRCs). These statutory functions are discharged via contract arrangements. GMWDA previously let and managed a 25 year PFI contract entered into in April 2009. The PFI contract ceased on 29th September 2017 via a negotiated settlement with the contract providers (Viridor and Laing) and the financing Banks. The PFI contract was formally wound up on 8th March 2018. Operations are currently being delivered via a short term contract with the existing operator, Viridor Waste (Greater Manchester) Ltd, while GMCA procures the future operating contracts.

It was reported that procurement of future operating contracts commenced in November 2017 and the principal strategic drivers for the procurement were developed with the nine Waste Collection Authorities (WCAs) and the GMWDA, and formally approved in September 2017 by the GMWDA. The following strategic drivers which form the basis of the specification documents for which Tenderers will bid were highlighted to the Committee;

- 90% diversion from landfill of all the GMCA's waste arisings by 2020/21;
- Household Waste Recycling Centres achieving over 60% recycling targets, on average per year, by 2021/22;
- An overall aspiration of achieving 55% recycling/composting of household waste by 2025/26;

Members were advised that flexibility was required due to uncertainty around the National Waste Strategy, and the way in which the country will adapt to legislation post Brexit also.

**RESOLVED:**

That the report be noted.

**CI47/18 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.

**CI48/18 UPDATE ON PROCUREMENT OF WASTE SERVICES**



The Committee considered a report which set out the key features of the tender submissions in each Lot of the GMCA waste management procurement. This included details of the quantitative evaluation of the interim tender submissions. The three lots are:

Lot One	Waste and Resource Management Services (WRMS)
Lot Two	Household Waste Recycling Centre Management Services (HWRCMS)
Lot Three	Biowaste Management Services (BMS)

**RESOLVED:**

1. That the timetable for the procurement process be noted.
2. That the approach to Lot 3 be noted.

