

**GREATER MANCHESTER COMBINED AUTHORITY (GMCA)
CORPORATE ISSUES AND REFORM OVERVIEW AND SCRUTINY COMMITTEE
18 SEPTEMBER 2018 AT 6.00PM AT THE GMFRS FIRE AND TRAINING CENTRE**

Present: Councillor Nathan Evans (Trafford) (in the Chair)
 Bolton: Councillor Hamid Khurram
 Bury: Councillor Stella Smith
 Manchester: Councillor Annette Wright
 Oldham: Councillor Colin McLaren
 Rochdale: Councillor Peter Malcolm
 Salford: Councillor Tanya Burch (Substitute)
 Stockport: Councillor Yvonne Guariento
 Tameside: Councillor Gillian Peet
 Trafford: Councillor Amy Whyte (Substitute)
 Wigan: Councillor Joanne Marshall

In attendance

Salford City Council Charlotte Ramsden, Strategic Director, Salford City Council

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
 Carlos Meakin, Area Manager, GMFRS
 Claire Norman,
 Susan Ford, Statutory Scrutiny Officer
 Jamie Fallon, Governance and Scrutiny Officer

CI25/18 APOLOGIES FOR ABSENCE

Apologies for absence were received from Tim Pickstone (Bury), Mary Watson (Manchester), David Jolley (Salford), Linda Holt (Stockport), John Bell (Tameside), Anne Duffield (Trafford).

CI26/18 CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

The Chair extended thanks on behalf of the committee to colleagues from GMFRS for hosting the meeting.

No urgent business was raised.

CI27/18 DECLARATIONS OF INTEREST

There were no declarations of interest received.

The Chair reminded Members to complete their annual GMCA Register of Interest Form and return this to the Governance and Scrutiny Officer.

A Member asked for clarity regarding whether substitutes were required to submit a Register of Interest Form for each committee. The Statutory Scrutiny Officer confirmed that only one completed form was required.

CI28/18 MINUTES OF THE LAST MEETING HELD ON 21 AUGUST 2018

The minutes of the meeting held on 21 August 2018 were submitted for approval.

RESOLVED:

That the minutes of the last meeting be approved as a correct record.

CI29/18 GMFRS QUARTER 1 PERFORMANCE REPORT

The Chair expressed thanks to Dawn Docx, Deputy Chief Fire Officer for her support over what had been an interesting nine months and welcomed Jim Wallace, newly appointed Chief Fire Officer (CFO). The CFO advised that he was looking forward to working with the committee to further develop the Committees scrutiny of the Fire Service.

Leon Parkes, Director of Service Support, Assistant Chief Fire Officer, presented a report which provided Members with an outline of GMFRS Quarter 1 2018/19 performance against the development and delivery goals contained within the GMFRS Corporate and Integrated Risk Management Plan 2016/20.

Key areas highlighted included:

-) The number of incidents in Quarter 1 when compared with the previous year had reduced by 9.5% however there had been an increase in false alarms.
-) The number of deliberate fires had decreased by 26.4% when compared with the previous year noting that this trend was reflected nationally.
-) In relation to high risk emergencies, the average response time to attend an emergency incident was 5 minutes 50 seconds, slightly exceeding the target of 5 minutes 45 seconds.
-) In terms of accidental dwelling fires (ADFs), there had been a decrease of 4.71% when compared to quarter 1 in the previous year, albeit, kitchen fires were a key concern noting that campaigns were being developed to actively try to reduce this.
-) Sadly during the quarter, 5 people had died as a result of accidental fire incidents, of which 4 were males, and all were over 60. It was highlighted that this was a national trend which GMFRS were actively trying to tackle by targeting vulnerable groups noting that all incidents were fully investigated and presented to the coroner.
-) The number of false alarms in the quarter was significant, with an increase of 1.6% and a strategy was being developed to try to reduce the impact of known false alarms. One proposal was that crews would not attend calls signalled from a fire alarm panel unless the call was confirmed by a 999 call that there was a fire or life risk, which would be managed by the North West Control Room. Further information on the proposal would be shared with the Committee as the consultation was rolled out.
-) Absence levels were still above the 3.7% target although sickness absence had fallen by 0.11% in the previous quarter. Musculoskeletal disorder and mental health were key issues affecting the workforce. Operational crews in particular, were being actively

encouraged to be open about their mental health and the appropriate support was being arranged, however, this had resulted in an increase.

- J In terms of the workforce, the percentage of females had increased by 0.09% when compared to the previous year. The percentage from black Asian and minority ethnic groups had increased by 0.37% noting that although the trajectory was positive GMFRS were actively continuing to encourage under-represented groups to consider a career in the Fire Service.
- J There had been an overall increase in hostilities towards GMFRS Personnel. It was noted that GMFRS would continue to work collectively with partner agencies to reduce the number of hostilities in particularly in the run up to key events such as bonfire night.
- J It was acknowledged that the performance reports had been updated to reflect the detail requested by the Committee regarding workforce diversity and staff retention.

Members raised the following questions and comments:

- J A member queried whether further information was available in relation to the increase in the number of deliberate fires in Rochdale. It was advised that local level performance was managed by Borough Managers who work with partners locally to address any trends.
- J Further clarity was sought in relation to the proposal to reduce the number of false alarms crews attend. It was confirmed that it was proposed that calls triggered by fire alarm panels would not be attended unless supported by a 999 call, however this was under consideration and was not in operation.
- J Members raised concerns regarding the potential risk to buildings and stock and discussed the approaches adopted by other parts of the country. It was confirmed that GMFRS were working with owners to ensure that the policy developed was right for GM.
- J The Chair explored whether GMFRS were able to implement a fine mechanism? It was confirmed that there was no statutory basis in which to fine people.
- J A Member sought clarity regarding whether there were other factors which had contributed to the accidental deaths reported, such as mental health or intoxication. It was confirmed that in many cases there were contributing factors as described and GMFRS were actively working in partnership with other agencies to protect vulnerable groups. All fires were investigated by a dedicated team, who work with the Police and other colleagues in order to identify the root cause.
- J What was the GM's policy regarding the retro fitting of sprinklers? It was advised that GMFRS actively promote sprinklers as it was proven that they save lives and property. GMFRS were also a statutory consultee so actively provide advice to building control regarding statutory measures, adding that retro fitting was expensive but promoted where feasible. A Member expressed their disappointment that post Grenfell this was not a legal requirement and it was agreed that the committee would receive further information on the GMFRS work in this area.
- J A Member highlighted that there had been 260 deliberate fires in Oldham which equated to an alarming three incidents per day within the quarter, and explored how these incidents could be reduced. GMFRS actively run campaigns, such as 'TREACLE' which runs up to Bonfire night and involves working with partners to raise awareness.
- J One Member highlighted the devastating incident in Walkden where a fire had been started deliberately and explored how the Fire Service could offer support to those at risk? GMFRS provide advice and can fit protective letter boxes and smoke alarms. All calls

are recorded and monitored so that the information can be shared with partners such as the Police so that they can actively respond to those at risk.

- J Members acknowledged that there was a clear correlation between anti-social behaviour and the incidents which affect the Fire Service. It was advised that GMFRS sit on a range of partnerships which seek to identify the perpetrators and continue to try and educate through schools and the training centre.
- J The Chair explored whether GMFRS were able to correlate their activity to improved performance. It was advised that it was difficult to disaggregate the impact of different variables but effective evaluation was an area that needed strengthening locally and nationally.
- J Had a pilot ever been conducted to explore which interventions do make a difference? A number of approaches had been trialled but not at scale. It was reported that the number of fires had reduced by 50% nationally and 90% of dwelling fires occur in the kitchen, caused by unclean cookers. In this instance, a national media campaign could possibly be the best intervention to make the biggest impact.
- J A Member praised the work of the Survival Academy which offers CPR training and explored how local authorities could promote this work. It was agreed that the Committee would receive promotional materials to enable them to share the message noting that they were continuing to build upon the Survival Academy noting that all Firefighters were trauma trained and actively deliver training within schools.

RESOLVED:

1. That the report be noted.
2. That the Committee receive further information regarding the GMFRS Policy on sprinklers.
3. That the Committee receive promotional materials about the Survival Academy.
4. That the Committee receive further updates on the work to reduce false alarms.

CI30/18

GMFRS HMICFRS INSPECTION UPDATE

Leon Parkes, Assistant Chief Fire Officer, introduced a report which provided an overview of the preparations undertaken ahead of the GMFRS' inspection by Her Majesty's Inspectorate of Constabulary, and Fire & Rescue Services (HMICFRS).

The following key areas were highlighted:

- J In July 2018, the HMICFRS confirmed that it would be extending its current remit to include inspection of England's FRs, to assess and report the efficiency, effectiveness and leadership for the 45 FRs in England.
- J GMFRS will be inspected as part of tranche two and will be inspected from 14th January 2019. The fieldwork stage will take up to two weeks in order to gather evidence against the methodology which will inform their graded judgement.
- J A self-assessment is currently being completed in order to provide HMICFRS with a transparent picture of the organisation's strengths and weaknesses. Key areas of the inspection will explore; how the service manages risk, responds to fires and other

emergencies, undertake prevention and protection activities, and how well we look after the service's employees.

- J Discovery activity will take place in November and involves HMICFRS visiting locations across GMFRS to engage with members of staff across a range of staff groups to understand how we deliver 'business as usual'. The purpose of this activity is to increase the inspection team's understanding of how GMFRS operate and the challenges that the organisation face.
- J Following the inspection of all FRSs in tranche two a moderation exercise will take place prior to making graded judgements to ensure that any judgements are graded fairly and consistently before the report is finalised. This process takes some time, resulting in a delay between the on-site inspection and receipt of the report which is likely to be received in March 2019. Following this an action plan will be developed and HMICFRS will conduct future inspections in order to identify what progress has been made.

Members raised the following comments and questions:

- J What weaknesses had been identified? A number of areas had been identified with evaluation a key area for development noting that the organisation were good at learning but don't always implement recommendations and actively evaluate them.
- J Were the 11 diagnostic questions related to the key areas highlighted? The 11 sub diagnostics were a breakdown of the key areas, along with a judgement criteria. It was agreed that the Committee would receive the list of questions and judgement criteria.
- J The report highlighted that it was unknown whether the changes being implemented across the organisation would impact on the overall grading. Given this, would it be helpful to request that the inspection be deferred? Although the service was in a period of transition it was thought that the inspectorate would deliver a fair and reasoned assessment and the outcome would be reflect the organisation's direction of travel.
- J Members discussed how the Committee could support GMFRS during this period. It was acknowledged that strong governance was needed to provide the right level of challenge without creating duplication. GMFRS were working hard to deliver the Programme for Change and it was agreed that each quarterly performance report should include a themed report which the Committee could review. The Chair requested that the Training Centre be considered as a theme at a future meeting.
- J If the inspection report highlights areas of development would this provide an opportunity to request funding from the Mayor and/ or Government? It was important to submit evidence to the Mayor noting that the Programme for Change may highlight the need for additional resources which would need to be considered within future budget submissions.
- J Given an element of the inspection was related to how GMFRS look after their people, a Member explored whether there would be an opportunity for Firefighters to attend a future meeting to provide an insight into what it was like to work for the service? Following discussion, it was agreed that it would be appropriate for this to form part of a future Task and Finish Group.
- J Would the inspection include a review of governance? The Inspectorate had advised that governance arrangements would not be explored, however, given GMFRS were the only service outside of London which was governed by a Mayoral authority it seemed appropriate that this would be considered as part of the review. The Chair advised that the Committee were happy to support GMFRS where necessary.

-) Members agreed that the committee would receive a further report following the inspection.

At the Chair's request Dawn Docx, Deputy Chief Fire Officer and Richard Paver, GMCA Treasurer provided an update regarding the implementation of the new shift duty system on 1st September which had been requested and approved by the Mayor. The following key areas were highlighted:

-) The previous system had been implemented five years ago to in an attempt to improve efficiency but firefighters were unhappy with the system as it meant that they had to be on call during their 4 days off.
-) Firefighters raised the issue with the Mayor and Deputy Mayor at their fire station visits and subsequently the Mayor requested that the system be changed.
-) £1.7m had been approved by the Mayor to implement the new system based on additional overtime but required an estimated 17 additional Firefighters to cover the additional shifts in the longer term. As recruitment was on going staff would be offered overtime.
-) It was expected that the cost would be absorbed using the under spend on recruitment with the caveat that the costs for the moorland fires was largely met by the Government under the terms of the Bellwin Scheme.

The following questions and comments were received by the Committee:

-) Would there be an ongoing cost? It was confirmed that future costs related to the additional staff required would be included within future budget submissions.

RESOLVED:

1. That the report be noted.
2. That the diagnostic questions and judgement criteria be circulated to the Committee.
3. That future quarterly performance reports also include a more in depth look at a particular theme and that the Fire Training Centre be included as one theme.
4. That firefighters be invited to attend a Task and Finish Group at an appropriate time in the future.
5. That a further report be submitted to the Committee following the inspection.

CI31/18

DfE CHILDREN'S FUNDING UPDATE

Charlotte Ramsden, Strategic Director for People, Salford City Council presented a report which provided an update on the latest position with regard to the GM Children's Services Programme following the award of £7.4m 'Targeted Innovation and Reform Fund' to the GMCA.

The following key points were highlighted:

- J A Children's Services portfolio was first established in GM in December 2015, following inclusion in GM's second devolution agreement, agreed in July 2015.
- J Whilst there was no agreement to move statutory responsibility for children's services away from local authorities to the GMCA there was a recognition that greater collaboration at GM level could improve the quality and consistency of services for children across GM along with improving the financial sustainability of services.
- J An approach was developed based on seeking optimal outcomes for children, young people and their families and following dialogue with DfE the GMCA were awarded £7.43m with the following conditions:
 - J the creation of a Care Leavers' Trust across GM, the establishment of a Standards Board across the ten local authorities, and the scale and spread of a range of successful innovation projects and a GM plan for sufficiency and quality of placements for looked after children.
 - J The continued development of a process of mutual support and challenge around children's social care performance, dialogue with GM on the broader elements of the transformation and on the implementation of DfE policies, such as the delivery of social work assessment and accreditation.
- J A total of £5.7m is proposed to be allocated to the scale and spread of existing GM innovation projects.
- J Springfield Consortium were commissioned to evaluate the innovations that were funded under round 1 of DfE's Children Social Care Innovation Fund and from this a diagnostic tool has been developed.
- J During September the Innovation Unit were working with each of the 10 authorities delivering a Partners Workshop to look at the right innovation for each authority. A full business case has been developed following this work, a programme will be developed and a report submitted to the Children's Board.
- J Each proposals will have a local authority business case which will then be signed off at a GM level and the work would take 18 months to implement.
- J A GM Children's Board has now formally been established chaired by the Leader with overall responsibility for the Children and Young People's portfolio bringing together political Lead Members and Directors of Children's Services with statutory responsibility for services for children from the ten local authorities in GM alongside the GMCA, Health and Social Care Partnership and GMP.
- J A report is due to go to the GMCA at the end of September with a request to delegate authority to allocate DfE funding to the Lead Chief Executive for Children in consultation with the Lead Portfolio holder, GMCA Treasurer and Chief Officer, GM Health and Social Care Partnership.

Members raised the following questions and comments:

- J Members felt that the report did not provide sufficient detail to appropriately brief them on the proposals relating to the allocation of the funding. The Officer apologised noting that the Committee's request had been misunderstood. It was also advised that the proposals for the scale and spread work had not yet been fully developed, adding that the activities were currently being conducted utilising existing resources as the funding had not yet been released. It was acknowledged that the report had been requested as it on the Key Decisions Register, related to a large sum of money and delegated authority was being requested, and that GM's work on children was of particular interest to the Committee.

- J How will the funding be allocated? In principle, the funding for the scale and spread work would be split equally across the ten local authorities equating to approximately £500k per authority (as a programme management office was required). Following completion of the diagnostic work a further report would be submitted to the Children’s Board and then onto the GMCA. The work around the Children’s Trust and looked after children was being created at a GM level.
- J Clarity was sought in relation to whether any of this funding would be used to support GM’s work on school readiness, and if so would be of interest to the School Readiness Task and Finish Group. It was confirmed that the DfE had not allocated any funding for school readiness.
- J Clarity was sought in relation to paragraph 2.4 which referred to ‘supporting partner authorities to adopt the named innovations. It was advised that the expertise within those local authorities which had already implemented innovations was being shared to help other local authorities learn and a diagnostic had also been developed. The funding had the attached grant conditions relating to how it should be spent:

Innovation	DfE Allocation
ACT/ Complex Safeguarding	£1.6m
No Wrong Door	£0
SHARE	£820k
Strengthening Families	£900k
Stockport Family	£820k
Children’s Trust Approach	£675k
Placements for looked after children	£1.035m
Children on the Edge of Care (flexible)	£1.6m
Hub & Spoke Model	£520k

- J Were local authorities able to select a blend of the innovations? A blended approach was being developed to support the best use of resources and this would be detailed within each business case.
- J Who would be scrutinising the work of the Children’s Board? It was confirmed that that the Children’s Board was not a statutory body and that any recommendations would be submitted to the GMCA for approval were subject to scrutiny and call in.
- J Would each decision be a key decision? It was advised that it would be recorded on the key decisions register as a programme but it was expected that individual business cases would be submitted as one combined request.
- J A Member explored why the Committee had not received any information previously? It was confirmed that a report had not been submitted to the GMCA for over a year, however, a report regarding the delegation would be submitted in September and a further report on the proposals was expected in November 2018.

- J It was agreed that a more detailed report would be submitted to the committee in December and it was requested that this be presented by Councillor Rishi Shori.

RESOLVED:

1. That the update on be noted.
2. That a further more detailed report be submitted to the Committee in December 2018 presented by Councillor Rishi Shori.

CI32/18

GMCA DRAFT COMMUNICATIONS AND ENGAGEMENT STRATEGY

Consideration was given to the draft GMCA Communications and Engagement Strategy submitted to the Committee for discussion.

Claire Norman, GMCA and GMHSC Partnership Director of Communications and Engagement highlighted the following key points:

- J The GMCA Communications and Engagement Team had a remit to look after the GMCA, Mayor and GRMFRS brands and to help deliver the vision for GM as a place.
- J A GM brand framework had been developed, which set's out the single, aligned GM story for use by all partners in the city region.
- J Along with the delivery plan, the team use a daily grid to monitor their activities. The team were currently supporting a wide range of projects from Greater Manchester Spatial Framework, Bed Every night, the Clean Air Plan, Local Industrial Strategy, and rebuild of the GMCA and GMFRS website.
- J Following the Committee's comments in February 2018 an e bulletin had been introduced, the guide had been reviewed and a prototype for a Communications and Engagement Dashboard was being developed. A final version was expected to be available in October 2018 which the team were happy to share.

The following questions and comments were received:

- J What does 93% positive coverage mean? Performance was measured in positive, negative or neutral coverage noting that this was not an exact science but routinely used in communications. It reflects how much did we put out, what percentage was picked up, and whether this reflected the story we wanted to share.
- J The Chair acknowledged that GMFRS had achieved a 97% satisfaction rate with the residents.
- J The Chair requested further information on how the public use the GMCA website? It was reported the council websites were now much more transactional but the GMCA website needed to encompass everything. It was acknowledged the GMCA website was currently largely used for committee papers but the redesign would focus on the increasing demand from people to know about the Mayor and the work of the GMCA and would focus on the key themes of work. There were plans to learn from the London.gov.uk website, including a map which displays key facts about the place. The Chair highlighted that this functionality already existed on Trafford Council's website so there was a natural feed for this kind of information. The Chair requested that a further update on the redesigned GMCA website be provided prior to the site going live.

- J Members praised the team for their successes which included extensive coverage of the moorland fires and Northern / Network Rail issues.

RESOLVED:

1. That the report be noted.
2. That the committee receive a further update on the website redesign prior to it going live.

CI33/18 WORK PROGRAMME

Susan Ford, Statutory Scrutiny Officer, introduced the work programme. Members confirmed the addition of the items proposed at the last meeting.

It was suggested that it would be helpful to partner the DfE Funding report with the School Readiness update scheduled in December 2018.

The Committee's suggestion to receive a 'GMFRS focus per performance report' would be incorporated into the work programme in consultation with policy leads.

RESOLVED:

1. That the reconfigured work programme be agreed.
2. That a DfE Funding Update be added to the work programme in December 2018.
3. That a GMFRS focussed report be added to the work programme to coincide with the quarterly updates scheduled.

CI34/18 GM PUBLIC SECTOR APPRENTICESHIP UPDATE

RESOLVED:

That the report be noted.

CI35/18 REGISTER OF KEY DECISIONS

RESOLVED:

That the report be noted.

CI36/18 DATE AND TIME OF NEXT MEETING

Tuesday 23rd October, 6pm, GMCA Boardroom, Churchgate House, Manchester, M1 6EU