

**DRAFT GMCA HOUSING, PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE
14 FEBRUARY 2019 AT 10.30AM AT THE GMCA OFFICES**

Present:

Stockport	Councillor Lisa Smart (in the Chair)
Bolton:	Councillor Andrew Morgan
Bury:	Councillor Dorothy Gunther
Manchester:	Councillor Paula Sadler
Manchester:	Councillor Ben Clay
Oldham:	Councillor Barbara Brownridge
Rochdale:	Councillor Linda Robinson
Salford:	Councillor Tanya Burch (substitute)
Salford:	Councillor Ari Leitner (substitute)
Tameside:	Councillor Mike Glover
Trafford:	Councillor Bernard Sharp (substitute)
Wigan:	Councillor Fred Walker (Substitute)

In attendance

Salford Council	City Mayor Paul Dennett
GMCA Officers	Julie Connor (Assistant Director Governance and Scrutiny) Anne Morgan (Head of Planning Strategy) Mark Atherton (Assistant Director Environment) Steve Fyfe (Head of Housing Strategy) Simon Nokes (Executive Director Policy & Strategy) Matt berry (Governance and Scrutiny Officer)
TfGM Officers	Simon Warburton (Transport Strategy Director)

M133/HPE

APOLOGIES FOR ABSENCE

Apologies for absence were received from Shamim Abdullah (Bolton), Catherine Preston (Bury), Laura Booth (Stockport), Stuart Dickman (Salford), Graham Whitham (Trafford), Lynne Holland (Wigan) and Michael Winstanley (Wigan).

M134/HPE

CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

Members were informed that Councillor James Wilson has stepped down as a member for this committee for Manchester and has been replaced by Councillor Ben Clay. Councillor Steve Bashforth has also stepped down as Oldham representative with Councillor Barbara Brownridge taking her place. The Chair welcomed the new members.

Julie Connor from the GMCA issued an apology for any difficulties that members or the public may have experienced in accessing the papers for this meeting, which was due to some technical problems relating to the imminent migration of the GMCA's web hosting platform to Modern.gov.

M135/HPE DECLARATIONS OF INTEREST

There were no declarations of interest received.

M136/HPE MINUTES OF THE LAST MEETING HELD ON 10 JANUARY 2018

To consider the approval of the minutes of the meeting held on 10 January 2019, as a correct record with the following amendment:

Amended Minute of the meeting held on 15 November 2018, Item M116/HPE:

That the Mayoral Manifesto commitment to end the need for rough sleeping by 2020 was not included as one of the aims in the dashboard. The Mayor stated that the dashboard objectives were around initiatives which contributed to reducing rough sleeping. The Mayor stated that he had been advised that ending rough sleeping as an absolute is technically not possible due to a number of factors such as some rough sleepers not accepting available help / support and choosing to sleep rough, but he still stands by his manifesto pledge to end rough sleeping defined as a substantial shift of improvement in this area. The Mayor also highlighted entrenched rough sleeping and the challenges associated with engaging and supporting a small cohort of rough sleepers.

RESOLVED/-

That the minutes of the meeting held 10 January 2019 be approved as a correct record.

M137/HPE GREATER MANCHESTER SPATIAL FRAMEWORK (GMSF)

Mayor of Salford, Paul Dennett introduced the item. The following key points were highlighted:

- The GMSF strategically sets out the vision for homes, jobs and the environment for the city region for the next 20 years. It is being adopted as a joint development plan document by the 10 GM local Authorities, subject to parliamentary discussion due in March/April time to consider GM pursuing a spatial development strategy.
- The redraft of the GMSF went for consultation in January 2019 following the first initial draft in 2016 which received over 27,000 responses.
- The GMSF sets an affordable housing target of building 50,000 new homes with 30,000 of those being social homes.
- There is a commitment from GMSF for carbon neutrality for the City Region by 2038 and for new homes to being Net 0 Carbon by 2028.

- Following public concerns of consequences of fracking, the GMSF adopts a GM wide planning presumption of being opposed to it.
- The GMSF adopts building on brownfield as a preference and has in excess of a 50% reduction from the previous GMSF draft in greenbelt take for the purposes of development and stronger protections for none-greenbelt land.
- The GMSF builds on Andy Burnham's commitment through the Town Centre Challenge to reconceptualise town centres with less reliance on retail, and aiming to increase urban density with housing, developing culture, leisure, sporting activity walking and cycling.
- GM now has clarity over the local housing need which is identified using population projections from the 2014 Office for National Statistics Population and Housing Projections. There are 201,000 with an 8.16% buffer (218, 000 with buffer). Although there has been no formal Government response to the consultation, significant change is not expected.
- Developers are challenging delivery on the 5-year land supply in some districts. The importance of collaboration was highlighted to overcome 'planning by appeal' which can be costly.
- The draft GMSF consultation should be considered not in isolation but with the other GM strategies.
- The GMSF Consultation portal opened on 14th January 2019 for the public to view, with the formal consultation on the GMSF starting on 21st January, running for 8 weeks until 18th March.
- The Future of Greater Manchester paper was highlighted which brings together the GMSF and other strategies under the context of the Greater Manchester Strategy: Our people, Our Place.
- The economic aspects of spatial planning were stated as being detailed in the Local industrial strategy, which is focused on playing to GM's economic strengths such as digital, advance materials, advance manufacturing low carbon and healthcare innovation.

RESOLVED/-

That the report be noted.

M138/HPE TRANSPORT 2040 DELIVERY PLAN

The Chair passed on apologies on behalf of the GM Mayor who could not attend today's Committee due to being in London at a Meeting of Mayors.

Transport Strategy Director, Simon Warburton introduced the item. The following key points were highlighted:

- Following consultation from the first draft of the GMSF, transport connectivity issues were highlighted as a dominant feedback item, making reference to particular GM locations. TfGM have worked with the GMCA over 18 months to ensure transport policy and spatial planning are integrated at a City Region level.

- A series of study areas were identified to look at network level issues associated with the GMSF to set out a plan to show understanding of challenges that growth brings. This work now has culminated in the Draft Transport Delivery Plan, which deals with was published alongside the GMSF.
- As the final stages of publication approaches, there is further work required to follow on the Transport Delivery Plan as recognition that there is a need to drill policies down to site-level access issues.
- The Transport Delivery Plan looks at being clear of the scale of growth from a travel perspective. Proposed schemes in the GMSF will likely equate to another 800,000 daily trips on GM's transport network. The challenge set by the Transport Delivery Plan and policy framework is to move to 50% of transport migrating to none-car transport means.
- The Transport Delivery Plan sets out investment schemes and policy initiatives to provide travel alternatives. It sets out activities both written and within a tier 3 map system.
- The document summarises the realities/ challenges such as future funding arrangements to deliver against the Delivery Plan. This is a core component of the conversation with Government through the Local Industrial Strategy.
- Conversations are ongoing with Government to establish a second transport funding arrangement based on the principle of a devolved cities model, building on a partnership model with an integrated transport and housing strategy.

RESOLVED/-

That the report be noted.

Due to the interconnected nature of both the GMSF and Transport 2040 Delivery Plan, the Chair opened the room for questions from Members for both items M137/HPE and M138/HPE simultaneously.

Members welcomed the update of both items and raised the following questions and comments for both items:

- A Member wanted clarification on whether using the 2014 population projections was subject to receiving an updated figure and if so, will GM be able to quickly adapt.

It was confirmed that the figures may change as GM has so far has not received a response from Government to the consultation. If the methodology changes, this will be reviewed and fed into the next stage of the plan. The new population projections are due in 2020 which will likely trigger a review. The GMCA will wait for the outcome of the consultation, and at that point can then then discuss with government what a new methodology might look like before it arrives in 2020.

- A Member queried whether the 5-year Housing Supply could be identified/allocated at a GM level between all 10 local authorities.

It was clarified that this approach is being taken with each district having its own unique figures for housing targets across which is phased over time, and is based on land supply and deliverability in each district.

- In regards to the presumption of anti-fracking it was queried how this would work with pre-determination on planning at each individual local authority.

It was clarified that until this issue is dealt with at public examination, it is unclear whether it will hold within the GMSF draft.

- A Member queried how the proposed free bus travel for 16-18 year olds is intended to be funded in light of recent LGA announcement of a funding gap between government grant and pre-pensioner travel.

It was confirmed that TfGM have been building an expectation of the funding gap into the medium term financial strategy that sits behind the transport levy for a number of years. The current robust medium term financial strategy has allowed The GM Mayor to discuss options with Leaders and to extend arrangements in order to give GM learners more mobility to get post access to post 16 education.

- Following the proposed commitment of a feasibility study of extending Metrolink to Bolton, it was asked whether any further commitment could be confirmed. It was later asked if a Specific explanation could be provided on how projects escalate from initial options, to a feasibility study, through to delivery.

It was clarified that TfGM in partnership with local authorities have developed a transport pipeline process which tracks all initiatives set out in the Delivery Plan through stages which can vary depending on complexity. Core stages for transport scheme include an initial feasibility study, followed by weighing up anticipated travel demand with a range of cost options to develop a benefit-to-cost-ratio. Scheme options can then be conceptualised allowing TfGM to bring initial analysis back to the GMCA for discussion and to scope a funding window. A business case is then developed in order to secure funding, followed by obtaining transport and work acts powers such as land acquisitions. It was highlighted that these processes can take up to 8-10 years to complete.

- A Member asked if there are any structures systems/ mechanisms in place that will ensure the creation of truly affordable housing and social housing.

It was stated that this is a complex area with a viability issue in terms of the flux in land and property value. It was demonstrated via The Geographical Targeting Across 5 housing funds Map produced by the GMCA in October 2018 that most of Greater Manchester can only access 20% of Homes England funding to deal with issues such as land remediation, infrastructure issues and affordable housing. The challenges of Right to Buy properties not being replaced and finding their way into the private rented sector was also highlighted. Tackling the issue by the State was highlighted as a viable solution

with a recommendation for GM to continue seeking further support from Government in delivering social housing.

- Two Members asked questions surrounding transport passes that cover multi modal transport and different transport operators. It was highlighted that a bus pass that covered multi-bus operators became unavailable in 2018 raising concerns that this may discourage people from using public transport.

In regards to the removal of the multi-company bus pass, it was stated that TfGM have very little influence and that bus companies can opt in or out of these kind of schemes and have no obligations. TfGM are currently exploring options through reviewing powers under the new Bus Services Act with a key aspiration of 2040 strategy for GM to move to a fully integrated ticketing arrangement.

- A Member queried the timings on decisions surrounding buses.

TfGM were not able to provide an update at this time as there is still work underway to review the current situation, this will be taken back to this Committee at a later date.

- Two Members queried what plans are in place to improve bus services (particularly in rural areas) and routes not centred around city centre commuting. It was also asked if contacts for local bus companies could be provided to Members

It was stated that there are challenges with commercial withdrawals across the bus networks. Greater Manchester is in a better position than other parts of country to assemble and retain a subsidised bus budget. It was highlighted that GM must take challenging decisions in the future in terms of how far this can be extended. TfGM are keen to support local members in engaging with bus companies, and will pick up queries regarding transport providers contacts with the respective member post meeting.

- A Member sought reassurance that past lessons have been learned in providing affordable housing via multi-storey flats, with many from the 1960s causing issues and being subsequently demolished.

It was stated that following the public enquiry into Grenfell, and the Hackett review, there is potential for major amendments to building and fire & safety regulations with uncertainty as to what this will mean for high rise accommodation. High-rise builds in GM have tended to be private rather than social housing. It is felt that there is currently good learning in the system as many councils have undertaken a lot of work to upgrade and improve high-rise blocks.

- A Member queried whether the Northern Powerhouse strand incorporates any long-term strategy to increase transport and subsequent commuter distances for those travelling into Greater Manchester.

It was clarified that within GM's recently launched vision for the next 20 years and the Local Industrial Strategy, there is a requirement for GM to have scope of its role within the North along with being cognisant of the work ongoing in other regions in the North of England. It was stated that Greater

Manchester must play to its strengths and unique selling points, it is generally felt that things are moving in a positive direction, but investment within industry within a national context is required. A large body of work is being lead by Transport For The North, to develop an investment case for the Northern Powerhouse Rail (East-West rail links) This will be taken to a future meeting of this committee to update members.

- A Member raised the issue of the difference of value of property/land within their borough which is currently lower than much of rest of GM equating to a reduction in council tax revenue. The question was asked whether this ratio could be addressed when building properties to get some of the higher value properties

It was appreciated that there are inequities in the system. It was clarified that Council Tax banding was set in 1991 and has not changed since that time. Differentials in property value are accepted, regeneration is ongoing within this borough's town centres, which will hopefully address some of these issues. The Revenue Support Grant was highlighted as being for introduced for this purpose with limited success areas of the north of the U.K.

- A Member asked around the ownership opportunities of the First Bus franchise by GMCA/ TfGM or Councils in a consortium.

It was confirmed there is no provision through the new legislation for public ownership route for TfGM/GMCA to pursue this.

- A Member questioned the level of investment of bus subsidies, as this is essential for some vulnerable residents, with some feeling that investment in cycling lane provision is over-proportioned.

It was stated that the Streets For All initiative which takes a collective view with all partners to address principle purpose of that particular part of highway and then design a solution that is fit for purpose. The Quality Bus Transit initiative was highlighted as being developed in the Transport Delivery Plan which will deliver bus priority benefits. An update on this will be provided to this Committee in the future.

- In terms of Diesel Scrappage schemes, it was asked what support would be available to less advantaged drivers who are penalised for their vehicles.

It was clarified that in the event that penalties for different types of vehicles are introduced, there would need to be arrangements in place in advance to assist owners to shift across, this would be an integral part of any proposal.

- In light of the shift to higher-density developments in inner city areas, a Member raised concern around inner city areas receiving adequate investment and support to enable them to still remain

attractive places with culture and heritage. It was stated that these areas usually have more pressure on public services and reduced quality of life for residents.

It was clarified that the GMSF should be considered alongside local authority local plans /core strategies, which should ensure cultural protection of design and architecture. It is recognised in the GMSF that urban areas face challenges around access to natural green space. The next version of the GMSF will apply standards to protect requirements for new developments to provide green spaces. The Net Zero Carbon by 2028 initiative will also push this agenda.

- Regarding land remediation, it was asked whether is there any funding to remediate land in areas for brownfield sites in GM

It was highlighted that there is a paper going to GMCA on Friday 15 February detailing the latest application for infrastructure funding for housing in Manchester Salford, Bolton and Wigan. This addresses relief for land remediation, infrastructure and land assembly.

- A Member requested that any available Housing infrastructure Fund be invested into social housing
- Regarding building housing in regards to the environmental agenda, a Member queried if there are any trials of passive house building, retro fitting of older buildings, or modular building proposals

It was clarified that retrofitting remains a challenge in terms of funding, with the Housing Market Renewal scheme scrapped which was improving some stock. It was highlighted that the best time to discuss this issue is at the Green Summit in March 2019. The main challenges for Modular housing was highlighted as being how land is aggregated and how to aggregate demand for housing. Collaboration as Local authorities was also highlighted as a challenge to ensure supply of housing numbers to push through modular route. The Local Industrial Strategy was highlighted as being relevant to this work with a move to zero carbon as a key economic driver and retro fitting of homes leading to economic growth in terms of work needed.

The Chair clarified that the Local Industrial Strategy will be circulated to members of this committee as an item for information.

- A Member summarised a number of questions received from residents: In moving to building more homes and increasing urban density as proposed in the GMSF, there are concerns around the existing transport infrastructure system not currently coping at peak times and how this will manage extra pressure. Reassurance on how these issues will be addressed was sought.

It was clarified that the Romiley/ Marple corridor has grown significantly in terms of commuters through the regional centre and growth is likely to continue with employment movements. The Long

term solution is likely to be a tram/train line which is needed fundamentally for growth within this corridor. TfGM are currently reviewing with Government how the development of the Transport for The North rail model and also the Government Williams Review to bridge the gap in increasing rolling stock capacity. Principle bus link improvements are also being planned in Stockport town centre. Assurance was given to residents that TfGM have been working to understand transport needs in this area, and address these issues.

- A Member asked around how phasing of house development is approached within the GMSF and which order infrastructure will likely arrive in terms of transport, housing and schools.

It was clarified that there is a general aim that infrastructure and housing are developed at the same time. Expectations for infrastructure are managed so development should not come forward without commitment and funding for infrastructure.

- A Member raised concerns around managing developers expectations on late notification of Section 106 costs and other land requirements, and the proportioning of housing across GM within the appeals process.

It was stated that the intention is to manage developers expectations early, although it was accepted that this is not always possible. It was clarified that the 5-Year Supply will be one of the biggest challenges, bringing Brownfield land forward at the targeted rate. Success is reliant on collaboration and discussion with other stakeholders and partners

- A Member asked what can Greater Manchester do to be more self-funded and to build up its own finance base, and ambition to become independent.

It was stated that this is a challenging issue, however GM is in a strong position in having very recently set the 20 year vision for the City Region, and can look at how the GMSF can support an inclusive growth and inclusive economy. There is an opportunity to look at the redistribution of growth across GM, and also creating value in GM, playing to internal assets/strengths and partnership working to offset dependency on central government. It was stated that all partners in the City Region need to collaborate around this agenda in order for it to be successful.

- A Member asked how borough boundaries are addressed in terms of GMSF consultation for proposals that span across district territories, such as if any information sessions with residents and awareness raising are being held. It was highlighted that having local authority officers from neighbouring authorities included would be useful.

It was clarified that the major cross boundary sites across GM have been identified with some events taking place. Some sites are wholly within one district but impact on others, in those cases consultation takes place around the district where those sites are in.

- A Member asked how feedback for the GMSF is processed, and how they will influence the next draft

It was stated that a similar level of responses to the first GMSF draft is expected. The GMCA are assembling a team from the 10 districts and taking on temporary staff over the next couple of weeks to start processing the responses. These are grouped together by location and issue. The summary of responses will be structured and themed with an aim to be clearer than the first initial GMSF draft consultation in terms of how comments have been used to inform the next stage of the plan.

The Chair reminded viewers of the live stream that the best way for them to send feedback regarding the GMSF is via <https://www.gmconsult.org/>

RESOLVED/-

That comments of Members above be taken account of for both the GMSF and the Transport 2040 Delivery Plan as they develop.

M139/HPE WORK PROGRAMME

- The draft of the Waste Strategy will not be ready for the March 14th meeting, due to Government delaying publishing of the National Strategy until December 2019. DEFRA have also not yet launched consultation. This item may not come to this committee until May or June 2019.
- The Housing Strategy item provisionally could move to 16th April meeting
- Clean Air OBC is an item for district scrutiny: it is suggested circulating this item for information to this Committee
- Regarding Green Summit / Low Carbon items - Mark Atherton will come to this Committee on 14th March meeting before the Green Summit on 25th March
- Future innovation in transport item is coming to 14th March meeting with 3 independent speakers. The Chair requested that members prepared associated questions that are useful to be answered
- 16th April meeting will feature the GM Strategy 6 monthly review and Housing Strategy item

RESOLVED:

That the above changes of the work programme be agreed.

ITEMS FOR INFORMATION ONLY

M140/HPE FINAL DRAFT GM NATURAL CAPITAL INVESTMENT PLAN

RESOLVED:

That the report be noted.

M141/HPE GM INFRASTRUCTURE FRAMEWORK 2040

RESOLVED:

That the report be noted.

M142/HPE GM HOUSING VISION

RESOLVED:

That the report be noted.

M143/HPE REGISTER OF KEY DECISIONS

https://www.gmcameetings.co.uk/downloads/download/92/register_of_key_decisions

RESOLVED:

That the report be noted.

M144/HPE DATE AND TIME OF NEXT MEETING

Thursday 14th March 2019 18.00, Boardroom, Churchgate House