

**GREATER MANCHESTER COMBINED AUTHORITY (GMCA)
HOUSING, PLANNING AND ENVIRONMENT OVERVIEW & SCRUTINY
COMMITTEE, 18 OCTOBER 2017 AT 6.00 PM, SCRUTINY ROOM,
MANCHESTER TOWN HALL**

- Present:
- Councillor: Lisa Smart (in the Chair)
- Councillors: Elaine Sherrington (Bolton)
James Wilson (Manchester)
Hannah Roberts (Oldham)
Linda Robinson (Rochdale)
Robert Sharpe (Salford)
Michele Barnes (Salford)
Elise Wilson (Stockport)
Robert Chilton (Trafford)
Patricia Holland (Wigan)
Fred Walker (Wigan)
Michael Winstanley (Wigan) (Substitute)
- Officers: Julie Connor (Assistant Director, Governance and Scrutiny, GMCA), Rod Fawcett (Transport Policy Manager, TfGM), Susan Ford (Statutory Scrutiny Officer, GMCA), Chris Findley (GM Planning Lead), John Holden (Assistant Director, Research & Strategy, GMCA), Simon Nokes (Executive Director, Policy & Strategy, GMCA), Jenny Hollamby (Governance and Scrutiny, GMCA) and Michael Renshaw (Executive Director, TfGM)
- Apologies: Councillors: Andrew Morgan (Bolton), Anne Stott (Rochdale) and Gillian Peet (Tameside)

M9/HPE APPOINTMENT OF CHAIR AND VICE-CHAIR FOR THE 2017/18 MUNICIPAL YEAR

The Assistant Director, Governance and Scrutiny, GMCA asked for nominations for the role of Chair. Councillor Elise Wilson proposed Councillor Lisa Smart and Councillor Robert Chilton seconded the proposal. It was put to the vote and it was agreed that Councillor Lisa Smart be appointed as Chair of the committee for the 2017/18 municipal year. Councillor Lisa Smart took the role of Chair and thanked Members for her appointment. The Chair welcomed all those present.

The Chair asked for nominations for the role of Vice-Chair. The Chair proposed Councillor Robert Chilton and Councillor Winstanley seconded the proposal. Councillor Linda Robinson proposed Councillor Anne Stott (not present) and Councillor James Wilson seconded the proposal. Councillor Elaine Sherrington proposed Councillor Andrew Morgan (not present). However, the proposal was not seconded. The Chair put the nominations to the vote. With two votes for Councillor Robert Chilton and six votes for Councillor Anne Stott, it was agreed that Councillor Anne Stott would be appointed as Vice-Chair of the committee for the 2017/18 Municipal Year.

RESOLVED: That Councillor Lisa Smart be appointed as Chair and Councillor Anne Stott be appointed as Vice-Chair of the Housing, Planning and Environment committee for the 2017/18 municipal year.

M10/HPE URGENT BUSINESS, IF ANY, INTRODUCED BY THE CHAIR

There was no urgent business introduced by the Chair.

M11/HPE DECLARATIONS OF INTEREST

There were no declarations of interest received at the meeting. Members were reminded to complete the Register of Interest form sent to them by the Governance and Scrutiny officer.

M12/HPE TO APPROVE THE MINUTES OF THE LAST MEETING DATED 7 SEPTEMBER 2017

Members considered the minutes of the last meeting held on 7 September 2017.

The Chair proposed and Members agreed, that the word 'endorsed' be amended to 'noted' in the recommendations of M5 and M7.

It was reported that the call in process agreed at the meeting on 7 September 2017, was approved by the GMCA on 29 September 2017.

RESOLVED: That the committee approved the minutes of the last meeting on 7 September 2017 as a correct record subject to word 'endorsed' being amended to 'noted' in the recommendations of M5 and M7.

M13/HPE GREATER MANCHESTER STRATEGY (GMS) IMPLEMENTATION PLAN AND PERFORMANCE DASHBOARD

Consideration was given to the report of the GM Mayor and the Chief Executive, GMCA that provided Members with a draft of the refreshed GMS.

It was reported that the actions included in the implementation plan that was attached to the report, were all to be delivered within existing resources, during the next six months. A further two-year implementation plan would be developed and delivered from April 2018, and would be brought to the meeting of the committee on 17 April 2018.

The Chair thanked the Assistant Director, Research & Strategy, GMCA and the Executive Director, Policy & Strategy, GMCA for presenting the report but reminded officers that there was an expectation that portfolio holders be at the meeting to present reports and to provide political direction and accountability.

Members' questions included:

- Officers were reminded that the committee had 'noted' the report on the Greater Manchester Strategy at their meeting in September and had not 'agreed it'.

- To ask officers to remove duplicate entries from the covering report's tables
- To update on progress with Smart Ticketing were being addressed. Officers explained that smart ticketing was a long term and progressive approach to achieving a unified and simpler set of fares and tickets for GM. It has two key elements: a technology solution and simplified public transport fares. TfGM was making progress to improve the current system and is committed to introducing a simpler more convenient and integrated approach to travel in GM.
- To include implementation dates, milestones and a traffic light monitoring system in the implementation plan to enable the Committee to effectively scrutinise progress and hold leads to account for the Strategy's delivery. It was acknowledged that further work was required with organisations who were delivering the plan to ensure that milestones and dates were included. A further update would be brought to the committee on 17 April 2018.

The Chair welcomed the report and the early opportunity for Members to scrutinise, provide their feedback and comments prior it being agreed by the GMCA.

RESOLVED: That the committee:

1. Noted the draft Greater Manchester Strategy (GMS) implementation plan.
2. Asked officers to make the following improvements to the implementation strategy:
 - Remove duplicate entries included in report's tables
 - Work with theme leads to ensure that future versions of the implementation plan have clear delivery dates and milestones included for each of the priority actions.
3. Agreed that future performance reports, and performance dashboards be brought to the committee once completed.

M14/HPE BUS SERVICES IN GREATER MANCHESTER

A presentation on the current and future bus services in GM, was provided by TfGM's Policy Manger and Executive Director.

The committee's discussion included the following questions:

- What work was TfGM undertaking on the transfer of risk as part of their work examining the potential franchising of bus services in GM? TfGM's current work includes looking to examine both the risks and benefits of alternative options to improve bus services in GM, including exploring bus franchising. In relation to this, the authority would carry a range of risks related to franchising, although work to date indicates that such risks were manageable. It was noted that it is important to recognise that currently the

public sector already carries significant risks associated with providing subsidised bus services, where there are gaps in commercial provision. There are also much wider risks to GM's wider economy if the local transport offer doesn't provide the integrated transport connectivity that GM's residents, businesses and visitors need and expect. Currently there is a significant decline in passenger journeys made by bus in GM, reducing by around 3 million bus journeys each year, a trend which must be tackled.

- How were new routes being developed to ensure residents could access jobs in new employment sites land by public transport? Officers explained that the current market model meant that commercial operators typically would only establish new services where they could generate sufficient guaranteed income. Therefore TfGM works with operators to adapt and respond to new needs, such as the development of new employment sites. TfGM sometimes supports the provision of new services in emerging areas of need to encourage operators to enter the market. Members were concerned that the lack of good public transport may be a barrier to job seekers.
- Members were keen to find out more how the GMCA was developing an integrated transport offer to enable GM travellers to easily change mode. It was mentioned that in the London system around one in three rail or tube journeys was preceded by or followed by a bus journey because the integrated nature of the public transport network facilitated this.
- What criteria were used to assess supply and demand and how would TfGM know what residents wanted from their bus service? TfGM are producing an assessment of a potential franchising scheme as well as exploring other options for the reform of bus service delivery with operators. To inform the development of a franchising scheme TfGM had requested a range of information from bus operators including things such as the number of journeys run, passenger numbers and fare structures. In addition the Bus Services Act required GM to work with neighbouring authorities. A public consultation will then be undertaken. However, until DfT provide greater clarity around the Bus Services Act secondary regulations, TfGM could not commit to a timeframe. The assessment will give a more detailed understanding of the local bus market and will enable GM to make an informed decision on future reform of the bus market in GM.
- There was a particular need to understand how different options would work in the short and long term and how different models would support residents to make complex journeys easier to undertake and more affordable. TfGM will provide the GM Mayor with the information to make an informed decision on the future reform of the bus market in the new year.
- A Member enquired if TfGM was ready and able to deliver a solution, and were the appropriate staff and resources available? The Member was reassured that TfGM had the right people to deliver the work.

RESOLVED: That the committee noted the report.

M15/HPE GREATER MANCHESTER SPATIAL FRAMEWORK (GMSF) UPDATE

A presentation by GM Planning lead provided Members with an update on the GMSF.

Since the last meeting, there had been two main developments:

1. Government had released a consultation document (planning for the right homes in the right places), which took forward several proposals from the Housing White Paper, on 14 September 2017. A brief outline of the proposal was attached at Appendix 1 of the report.
2. Responses to the consultation on the draft GMSF were released on 28 September 2017 had been published. 27k responses had been received and respondents could see their response on-line. A new landing page had been designed in response to problems that some people found accessing the consultation portal.

Discussion included the following points made by members:

- Members welcomed the 10 year approach to calculating housing need which could allow GM to use a phased approach to calculating housing need in GM. This would also allow GM to take into be more responsive to economic changes and the impact of new technologies on housing need. However officers explained that under this new methodology objectively assessed housing need (OAN) may not provide as much stability as first seems because it uses the household forecast which changes every two years and the earnings index which changes annually to calculate housing need. One solution to this could be to fix the figure once a plan had been published for five years and then again once the plan was approved fixed for a further five years. There was also a potential contradiction between as the ten year figure for OAN and the National Planning Policy Framework (NPPF) which recommends that plans were prepared with a longer time horizon 'preferably 15 years'.
- The Committee were keen to stress the importance of utilising brown field sites first and also to avoid the development of sites before appropriate infrastructure was in place. Currently work was being undertaken to increase that the number of sites which were well served by infrastructure (particularly brownfield land and sites around town centres) in the GMSF.
- Members also wished to know what financial tools might be available to incentivise the development of brown field sites. Government are reluctant to support the development of brownfield sites with gap funding, instead loan-funding is the preferred mechanism. There are issues associated with deliverability and economic viability associated with developing brown field sites and the need for GM to deliver housing. Officers also drew the Committee's attention to the fact that government are planning to introduce a housing delivery test whose details are not yet fully known and but there may be penalties (whose details are yet to be confirmed) for places who are failing to deliver their housing numbers.

- What work had been undertaken to assess the impact of Brexit on housing need and the GMSF? GM has assessed the impact of Brexit on growth, but we will be considering the new government methodology to determine housing need. [Note: this assessment is now available on the website https://www.greatermanchester-ca.gov.uk/info/20004/business_and_economy/73/greater_manchester_forecasting_model]
- What work had GM undertaken to fulfil its Duty to Co-operate the areas that connected with GM? It was noted that the Duty to Co-operate was not a duty to agree. In terms of the GMSF, it was a joint plan in ten Districts and conversation and discussions with neighbouring authorities had taken place. There may be an additional element of this Duty, called the Statement of Common Ground which may be brought in next year. [Further information on work to date can be downloaded on the GMSF consultation portal http://gmsf-consult.objective.co.uk/portal/2016consultation/supp_docs?pointId=1477913853113]
- How could neighbourhood plans be aligned with the GMSF and how would this be managed? Neighbourhood plans were introduced after 2010 and there are a number under development in GM. The first neighbourhood plan to go to referendum stage would be considered this week. It was noted that neighbourhood plans were one part of the plan making system and not a mechanism to prevent development. However, this is an emerging area for GM about which the committee needed to be kept informed and a short background note will be prepared to explain how different plans worked together.

RESOLVED: That the committee:

1. Noted the report.
2. Commented on the issues that the response to the housing consultation should cover (minute M15/HPE refers).
3. Request a short background note to explain how different plans work together.

M16/HPE WORK PROGRAMME

The Statutory Scrutiny officer, GMCA presented a report that set out the committee's work programme for Members to develop, review and then agree.

The Chair stressed that forward planning was important for the committee and would set the tone for GM. The Chair was very keen on pre-decision scrutiny to influence and improve future decisions. Chair requested that presentations be kept short and relevant and to enable Members to have ample time to scrutinise issues.

Members and officers identified the following areas, which would be used developed to the work programme by the Statutory Scrutiny officer, GMCA:

- The Greater Manchester Waste Disposal Authority's (GMWDA) transition into the GMCA and governance arrangements (early 2018).
- The viability of greenfield sites (possible task and finish group).

- Green Summit (Feb/March 2017).
- The air quality plan (Feb 2018).
- Updated GMS implementation plan (April 2017)
- Performance management framework for GMS (April 2017)
- Update on work on town centres.
- Homelessness and what work was taking place across the conurbation at a strategic level. Clarity around the definition of homelessness and how this differed from rough sleeping was also requested as a briefing note.
- Transport strategy focusing on developing an integrated transport system (Nov 2017).
- A deeper dive to investigate particular aspects of the green economy, a possible joint task and finish group between scrutiny committees.
- GMSF focusing on congestion and improving connectivity.
- Housing affordability (Nov 2017)
- GM as a Carbon Neutral city region (December 2017).

The Statutory Scrutiny officer, GMCA asked and Members agreed that the officer be given delegated authority to update and develop the work programme in light of Members comments and suggestions made at the meeting and that the chair would work with officers to shape the work programme moving in advance of the next meeting.

- RESOLVED:**
1. That the committee updated the work programme (minute M16/HPE refers).
 2. That delegated authority be given to the Statutory Scrutiny officer, GMCA to update and develop the work programme in light of Members comments and suggestions made at the meeting.
 3. To produce a briefing note on GM's work on homelessness, which addresses the issue of how homelessness is defined.