

Overview & Scrutiny Committee Agenda

Title: Housing, Planning & Environment
Date: Tuesday 13 March 2018
Time: 10.30 am to 12.30 pm
Venue: Greater Manchester Fire & Rescue Services Training Centre, Cassidy Close, Manchester M4 5HU (**location map attached**)

Item No	Title	Page No
1.	Apologies for absence	
2.	Chair's Announcements and Urgent Business (if any) at the discretion of the Chair	
3.	Declarations of Interest To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer at the start of the meeting	Page 4
4.	To approve the minutes of the last meeting dated 15 February 2018	Page 5
5.	Greater Manchester Spatial Framework (GMSF) Update Report of Anne Morgan, Head of Planning Strategy, GMCA	Page 12
6.	Homelessness At the invitation of the Committee a number of organisations and individuals will give a brief introduction to their work. This will be followed by a question and answer session	
7.	Work Programme Report of Susan Ford, Statutory Scrutiny Officer, GMCA	Page 14
8.	Date and Time of Next Meeting Tuesday 17 April 2018 at 6.00 pm, Friends Meeting House, 6 Mount St, Manchester M2 5NS	

- Notes:
- The Contact Officer for this agenda is Susan Ford, Governance & Scrutiny, GMCA ☎ 0161 778 7009 ✉ susan.ford@greatermanchester-ca.gov.uk.
 - If any Member requires advice on any agenda item involving a possible Declaration of interest, which could affect their ability to speak or vote are advised to contact Jenny Hollamby at least 24 hours in advance of the meeting.
 - For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk. Alternatively, contact the above Officer.
 - Please note that this meeting will be held in public and will be livestreamed (except where confidential or exempt information is being considered).

Membership:	Councillor Andrew Morgan	Conservative Member for Bolton
	Councillor Elaine Sherrington	Labour Member for Bolton
	Councillor Jamie Walker	Labour Member for Bury
	Councillor James Wilson	Labour Member for Manchester
	Councillor Hannah Roberts	Labour Member for Oldham
	Councillor Linda Robinson	Labour Member for Rochdale
	Councillor Patricia Sullivan	Conservative Member for Rochdale
	Councillor Michele Barnes	Labour Member for Salford
	Councillor Robert Sharpe	Labour Member for Salford
	Councillor Lisa Smart	Liberal Democrat Member for Stockport
	Councillor Elise Wilson	Labour Member for Stockport
	Councillor Gill Peet	Labour Member for Tameside
	Councillor Bernard Sharp	Conservative Member for Trafford
	Councillor Lynn Holland	Labour Member for Wigan
	Councillor Fred Walker	Labour Member for Wigan

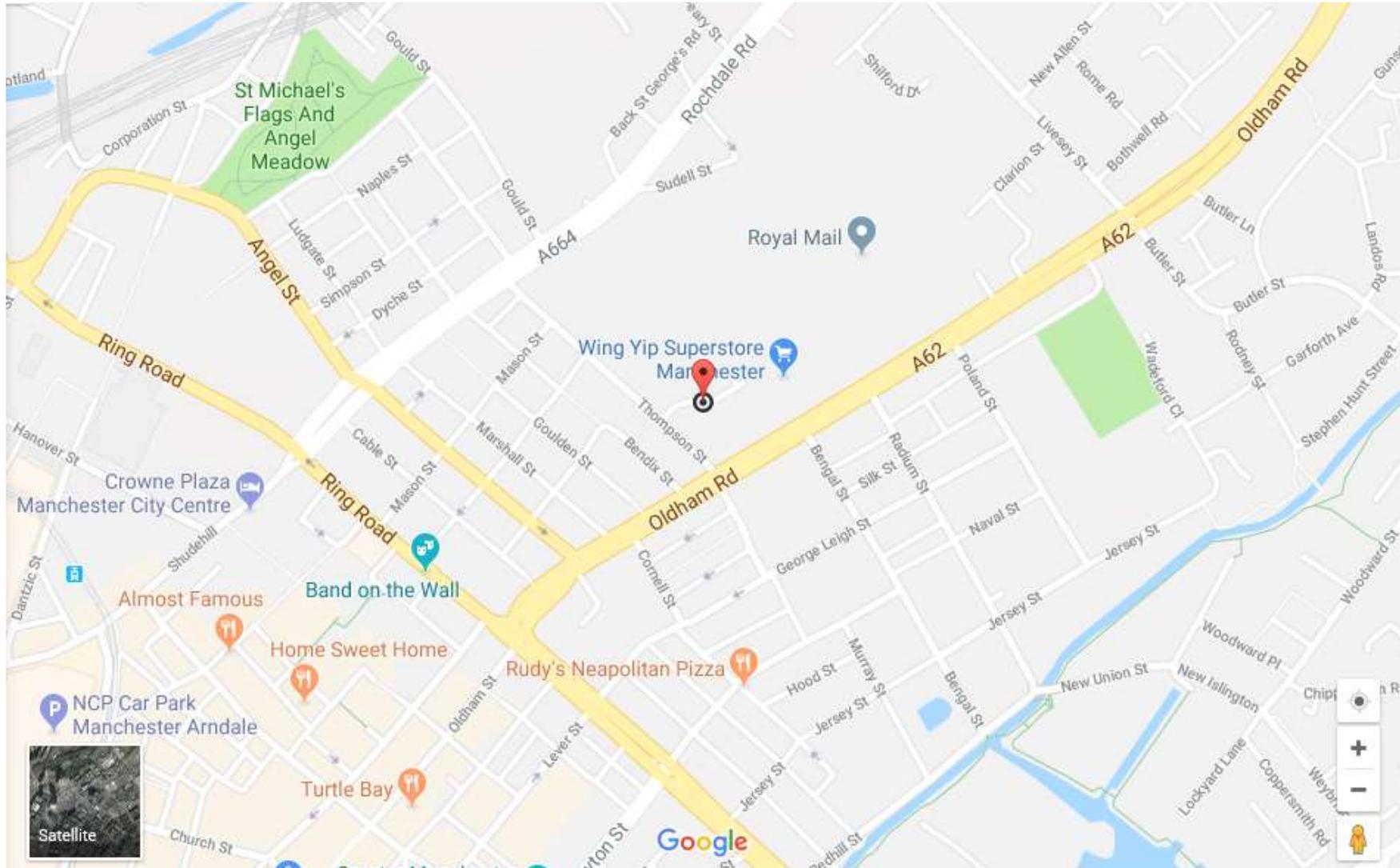
Substitutes: At the GMCA meeting on 29 September 2017, it was agreed that the following be appointed as substitutes to each of the three committees:

Councillor David Greenhalgh	Conservative Member for Bolton
Councillor Rebecca Moore	Labour Member Manchester
Councillor John McCann	Liberal Democrat Member for Oldham
Councillor Peter Malcolm	Labour Member for Rochdale
Councillor Christopher Clarkson	Conservative Member for Salford
Councillor Karen Garrido	Conservative Member for Salford
Councillor Adrian Pearce	Labour Member for Tameside
Councillor Ruth Welsh	Conservative Member for Tameside
Councillor James Grundy	Conservative Member for Wigan
Councillor Michael Winstanley	Conservative Member for Wigan

Eamonn Boylan
Secretary and Chief Executive, GMCA

Location Map: Greater Manchester Fire & Rescue Services Training Centre, Cassidy Close, Manchester M4 5HU

Telephone No: 0161 908 5155



Housing, Planning & Environment Overview & Scrutiny Committee
Declaration of Interests in Items appearing on the Agenda

NAME _____

Minute Item No. / Agenda Item No.	Nature of Interest	Type of Interest
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary

**GREATER MANCHESTER COMBINED AUTHORITY (GMCA)
HOUSING, PLANNING AND ENVIRONMENT OVERVIEW & SCRUTINY
COMMITTEE, 15 FEBRUARY 2018 AT 6.00 PM, GMCA, CHURCHGATE
HOUSE, 56 OXFORD STREET, MANCHESTER M1 6EU**

Present: Councillor Lisa Smart (in the Chair)

Councillor Michelle Barnes (Salford)
Councillor Andrew Morgan (Bolton)
Councillor Adrian Pearce (Tameside) – Substitute
Councillor Gill Peet (Tameside)
Councillor Hannah Roberts (Oldham)
Councillor Elaine Sherrington (Bolton)
Councillor Peter Malcolm (Rochdale) – Substitute
Councillor Robert Sharpe (Salford)
Councillor Fred Walker (Wigan)
Councillor Lynne Holland (Wigan)
Councillor Jamie Walker (Bury)

Other attendees: Cllr Alex Ganotis (Portfolio Leader for Green, City Region)

Officers: Julie Connor (GMCA), John Holden (GMCA), Susan Ford (GMCA), Anne Morgan (GMCA), Simon Warburton (TfGM), Helen Smith (TfGM), Chris Findlay (Salford CC and GMCA Housing and Planning Lead) and Emma Stonier (GMCA)

Apologies: Councillors: James Wilson (Manchester), Linda Robinson (Rochdale) and Elise Wilson (Stockport).

M41/HPE URGENT BUSINESS, IF ANY, INTRODUCED BY THE CHAIR

There was no urgent business introduced by the Chair.

M42/HPE DECLARATIONS OF INTEREST

There were no declarations of interest received at the meeting.

M43/HPE TO APPROVE THE MINUTES OF THE LAST MEETING DATED 15 JANUARY 2018

The minutes of the last meeting dated 15 January 2018 were submitted for approval.

The following outstanding actions were noted;

- M30/HPE – officers to produce a briefing note explaining the role of the new Strategic Transport Board. Members were informed that correspondence had been sent to Ministers, by the Mayor, regarding the transport agencies attendance and that once this had been agreed the Committee would be provided with an update.

- M37/HPE - That a letter be written to the Secretary of State for Transport asking for more powers for Greater Manchester in terms of control of rail stations. Members were informed that a draft letter was being finalised and that a copy would be circulated once available.

Members highlighted the National Infrastructure Consultation response and reference to Greater Manchester being an outward looking city. It was suggested that in future submissions should reference Greater Manchester being an outward looking city-region.

Salford City Mayor, Paul Dennett had requested that a Committee Member attend the Planning and Housing Commission. The Chair asked that any Member interested in this contact officers at the GMCA.

RESOLVED:

1. That the committee approved the minutes of the last meeting on 15 January 2018 as a correct record.
2. Any Member interested in attending the Planning and Housing Commission contact officers at the GMCA.

M44/HPE GREATER MANCHESTER SPATIAL FRAMEWORK (GMSF)

Members received a presentation from Anne Morgan, Head of Planning Strategy, GMCA that gave an update on the progress of the GMSF with particular reference to; the GMSF's proposed structure, wider engagement, the timetable to June and opportunities for district involvement. Members were informed that information regarding land supply availability would be provided at the next meeting.

In discussion, the main points raised were as follows:

- What happened if one of the ten districts was to reject the proposed framework? It was confirmed that if agreement between districts and the Mayor was not reached then the GMSF would not be able to go out to consultation. It was also highlighted that the government was intending to publish its revision of the National Planning Policy Framework and a revision of the method for calculation of housing allocations shortly. If agreement was not reached in relation to the GMSF districts would individually need to meet the provisions of the revised national guidance.
- A Member noted a current planning application in Bolton which was on greenbelt land and asked whether there was any recourse for applications to be looked at, by the GMCA, whilst the GMSF was in development. Members were updated that the Mayor and/or the GMCA was not able to intervene in individual planning applications and that local planning authorities retain responsibility for these. All applications were also noted as being subject to due process.
- Members questioned when the plan was intended to be adopted, particularly in relation to protections from development in local areas before the GMSF was adopted. Officers noted it can take several years for a strategic plan to reach adoption, which may take us up until 2020, but the detailed timetable is being considered and will be confirmed as the next draft is published.

- Members highlighted the 2017 consultation and concerns of residents in relation to; engagement in the process; issues with the use of brownfield sites and around the use of green belt for developing. It was noted that this iteration of the GMSF needed to be much clearer about why a plan was being produced, what the plan was for and how this would benefit communities. To assist with residents' understanding of the plan the way in which the plan was presented and a succinct summary of the plan would be needed. Officers confirmed that these points were being addressed during the development of the plan. The revised plan would articulate information and key messages in a much clearer way. Members also welcomed the early engagement with Councillors in the proposed consultation process.
- A Member urged a more creative assessment to highlight the existence of underused, unused or derelict land or buildings in town centres and asked how the GMSF would be aligned with town centre plans. Members were informed that the Committee would receive the land supply information at the next meeting and would be able to review this in more detail. GMCA officers have been working with districts to finalise what this will look like and it is expected that the 2017 database of land supply will be received soon. Additionally the GMCA will publish this data before consultation to ensure that members of the public have adequate time to review this and provide feedback.
- Members queried whether the plan will include reference to affordable housing and what consideration had been given to differences between districts in relation to this. Officers noted that consideration would be given to this, but any work taking place at a Greater Manchester scale would not conflict with policies at a local level.
- Members stressed that the language used in the plan and associated documents should be simple and clear; for example using the term 'jobs' as opposed to 'economic development' when appropriate.
- Members asked about the expected cost of the development of the GMSF. It was noted that overall costs difficult to assess, as the final costs would be dependent on the passage of the plan through the statutory processes. However, members were assured that working together at a strategic level was cheaper than each district producing their own plan. Members were reminded that the government was encouraging places to work on a larger footprint. Development of a plan at GM level would also help to develop GM and deliver the collective aspirations set out in the Greater Manchester Strategy.

RESOLVED:

1. That the Committee noted the presentation;
2. That officers should take into account the Committee's comments as it develops the draft plan; and
3. That the land supply/allocation data would be reviewed at the next meeting.

M45/HPE THE AIR QUALITY PLAN

Cllr Alex Ganotis, Portfolio Leader Green, City Region introduced TfGM's presentation which provided Members with an update on the Air Quality Plan. Air

Quality was highlighted as a pressing issue for Greater Manchester. It is estimated that approximately 2000 people each year die from the effects of poor air quality in GM. Government has required that local areas who have hotspots whose air quality exceed the limits produce and submit an air quality plan which demonstrates how they intend to tackle air quality. Members were updated that although air quality remained the legal responsibility of local authorities, districts in GM had delegated the production and implementation of the air quality plan to Transport for Greater Manchester (TfGM).

Helen Smith, Head of Logistics and Environment, TfGM, gave a presentation which outlined action being taken in Greater Manchester to tackle air quality and the development of the air quality plan including governance arrangements.

In discussion, the main points raised were as follows:

- It was asked whether there was enough points across GM to provide necessary data related to air quality. Members were updated that work was underway to expand the network across GM and that an audit had highlighted if these actions were undertaken GM would be in a fair position to collect the requisite data. The possibilities of using other data in future such as the automatic number plate recognition (ANPR) and taxi licensing was also highlighted.
- Members queried how smart ticketing was linked to improving air quality. It was noted that the implementation of smart ticketing was a driver in encouraging people to switch their journeys to public transport, by making it simpler to make journeys across different transport modes, for example tram, rail and bus. Discussions regarding how this would be implemented across transport in Greater Manchester had commenced.
- Members questioned whether the government had powers to enforce local authorities to drive action to improve air quality. Officers updated Members that the government required local authorities to bring forward clear plans about how to tackle air quality but that at present government had not indicated that it would impose charge based clean air zones. These were confirmed as being geographically defined areas where the most polluting vehicles were subject to charges when crossing the boundary. Members noted that any introduction of charging was likely to impact those most deprived. It was highlighted that it was not intended to introduce congestion charges and that in the case of clear air zones enforcement was geared towards compliance.
- A Member enquired whether there was technology available which could 'clean' air in particularly polluted areas. It was stated that even if this was possible the proximity of pedestrians, cyclists and motorists to polluting vehicles meant that they would still be exposed to particulate matter from both emissions and other sources such as tyre wear.
- A Member, referring to page 33 of the presentation, asked how many trips would need to be reduced if Salford was to achieve the 19% reduction in nitrous oxide. Officers stated they would confirm the exact number of trips.

- Members asked whether the possibility of using only electric buses in one pilot area had been considered. This could give a better idea of their overall impact on air quality. TfGM were working to move to an electric bus fleet in the future, but the requirement was to make significant improvements to air quality, through the air quality plan, by 2020. Another Member highlighted the electric buses used on the Leigh Guided Busway as a positive example.
- Members noted that arterial routes in GM were not included in air quality management areas. It was updated that Highways England was responsible for these routes; however TfGM was represented on the Highways England Steering Group and was working closely with them to improve air quality.
- The option of using taxi licensing procedures to enforce the use of less polluting vehicles was discussed. Members were informed that TfGM was currently working with districts regarding a review of licencing standards in relation to emissions and safety with the aim to standardise licencing across GM.

Cllr Ganotis notified the Committee that the Air Quality Plan was an area in which they would receive further updates in future. Additionally TfGM would be holding briefing sessions with Executive Members in districts.

GM's strategic outline case will be submitted to government imminently and which will outline potential measures to be undertaken in GM. Following this the finalised action plan will be developed. The Committee will be consulted about their views on this action. Cllr Ganotis highlighted some areas for the Committee's consideration;

- Challenge to government regarding national action on air quality and that the onus to tackle this should be provided by all agencies;
- The limitations of the national framework which focuses on narrowly defined areas: tackling air quality requires sustainable solutions, alongside a focus on particular roads;
- Disproportionate impact of poor air on the most deprived communities and the importance of putting inclusion, fairness and equality at the centre of plans; and
- That there is a need for government to produce long term plans and solutions to air quality.

- RESOLVED:**
1. That the presentation be noted;
 2. To receive further updates on the development of the Air Quality Plan.
 3. That TfGM provide further information on the reduction number of the trips that would be required to achieve the necessary improvements in air quality.

M46/HPE GREATER MANCHESTER STRATEGY (GMS) PERFORMANCE DASHBOARD

John Holden, Assistant Director Research and Strategy, introduced a report which provided Members with an update on the Greater Manchester Strategy (GMS) Performance Management Dashboard. The paper set out the approach used to

develop the dashboard indicators, the indicators chosen and the rationale for choosing those indicators. Members were asked to provide feedback on the dashboard and indicators used relating to this Committee's remit. Officers noted that they were happy to receive further feedback outside of the meeting.

Members supported the layout of the dashboard as a clear way of displaying data. It was also noted that the presentation of this may change and develop over time.

Members asked whether the timescales outlined were achievable and realistic. They were assured that GMS targets were deliberately ambitious, whilst ensuring that these were still achievable. Targets would be closely monitored and any slippage would be able to be identified at an early stage.

Members noted that it was important that indicators were comparable between districts to ensure consistency. It was confirmed that the selected measures were comparable across districts. Additionally the measurements were designed to enable GM to assess its progress nationally and internationally.

Members asked how the inclusion of median data assisted with an understanding of reducing inequalities in GM. Members were informed that work was being undertaken with the Inclusive Growth Analysis Unit (IGAU) about how disparities in performance between groups and inclusive growth can be measured. An annual 'State of GM' report will also be produced which will outline in more detail performance between groups and categories to assess progress in reducing inequalities.

A Member questioned whether detailed data for each of the ten districts would be included as an appendix to performance reports. It was confirmed that this would be provided.

- RESOLVED:**
1. That any further comments on the GMS Performance Dashboard, including feedback on specific indicators under each of the priorities, would be provided outside of the meeting;
 2. That the intention to work with the University of Manchester's Inclusive Growth Analysis Unit (IGAU) to explore the distributional impact of the GMS, was noted; and
 3. To note that the first full performance update will return to GMCA Scrutiny Committees in April alongside the refreshed GMS Implementation Plan for 2018-20.
 4. To note that the Committee welcomed the style and content of the dashboard.

M39/HPE WORK PROGRAMME

Susan Ford, Statutory Scrutiny Officer, introduced the work programme. It was agreed that the item on the Waste Management Business Plan and Performance scheduled for March be changed to a training session for the Committee, regarding their responsibilities for Waste, at a future date.

The Committee agreed to consider GMSF Land Allocations as a substantive item at the March meeting.

The Chair requested that homelessness be added as a substantive item to the March meeting and that someone with first-hand experience of this was invited to speak to the Committee about their experiences. Members supported this and noted that it needed to be clear what the Committee was being asked to look at in relation to homelessness. A decision regarding a homelessness trailblazer would be taken to the GMCA meeting at the end of March and would align well with this item.

RESOLVED:

That Officers update the work programme in light of comments made at the meeting.

M40/HPE DATE AND TIME OF NEXT MEETING

It was noted that the next meeting would take place at 10:30am on 15 March 2018 at Greater Manchester Fire & Rescue Services Training Centre, Cassidy Close, Manchester M4 5HU.

Planning, Housing & Environment Overview & Scrutiny Committee

Date: 13 March 2018
Subject: GMSF Update
Report of: Anne Morgan, Head of Planning Strategy

1. PURPOSE OF REPORT

1.1 To update Scrutiny members on the GMSF

2. RECOMMENDATIONS

2.1 That the committee:

a) Note the report

3. CONTACT OFFICERS

3.1 Anne Morgan, Head of Planning Strategy
(anne.morgan@greatermanchester-ca.gov.uk)

4. BACKGROUND

4.1 Members requested an update on the GMSF at each Scrutiny meeting. As members are aware, the next consultation on the GMSF is due to take place in the summer.

5. INTRODUCTION

5.1 This report covers 3 main areas:

- (i) Publication of the existing land supply information
- (ii) Consultation on Draft National Planning Policy Framework (NPPF)
- (iii) Publication of new Sub National Population Projections and Sub National Household projections

Publication of existing land supply information

5.2 All districts published their Brownfield registers in December 2017. We are looking to collate these alongside the rest of the urban land supply for publication in March 2018. This will allow residents and others to see what land we have identified for development and check that we have not overlooked any sites/buildings which could help us meet our development needs. The majority of this land will be brownfield, although there will be some greenfield sites.

- 5.3 When this information is published, people will be encouraged to put forward additional sites/buildings (not already identified), that they think we should consider as part of the existing land supply.

Consultation on Draft NPPF

- 5.4 The Government committed to a review of the NPPF once a Parliament. This consultation was launched on 5 March and runs until 10 May. The consultation document can be found at the following link (<https://www.gov.uk/government/collections/national-planning-policy-framework-and-developer-contribution-consultations>)
The NPPF is an important policy document and it is anticipated that it will provide further details on the proposed methodology for assessing housing need. A further report will be brought to Scrutiny once the consultation is launched.

Sub National Population and Household Projections (SNPP)

- 5.5 The SNPP forms the official projection of population for local authorities in England. Each set of subnational population projections forms the basis for an equivalent set of household projections. The 2016-based households projections will be the first to be produced by Office National Statistics, previous rounds having been produced by the Department for Communities and Local Government (DCLG). ONS have confirmed that the 2016-based population projections are scheduled for release in May/June 2018 and the household projections in Summer 2018.
- 5.6 National Planning Policy Guidance states that these household projections should form the starting point for assessments of housing need used in local plans. They are therefore important in calculating the population and household growth that the GMSF should be planning for.
- 5.7 The timing of the new projections is not particularly helpful as it will be coincide with the publication of the next Draft GMSF. Once the projections are published it will be necessary to consider whether the assumptions underpinning the Draft GMSF need to be re-considered.

6. RECOMMENDATIONS

- 6.1 Recommendations are found at the front of the report

WORK PROGRAMME HOUSING, PLANNING & ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE

The table below sets out the Scrutiny's work programme for Members to develop, review, and agree. This is a 'live' document and will be updated where necessary at each meeting to ensure that the Committee's work programme remains current.

The Committee is asked to outline specific requests to be addressed by the report authors in preparing the reports coming forward to this Committee.

At the Committee's first meeting the following standing agenda items were agreed:

- brief update on the Greater Manchester Spatial Framework (if no substantive item is on the agenda)
- work programme

In addition the Committee will be circulated with the GMCA's register of key decisions and the GMCA's monthly decision notice.

John Bland, Treasurer & Deputy Clerk, GMWDA to provide a training session on Business Plan & Performance at a future meeting.

MEETING DATE	TOPIC	CONTACT OFFICER	REASON FOR SUBMISSION TO SCRUTINY COMMITTEE
13 th Mar 2018 10.30pm	GMSF Land Supply	Chris Findley, Planning Lead, GMCA	Regular item on GMSF.
	Homelessness	Mike Wright, Strategic Lead Homelessness GMCA	Agreed at the last meeting to scrutinise the issue differently.
17 th Apr 2018 6pm	Progress with GM's work on bus services in GM	Rod Fawcett, TfGM	To keep the Committee updated on the development of options for the provision of bus services in GM.
	Green Summit	Mark Atherton, GMCA Green City Region Lead Officer	To report back to the Committee on the outcomes of the Mayor's Green Summit.
	Updated GMS Implementation Plan	John Holden, Assistant Director of Research & Strategy	To include the first full performance update (as agreed at Committee on 15.2.18 M38/HPE refers)
May	Meeting cancelled		

June 2018 6pm (TBA)	Update work on Town Centres	Simon Nokes, Executive Director, Policy and Strategy	Agreed at the last meeting.
	Waste Strategy Presentation	John Bland, Treasurer & Deputy Clerk, GMWDA	Rescheduled from March 2018 in light of government's announcement on the 25 environment strategy.
Items that have been previously considered			
18 th Oct 2017 6pm	GM Strategy Implementation Plan	Simon Nokes, Executive Director, Policy and Strategy (John Holden) GMCA	Provides an update on the development of the Greater Manchester Strategy Implementation Plan. This will provide the Committee with information as to the key policy areas of the GMCA which could shape their work programme and an opportunity to comment on the plan before it is submitted to the GMCA.
	Bus Services in Greater Manchester	Rod Fawcett, TfGM	Further detail on how bus services were currently provided and the options that the Bus Services Act 2017 may provide.
16 th Nov 2017 10.30	Transport Strategy Update	Simon Warburton, TfGM	An overview of GM's transport strategy to assist the committee's understanding of this area and identify where they can add value to this work.
	Greater Manchester Housing Affordability	Paul Beardmore, GMCA Housing Lead	The committee highlighted this as an area of interest.
13 th Dec 2017 6pm	GM as a carbon neutral city region.	Mark Atherton, GMCA Green City Region Lead Officer	The committee highlighted this as an area of interest.
	Congestion		The committee highlighted this as an area of interest.
	National infrastructure	Anne Morgan, Head of Planning Strategy	Consultation draft response
15 th Jan 2018 10.30	Update on work on town centres	Simon Nokes, Executive Director, Policy and Strategy	The committee wished to explore the background to the recent mayoral announcements concerning GM's town centres work.
	Inclusive design of GM's Transport Infrastructure	TfGM	Accessibility to ensure that GM's transport infrastructure is designed and maintained in an inclusive way

15 th Feb 2018 6pm	Timetable for preparation of the revised GMSF	Anne Morgan, Head of Planning Strategy, GMCA	To ensure that the committee remain fully briefed on the production of the revised strategy.
	The Air Quality Plan	Rod Fawcett/Amy Harhoff, TfGM	
	Performance Management Framework for GMS	John Holden, Assistant Director of Research & Strategy	