

Item 4

**DRAFT GREATER MANCHESTER COMBINED AUTHORITY
HOUSING, PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE
16 AUGUST 2018 AT 10:30AM AT THE GMCA OFFICES**

Present:	Councillor Lisa Smart (Stockport) (in the Chair)
Bolton	Councillor Shamim Abdullah Councillor Andrew Morgan
Bury	Councillor Dorothy Gunther Councillor Catherine Preston
Manchester	Councillor Paula Sadler Councillor James Wilson
Rochdale	Councillor Ray Dutton (Substitute) Councillor Linda Robinson
Tameside	Councillor Mike Glover
Trafford	Councillor Graham Whitham
Wigan	Councillor Lynne Holland Councillor Fred Walker (Substitute)
In attendance:	
Portfolio Lead Green City Region	Councillor Alex Ganotis
TfGM	Simon Warburton (Strategy Director) Megan Black (Interim Head of Logistics & Environment) Mia Crowther (Senior Transport Strategy Officer)
GMCA Officers	Julie Connor (Assistant Director, Governance and Scrutiny) Lindsay Dunn (Governance and Scrutiny Officer) Susan Ford (Statutory Scrutiny Officer) Simon Nokes (Executive Director of Policy and Strategy) – <i>for discussion of minutes only</i>

M81/HPE APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Laura Booth (Stockport), Stuart Dickman (Salford) and Councillor Michael Winstanley (Wigan).

M82/HPE CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

There was no urgent business.

M83/HPE DECLARATIONS OF INTEREST

There were no declaration of interests raised.

M84/HPE MINUTES OF THE LAST MEETING HELD 12 JULY 2018

The minutes of the last meeting dated 12 July 2018 were submitted for approval.

The Chair advised that the Committee had requested that Northern and Network Rail provide figures regarding the amount of reinvestment required in improving services since 21 May 2018 as a result of delays and cancellations. It was reported that although some information had been provided, it was not specifically related to the request and a further request would be made.

Members were reminded to tell Susan Ford, Statutory Scrutiny Officer if they would like to take up the offer from Northern Rail to visit the new trains in the depot.

It was noted that the Committee had been invited to submit signage suggestions to TfGM with regard to Metrolink zones.

The Chair updated the Committee that a decision in principle had been taken by the GMCA that the Greater Manchester Spatial Framework (GMSF) moves from a Joint Development Plan (JDP) to a Spatial Development Strategy (SDS).

Simon Nokes, Executive Director of Policy and Strategy provided the Committee with an overview with regard to the power acquired under the first devolution deal. It was reported that there had been an expectation that the GMSF would become a SDS once the regulations had been passed. It was advised that at this stage it remained a decision in principle only and no final decision had been made. However, it was clarified that if it was agreed that the GMSF should become a SDS, the Leader of each Council would have to deal with the matter locally.

The Committee were informed that there were outstanding legal issues to resolve and the final decision with regard to which option would be recommended at the meeting of the Combined Authority in October when the draft GMSF would be presented.

It was clarified that a JPD would require the approval of each full council within GM and then to be endorsed by the GMCA. An SDS would require the unanimous agreement of all ten Leaders and the Mayor in order to be implemented.

Members requested clarification with regards to the possible implications for councils from moving from a JPD to a SDS. It was proposed that a briefing paper would be prepared and circulated in advance of the next meeting which would explain the legal difference between the two plans in order to provide Members with the legal explanations and further context with associated issues.

RESOLVED:

1. That the minutes of the meeting held on 12 July 2018 be approved as a correct record;
2. That the Committee receive a briefing note with regard to the legal explanations, variations and implications of the adoption of a Joint Development Plan (JDP) or a Spatial Development Strategy (SDS) in advance of the next meeting.

M85/HPE CLEAN AIR PLAN

Councillor Alex Ganotis, Portfolio Lead, Green City Region introduced a report which provided a detailed timetable and the next steps required to progress the outline business case of the Greater Manchester Clean Air Plan.

It was recognised that the scale of the challenge was vast and Members were reminded that GM is required to produce and submit the outline business case for the GM Clean Air Plan to Government no later than 31 December 2018.

In order to be effective, all ten councils would need to work together and work to develop the plan is being led by TfGM. Districts would still be individually legally responsible for compliance and obligations under the Clean Air Plan.

It was estimated that two thousand people in GM die each year as a result of poor air quality and therefore the issue of clean air is a significant public health matter.

Simon Warburton, Transport Strategy Director, TfGM highlighted the following areas;

-) The impact of air pollution is the largest risk to public health in the UK and a significant issue for GM in particular in urban areas;
-) Poor air quality has an economic impact and in 2012 it was estimated a total national productivity cost of £2.7 billion;

- J Road transport is responsible for 80% of nitrogen oxide air pollution. In GM this is estimated to be four fifths;
- J A range of directives guide the targets to reach over time with regard to air quality. However, the responsibility ultimately lies with local authorities;
- J The GMCA, local authorities and TfGM are producing a coordinated GM feasibility study and Clean Air Plan to avoid displacing NO₂ to other locations;
- J A GM Clean Air Plan Steering Group has been created with representatives from all 10 GM local authorities, Highways England, Public Health England and an agency of Government, the Joint Air Quality Unit (JAQU);
- J GM has secured £3m 'Early Measures' funding to increase the electric vehicle charging infrastructure and encourage greater use of Ultra Low Emission Vehicles (ULEVs) in GM in the run up to implementing the Clean Air Plan;
- J The National Plan identifies charging Clean Air Zones (CAZ) as the benchmark measure for achieving statutory NO₂ limit values in the shortest possible time;
- J Local authorities must consider introducing charging CAZ unless they can identify alternatives that are at least as effective at reducing NO₂, and deliver compliance as quickly as a charging Clean Air Zone;
- J Government have requested that emission charging is considered by assessing the impact if extended gradually over a greater array of vehicles. Four classes have been identified from class to A to D;
- J Cars vans and taxis that meet Euro 6 diesel emissions standards and generally petrol cars purchased after 2006 would be compliant and exempt from any charges or restrictions;
- J A detailed feasibility study would take place to ensure that the statutory limit values for NO₂ are met within the shortest possible time. The business case to be developed would be evaluated in terms of the wider benefits for the environment in GM along with the impact on economic equalities and social inclusion. The economic analysis of any package along with delivery will assessed in proposals to local authorities;
- J It is anticipated that the recommendations would result in significant policy proposals and would therefore require substantial public consultation. It was noted that this would be undertaken at least once and possibly at different stages in the development of the plan overtime. The current expectation was that public consultation would take place during early 2019 although no firm date had been agreed;
- J The launch of a public communication exercise in partnership with health colleagues was being considered for autumn to raise awareness about air quality issues;
- J Government is expected to fund measures associated with introducing a plan and continual appraisal of the potential costs is communicated to government;
- J For GM the target date for reduced nitrogen emissions is 2021;

- J Deep analysis of the original evidence base to identify the target areas provided by government was being undertaken. The outcome of this could be presented to the Committee;
- J There are some technical issues with government in relation to the modelling process which means the estimated modelling completion date has been delayed;
- J Awareness raising concerning air quality issues affecting GM would be undertaken in autumn.

In discussion, the main areas covered were:

- J The Chair requested clarification with regard to public consultation and asked for further information to be provided with regard to what visible impact the implementation of the Clean Air Plan would mean for residents and passenger mobility across GM. It was clarified that in terms of consultation, it was anticipated that this was extremely likely to be necessary. Assurance was provided that any proposals developed would not impede residents' movement across the city region. It was further emphasised that should a charging proposal be considered, then compensatory measures would be introduced for those communities that are impacted. Alternatives could be made available to assist residents to change their more polluting vehicles more quickly than intended or alternatives could be introduced in order to allow residents to continue to make the necessary journeys. It was proposed that any policy introduced would be subject to prior multi variation assessment.
- J A Member highlighted that the demographics of boroughs differed considerably and the impact of differential parking charges would need further consideration at local authority level to avoid a negative impact on town centre regeneration. It was advised that shortlisted potential measures in Appendix 1 were possible actions that would need detailed assessment understand the potential impact locally;
- J The Committee requested information with regard to charging under CAZ and how engine emissions could be tested and reported. It was confirmed that engine standards are agreed over time between international regulators and motor manufacturers and the latest emissions specification had been established to be Euro 6 standard;
- J It was recognised that the initiative had been a EU directive and a Member questioned whether there would be any impact of Brexit. It was confirmed that there would be no impact of Brexit as the directive had been implemented into UK legislation;
- J The impact of smart motorways was considered and it was suggested they would make some improvement in levels of pollution;
- J A member raised a technical specification question with regard to AdBlue chemical which helps to reduce harmful emissions. Colleagues from TfGM agreed to provide a follow up response to this enquiry;

- J The Committee asked whether it was realistic that there would be alternatives that would be as effective as charging under a Clean Air Zone at reducing NO2. It was suggested that a charging Clean Air Zone would have an immediate impact. However, the final decision would be for the local authorities and GMCA to collectively consider;
- J Research on the contribution of class C vehicles as opposed to normal cars on harmful emissions was considered. It was advised that the incremental impact of different classes of vehicles on air quality in different locations within GM had formed part of the modelling;
- J A Member asked if was a simple procedure to identify whether a vehicle would fulfil the required emissions criteria. It was confirmed that the DVLA system would be the logical way and a process was underway to develop a standard model to identify how this would work in practice. It was agreed that colleagues from TfGM would provide members with a link to enable them to check online whether their vehicles meet the Government's Clean Air Zone standard.
- J Members queried whether different systems could be implemented for different areas across GM. It was confirmed that TfGM collect and maintain data on the diverse mix of vehicles in different areas and therefore the modelling on the differential impact of vehicles in locations across GM would be assessed.
- J In relation to funding, the Committee asked for further information with regard to the criteria for the distribution across GM and whether this would form part of the application to government to implement the strategy. It was confirmed that the outline business case to be submitted to government prior to 31 December 2018, would include a financial management plan which identifies the priorities for the funding and how to manage the funds within plan. It was advised that both the portfolio lead for Green City region, Councillor Alex Ganotis and the GM Mayor, Andy Burnham have been developing the funding ask of Government. Work with JAQU has identified the scale of costs and it was acknowledged that investment is a critical component to the delivery of the strategy. Members were further advised that partnership working across other City regions in lobbying government to develop a strategic approach to air quality.
- J Members enquired what evidence existed to suggest that £3m of extra funding for the installation of additional electric car charging points would result in more people purchasing electric vehicles. Furthermore, whether there was scope to consider the subsidisation of the purchase of electric vehicles. It was suggested that the electric charging network already in place has already provided an incentive for the public. It was highlighted that the GM Mayor had made a commitment to double the size of the network by the end of the decade. It was advised that further details from Government with regard to the mobilisation of the electric funding programme was outstanding. However, there is reliable evidence to imply that the market demand for electric vehicles is rising;
- J Public participation was identified by Members as a key factor to ensure the success of a clean air plan. It was proposed that the focus of public

communications and consultations should be the two thousand deaths attributed to poor air quality. The first publication exercise should raise public understanding and awareness without apportioning blame regarding this issue. It was suggested that the Committee could receive and review the details of public messaging to ensure communication promotes inclusion;

- J Members expressed concern about the future operation of taxis that may be registered out of the conurbation but operate within GM that do not meet the required emissions standard. It was confirmed that a joint Greater Manchester plan had been agreed on taxi licensing and minimum standards within GM. It was noted that public consultation would be undertaken and hopefully implementation would take place by the end of 2018 which would include environmental standards;
- J The Committee discussed the effect of the M60 motorway on poor air quality across GM. It was noted that the responsibility of the M60 lies with the Highways England (HE) and it was confirmed that lobbying of government continues to ensure that HE are part of the solution to addressing poor air quality;
- J It was noted that the aim of clean air charging zones was to avoid people paying the charge;
- J The Chair thanked colleagues for the presentation and requested that the Committee receive a further update prior to any proposal presented to the GMCA for decision.

RESOLVED:

1. That the refined evidence base be presented to a future meeting of the Committee along with the Clean Air Business Case;
2. That the Committee receive details to enable Members to check online whether their vehicles meet the Government's Clean Air Zone standard;
3. That the Committee receive and review the details of public messaging to ensure communications promote inclusion with regard to the Clean Air Plan;
4. That a further update on the Clean Air Plan and Clean Air Charging Zones be presented to the Committee prior to any proposal considered for approval by the GMCA;
5. To provide further clarification with regard to the technical specification question on AdBlue chemical.

M86/HPE GREATER MANCHESTER SPATIAL FRAMEWORK (GMSF) TRANSPORT STUDY AND EVIDENCE BASE

Consideration was given to a report that provided an outline of the process undertaken by the GMCA, the districts and TfGM to understand and address the implications of housing and employment growth in GM on transport systems as part of the Greater Manchester Spatial Framework.

The Committee were informed that two key areas of policy development in Greater Manchester that have come together were the Transport Strategy 2040 and the GMSF. It was recognised that the alignment of both strategies would maximise opportunities for residents of GM.

Mia Crowther, Senior Transport Strategy Officer, TfGM provided the Committee with a presentation which updated members on the transport evidence work to support the GMSF.

The following areas were highlighted;

-) The GMSF transport study comprises of two phases. Phase one sets out the issues for the GM transport network associated with population, employment and housing growth. Phase two sets out how the critical transport challenges identified can be addressed through the GMSF plan period;
-) The key timelines were highlighted and it was noted that the GMSF consultation would be presented to the GMCA in October 2018 alongside the publication of the Transport Strategy five year delivery plan and the GMSF transport study. It was anticipated that the GMSF submission would take place in December 2019/January 2020, following a further consultation;
-) The areas for the GMSF Transport Study Part 1 were described to Members and the critical issues for GM were summarised as follows;
 - o Local neighbourhood connections for walking and cycling;
 - o Creating sustainable locations and town centres;
 - o Reduce reliance on the car for movement across the wider city region;
 - o Radical transformation of sustainable transport capacity and connectivity in the Regional Centre;
 - o Integration of pan-Northern transport interventions;
 - o Maximising efficiency and reliability of GMs existing transport network;
 - o Sustainable movement of freight;
 - o Preparation for innovations in future technology and travel behaviour;
-) An overview of Transport Study which aims to address the issues was outlined to the Committee along with other work programmes associated with the GM 2040 Transport Strategy;
-) The pipeline process and links with the 2040 Delivery Plan were outlined which will be updated annually to ensure that there would always be an up to date position;
-) TfGM strategic models will be used to assess the impact of changes to transport system performance associated with GMSF proposals. It was reported that an iterative approach will be taken to enable adjustment in the land use and transport proposition and it was anticipated that the level of detail and robustness of the modelling and analysis would improve for each successive iteration;

-) The timeline for the GMSF and transport modelling and analysis was outlined to the Committee.

In discussion, the main areas covered were:

-) The Chair recognised that phasing was identified throughout the process for developing the transport evidence base and requested further clarity with regard to the sequencing of the transport and housing development. It was confirmed that sequencing was a fundamental issue which relies heavily on funding availability. Members were advised that further conversations with government in order to more long term funding arrangements for transport would ensure that the investment could take place in advance of any development;
-) It was suggested that the Committee receive a more detailed report on 'Streets for All' delivery programme which will develop 'corridors' throughout GM which deliver the cycling and walking schemes to strike the right balance between promoting use of active travel modes but also managing the general traffic needs;
-) Members discussed the cumulative impact of small developments on major routes within localities and the fact that there does not appear to be adequate infrastructure to support the cumulative impacts of numbers of smaller developments. It was suggested that upper limit levels should be incorporated into the GMSF which identified the necessary infrastructure required with regards to transport, education and health. It was confirmed that this had been a key consideration and the benefits of the study had meant that a broadly strategic approach had been adopted;
-) Members highlighted that one of the most regular complaints received was about transport in particular with regard to a reduction in bus services because of the lack of patronage caused by the services being considered too expensive and unreliable. It was therefore suggested that a priority should be to develop public transport to become more available, reliable and affordable. It was confirmed that work is underway within the GMCA to explore the opportunities in utilising the Mayor's powers in relation to bus devolution in order to develop the best possible bus offer for GM. It was recognised that some public transport services require a degree of subsidised funding and in the past, GM had received benefit from capital settlement from Government, however there remained a challenge with regard to revenue funding. A new funding model was currently being discussed with government;
-) A member highlighted that the escalator at Bury Interchange close to the Metrolink was still out of order and requested that a breakdown of costs involved in repairing/replacing the escalator which has been reported as faulty on numerous occasions. It was advised that the matter had been repeatedly

reported, however the issues were associated with a degree of ASB in the vicinity which has meant that the restarting of the escalator had not been remedied quickly enough. It was agreed that the most appropriate reporting of the operational costs of the faulty escalator would be reported to the Committee.

RESOLVED:

1. That the Committee receive a more detailed report on 'Streets for All' delivery programme at a future meeting;
2. That a breakdown of costs involved in repairing/replacing the escalator at Bury Interchange near to the Metrolink is provided to the Committee.

M87/HPE WORK PROGRAMME

A report was presented that set out the Committee's work programme for Members to develop, review and agree.

The Chair suggested the following:

-) Given that an update on Cycling and Walking had taken place at the July meeting, it was suggested that a further update be scheduled in conjunction with Streets for All at a later date;
-) It was advised that the GMS six monthly update would be presented to the GMCA in November and it was agreed that the Committee would review this in November;
-) Rail station devolution was not a time sensitive matter and it was therefore proposed that this is moved from the Committee's plan for October;
-) It was suggested that the Committee receive a bus reform and homelessness update along with the Housing Vision Strategy in October;
-) The Committee were asked to provide feedback and identify key areas of focus which they would like to receive more detailed information on. The Chair recognised that consideration should be given to future innovation in transport. Furthermore, it was suggested that stakeholders and representatives from various groups, for example campaign groups could be invited to provide an external perspective on potential opportunities.

The Statutory Scrutiny Officer agreed to update the work programme accordingly.

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

RESOLVED:

1. That the Statutory Scrutiny Officer update the work programme as outlined above;
2. That any further suggestions from Members be submitted to the Statutory Scrutiny Officer.

M88/HPE REGISTER OF KEY DECISIONS- 31 JULY -30 SEPTEMBER 2018

The Register of Key Decisions was noted.

RESOLVED:

That the Register of Key Decisions be noted.

M89/HPE DATE AND TIME OF NEXT MEETING

It was noted that the next meeting would take place on Thursday 13 September at 10.30 am at GMCA offices.