

## **HOUSING, PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY**

**DATE:** 10<sup>th</sup> January 2019

**TIME:** 5.30 – 8.00pm

**VENUE:** The Boardroom, GMCA Offices, First Floor Churchgate House, 56 Oxford Street, Manchester, M1 6EU

**1. APOLOGIES**

**2. CHAIR’S ANNOUNCEMENTS AND URGENT BUSINESS**

**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.

**4. MINUTES OF THE LAST MEETING HELD ON 15 NOVEMBER 2018**

To consider the approval of the minutes of the meeting held on 15 November 2018, as a correct record

**5. WALKING AND CYCLING UPDATE**

Report of Chris Boardman, GM Cycling and Walking Commissioner

**6. TRANSPORT CAPITAL PROGRAMME - REISSUED FROM CANCELLED 13<sup>TH</sup> DECEMBER 2018 MEETING**

Report of Steve Warrener, Finance & Corporate Services Director, and Bob Morris, Chief Operating Officer, TfGM

**7. GM CLEAN AIR PLAN UPDATE**

Report of Councillor Alex Ganotis portfolio Lead for Green City Region

**8. WORK PROGRAMME**

Report of Julie Connor, Assistant Director, Governance & Scrutiny Team, GMCA

### **ITEMS FOR INFORMATION ONLY**

Please note that this meeting will be livestreamed via [www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk), please speak to a Governance Officer before the meeting should you not wish to consent to being included in this recording.

**9. FUTURE OF GREATER MANCHESTER**  
Report of Andy Burnham, GM Mayor

**10. STOCKPORT MAYORAL DEVELOPMENT CORPORATION**  
Report of Andy Burnham, GM Mayor

**11. REGISTER OF KEY DECISIONS**  
[https://www.gmcameetings.co.uk/downloads/file/1023/register\\_of\\_key\\_decisions\\_published\\_on\\_20\\_december\\_2018](https://www.gmcameetings.co.uk/downloads/file/1023/register_of_key_decisions_published_on_20_december_2018)

**12. DATE AND TIME OF NEXT MEETING**  
Thursday 14<sup>th</sup> February 2019 10.30am, Boardroom, Churchgate House

**Notes:**

- The Contact Officer for this agenda is Jamie Fallon, Governance & Scrutiny, GMCA ☎ 0161 778 7009 ✉ [jamie.fallon@greatermanchester-ca.gov.uk](mailto:jamie.fallon@greatermanchester-ca.gov.uk). The Statutory Scrutiny Officer is Julie Connor ☎ 0161 778 7009 ✉ [julie.connor@greatermanchester-ca.gov.uk](mailto:julie.connor@greatermanchester-ca.gov.uk)
- If any Members require advice on any agenda item involving a possible declaration of interest, which could affect their ability to speak or vote are advised to contact Jamie Fallon 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](http://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).

|                    |                              |            |                    |
|--------------------|------------------------------|------------|--------------------|
| <b>Membership:</b> | Councillor Shamim Abdullah   | Bolton     | (Labour)           |
|                    | Councillor Andrew Morgan     | Bolton     | (Conservative)     |
|                    | Councillor Catherine Preston | Bury       | (Labour)           |
|                    | Councillor Dorothy Gunther   | Bury       | (Conservative)     |
|                    | Councillor James Wilson      | Manchester | (Labour)           |
|                    | Councillor Paula Sadler      | Manchester | (Labour)           |
|                    | Councillor Steven Bashforth  | Oldham     | (Labour)           |
|                    | Councillor Stuart Dickman    | Salford    | (Labour)           |
|                    | Councillor Linda Robinson    | Rochdale   | (Labour)           |
|                    | Councillor Laura Booth       | Stockport  | (Labour)           |
|                    | Councillor Lisa Smart        | Stockport  | (Liberal Democrat) |

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|                               |          |                |
|-------------------------------|----------|----------------|
| Councillor Mike Glover        | Tameside | (Labour)       |
| Councillor Graham Whitham     | Trafford | (Labour)       |
| Councillor Lynne Holland      | Wigan    | (Labour)       |
| Councillor Michael Winstanley | Wigan    | (Conservative) |

**Substitutes:**

|                             |            |                    |
|-----------------------------|------------|--------------------|
| Councillor Kevin McKeon     | Bolton     | (Labour)           |
| Councillor David Greenhalgh | Bolton     | (Conservative)     |
| Councillor John Leech       | Manchester | (Liberal Democrat) |
| Councillor Hazel Gloster    | Oldham     | (Liberal Democrat) |
| Councillor Peter Davis      | Oldham     | (Labour)           |
| Councillor Ray Dutton       | Rochdale   | (Labour)           |
| Councillor Ann Stott        | Rochdale   | (Conservative)     |
| Councillor Tanya Burch      | Salford    | (Labour)           |
| Councillor Ari Leitner      | Salford    | (Conservative)     |
| Councillor Adrian Pearce    | Tameside   | (Labour)           |
| Councillor Ruth Welsh       | Tameside   | (Conservative)     |
| Councillor Amy Whyte        | Trafford   | (Labour)           |
| Councillor Bernard Sharp    | Trafford   | (Conservative)     |
| Councillor Fred Walker      | Wigan      | (Labour)           |
| Councillor James Grundy     | Wigan      | (Conservative)     |

**This agenda was issued on 2 January 2019 on behalf of Eamonn Boylan, Secretary and Chief Executive, Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU.**



## Housing, Planning & Environment Overview & Scrutiny Committee

13 December 2018

Declaration of Interests in Items appearing on the Agenda

NAME \_\_\_\_\_

| Minute Item No. / Agenda Item No. | Nature of Interest | Type of Interest  |
|-----------------------------------|--------------------|---|
|                                   |                    | <b>Personal / Prejudicial /<br/>Disclosable Pecuniary</b> |
|                                   |                    | <b>Personal / Prejudicial /<br/>Disclosable Pecuniary</b> |
|                                   |                    | <b>Personal / Prejudicial /<br/>Disclosable Pecuniary</b> |
|                                   |                    | <b>Personal / Prejudicial /<br/>Disclosable Pecuniary</b> |
|                                   |                    | <b>Personal / Prejudicial /<br/>Disclosable Pecuniary</b> |



# Item 4

## **DRAFT GMCA HOUSING, PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE**

**15 NOVEMBER 2018 AT 6.00PM AT THE GMCA OFFICES**

Present: Councillor Lisa Smart (Stockport) (in the Chair)  
Bolton: Councillor Andrew Morgan  
Manchester: Councillor Paula Sadler  
Oldham: Councillor Peter Davis (substitute)  
Rochdale: Councillor Raymond Dutton (substitute)  
Rochdale: Councillor Linda Robinson  
Salford: Councillor Tanya Burch (substitute)  
Trafford: Councillor Bernard Sharp (substitute)  
Trafford: Councillor Graham Whitham  
Wigan: Councillor Lynne Holland

### **In attendance**

GM Mayor Andy Burnham

Salford City Mayor Paul Dennett

GMCA Officers Julie Connor (Assistant Director Governance and Scrutiny)  
Amy Fooks (Strategy Principal)  
Anne Morgan (Head of Planning Strategy)  
Mark Atherton (Assistant Director Environment)  
Susan Ford (Statutory Scrutiny Officer)  
Emma Stonier (Governance and Scrutiny Officer)

TfGM Officers Michael Renshaw (Executive Director)  
Simon Warburton (Transport Strategy Director)  
Rod Fawcett (Head of Policy)

### **M111/HPE APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Shamim Abdullah (Bolton), James Wilson (Manchester), Laura Booth (Stockport), Mike Glover (Tameside), Dorothy Gunther (Bury), Catherine Preston (Bury) and Michael Winstanley (Wigan).

### **M112/HPE CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**

Members had received a briefing on the Greater Manchester Spatial Framework (GMSF). The Government's consultation around the revised methodology for assessing local housing need

was due to close on 7 December and that this was crucial to the development of the revised GMSF.

Members asked whether there was any further information available regarding GM's response to the government consultation. It was stated that it was intended that a GMSF update would be taken to the Combined Authority meeting in December and that it was anticipated that a decision would be made then regarding the consultation on the revised GMSF. Members highlighted the impact of delays on residents and the uncertainties surrounding the GMSF. Mayor Paul Dennett recognised this and also emphasised that GM wanted to undertake strategic planning with the most robust methodology available. It was also stated that the spatial plan in development was crucial for future development of GM, and protecting green infrastructure, and therefore it was critical that the revised GMSF both met GM's needs and was a sound plan meeting government guidance.

#### **M113/HPE                      DECLARATIONS OF INTEREST**

There were no declarations of interest received.

#### **M114/HPE                      MINUTES OF THE MEETING HELD ON 11 OCTOBER 2018**

The minutes of the meeting held on 11 October 2018 were submitted for approval.

#### **RESOLVED:**

That the minutes of the meeting held 11 October 2018 be approved as a correct record.

#### **M115/HPE                      BUS REFORM UPDATE**

Michael Renshaw, Executive Director, TfGM introduced a report which provided Members with an update on Bus Reform. TfGM is in the process of preparing the 'Assessment' of a proposed bus franchising scheme, which included outlining the impacts of a proposed franchising scheme, and extensive engagement with bus operators. Once this has been completed, and a report obtained from an independent auditor, the GMCA will then consider this prior to a public consultation on the proposals being held. The Housing, Planning and Environment Scrutiny Committee will be kept updated with progress as and when appropriate. It was also highlighted that GM would be the first area to use this legislation and that the audit will not commence until the assessment is complete.

Members welcomed the update and raised the following questions and comments:

- ) Requested more detail in relation to progress made since the Committee had last received an update. TfGM informed Members that the preliminary work had been updated in advance of receiving information from operators. A considerable amount of data had been received and the assessment would take this data into account. Modelling work was underway using data from the operators. It was also stated that the audit will validate this process. TfGM continued to engage with bus operators and alternatives to bus franchising also had to be taken into account.
- ) The Committee welcomed the opportunity to receive updates around Bus Reform progress and asked whether TfGM had timescales of when it was expected these would



be available. Officers stated that the Committee should have more material to consider over the next year.

- J Whether TfGM had a sense of what 'good' looked like in relation to public engagement. TfGM stated that the proposed consultation would be brought back to the Committee to provide assurance that it was clear in its aims and targets.
- J Could TfGM set out their thoughts on how best to keep the Committee informed of progress? TfGM wanted to ensure that Members were fully engaged in this process and provided assurance to Members that this would take place. The Chair also noted that Bus Reform was a key area of devolution, exercising the Mayoral powers, and so it was important that the Committee were kept regularly informed.
- J Whether the modelling undertaken had taken into account bus routes which crossed local authority boundaries into areas outside GM. TfGM confirmed that discussions around this were taking place and that the Bus Services Act was clear that the impact of franchising on neighbouring authorities had to be taken into account. Meetings with officers at neighbouring Local Transport Authorities had commenced and there were a number of provisions in the Act around cross boundary services. This has featured as part of the assessment and consultation process.
- J As part of the assessment process had TfGM considered the provision of new vehicles by bus operators? TfGM recognised that the average age of the current vehicle fleet was deteriorating, however Members were informed that this was not a material component of the assessment. Bus franchising would enable GM to have a stronger role in prescribing fleet age, however challenges with securing funding, in either a franchised or deregulated model, were also stressed.
- J Concerns were noted around the potential impact of a general election on the progress of Bus Reform.
- J That when undertaking public consultation and engagement TfGM should ensure that this is accessible to all, including hard to reach groups and those unable to access IT or with limited IT skills. TfGM intend to consult as widely as possible as they recognise that bus services have a significant impact on a wide range of GM residents. Additionally TfGM stated that they would consult with the Committee around this.

**RESOLVED:**

1. That the Bus Reform Update be noted.
2. That the Committee would be consulted about the public engagement and consultation process for Bus Reform at the appropriate time.
3. That the Committee received further reports/updates about Bus Reform at future meetings.

**M116/HPE**

**GREATER MANCHESTER STRATEGY IMPLEMENTATION PLAN AND  
PERFORMANCE DASHBOARD UPDATE**

The GM Mayor, Andy Burnham, presented the Greater Manchester Strategy (GMS) Implementation and Performance Dashboard update to Members. Following the development of the GMS attention was now focused on delivery and to support this the GMCA had agreed a two year Implementation Plan in April 2018, with the inclusion of ambitions to be achieved by 2020, and delivery milestones for the first six months (to October 2018). The role of place was

central to the GMS and it was highlighted that GM was able to demonstrate that devolution was beginning to show tangible benefits for residents. The dashboard was intended to provide clarity in relation to GM's ambitions and the chosen indicators were those it was felt could best demonstrate GM's progress.

The Mayor highlighted the following priorities (Priority 5: World class connectivity that keeps Greater Manchester moving, Priority 6: Safe, decent and affordable housing; and Priority 7: A green city-region and a high quality leisure offer for all) as being of interest to this Committee. Some key work areas and issues regarding these priorities were identified as follows:

- J The improvement in Metrolink performance and the success of the guided busway.
- J Congestion and transport infrastructure were highlighted as reputational risks to GM. Related to this was the Mayor's lobbying of government for further transport powers to enable GM to deliver an improved transport system. Some of the requests included taxi and private hire licensing; yellow box junctions and the restriction of lane rentals.
- J The Bus Services Act was awaiting the final order to be laid in Parliament, to enable the use of the powers outlined around bus franchising.
- J The Homelessness strategy developed with the voluntary sector to reduce and tackle homelessness across GM. The Housing First Pilot and the A Bed Every Night Campaign in particular were highlighted. Work was also underway around reconnection and how people could be supported to rebuild their lives and be supported back into their local communities.
- J The Green Summit was highlighted and actions arising from this such as reducing the use of single use plastics within GM. The next Green Summit was currently being planned.
- J The introduction of the Night Time Economy Advisor and work underway with cultural venues and local authorities to improve the cultural offer across GM.

Members welcomed the update and noted that the report and dashboard were clear and articulate and that the language used in the report was accessible.

Members posed the following questions and comments about the GMS Implementation Plan and Performance Dashboard to the GM Mayor:

- J 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. This was recognised and it was highlighted that the dashboard objectives were around initiatives which contributed to reducing rough sleeping. The Mayor also highlighted entrenched rough sleeping and the challenges associated with engaging and supporting a small cohort of rough sleepers. Members of the Committee also noted that due to a variety of factors there would be new people becoming homeless. Austerity and cuts to local government, including experiences officers, were also highlighted as an area which was impacting on local authorities' homelessness support. The need to build a homelessness response system based on prevention was stressed as were the links between mental health and homelessness. One of the aims of the homelessness work in GM was to work with local authorities, in partnership and through the sharing of knowledge/expertise/evidence, to tackle homelessness at a local level. Challenges around the future financial sustainability of these models were recognised, as was the impact of austerity on local government.
- J That communication to the public around the homelessness agenda was crucial, as there was a public perception that not enough was being done to tackle this. Challenges around

informing people about differences between begging and rough sleeping were also highlighted. The Mayor highlighted the 'A Bed Every Night' campaign, as one which could be used to make people aware of the difference between the two issues, and separate them into two distinct areas. The campaign clearly outlined GM's ambitions and demonstrated how donations were being used to assist in reducing rough sleeping. It was also felt that, although this campaign was in its infancy, a significant amount of progress had already been made. A partnership was also in place between GM's ten local authorities who are working together to reduce homelessness.

- J The powers of local authorities around homelessness prevention and the variation in the provision/support provided across GM were highlighted and it was asked whether there had been any consideration of how authorities could be further supported to maximise their work to prevent homelessness. Members were informed that discussions had taken place at the GM Reform Board around the Department for Work and Pensions (DWP) sharing data around those at risk of sanction to assist with the development of an early warning system around homelessness. A review of provision across local authority organisations was also planned.
- J The Mayor also highlighted the GM care leavers guarantee which was currently being developed. A range of organisations are working together to improve the offer around the provision of support for those leaving care. One of the principles being discussed was young people leaving care being exempt from council tax until age 25, first implemented in Rochdale.
- J Was GM engaging with the voluntary sector at a strategic level around the homelessness agenda and had consideration been given to the provision of seed funding for voluntary organisations? The Mayor highlighted the Greater Manchester Housing Action Network (GMHAN) which was a network of voluntary organisations across GM offering support around policy and the development of partnership working and strategic thinking around homelessness. Additionally the Mayor's Homelessness Fund had been set up to enable organisations to access funding for homelessness projects. A GM Homelessness Business Network has also been launched, as part of the GMHAN, to coordinate the private sector response to tackling homelessness and the Mayor has asked them to look at support for people how have become recently homeless.
- J Difficulties with disabled access to The Christie Hospital following the implementation of the Oxford Street Bus Gate were raised. Members were informed that signage on the Oxford Street Bus Gate was the responsibility of Manchester City Council. TfGM officers stated that they would discuss signage on this corridor with officers at Manchester City Council.
- J A Member noted the new transport interchange in Bolton but highlighted the poor performance of public transport (trains and buses) serving the residents of Bolton. Members also emphasised that transport infrastructure was one of the most important issues for GM residents as a whole and noted that it was critical to the success of GM in the future. The Mayor recognised that there were improvements required around transport, particularly the train network and highlighted some of the work he was doing to assist with improving this which included; the convening of a Strategic Transport Board and having a unifying voice for GM; lobbying Government around HS2 and Northern Powerhouse Rail to ensure the best solution for GM and expediting a review (due to report in the new year) around capacity on the Oxford Road Rail Corridor. Additionally in relation to rail the Bolton Line electrification had been completed and testing was taking place. Following this new rolling stock would be able to be introduced to the network.

The Mayor also supported the importance of transport infrastructure to enable the achievement of GM's ambitions.

- J) How strong was the collective voice in GM, including residents/civil society, for the devolution of more powers from government? The Government were expected to carry out a spending review in 2019 and careful consideration was currently being given as to GM's asks from Government in relation to this. One area of success was devolution from DWP Working Well programme which was supporting the most GM's most vulnerable residents. One of the areas the Mayor felt that GM would benefit from further devolution was skills and control over the apprenticeship levy, which would provide GM with the ability to steer young people into key sectors of the GM Economy and develop a more joined up approach to funding. Further developing GM's approach to skills was of key importance to the Local Industrial Strategy and was of crucial importance for GM.

#### **RESOLVED:**

1. That the updated GMS Implementation Plan and GMS Performance Dashboard be noted.
2. That it be noted that the draft Implementation Plan update will be presented to the GMCA at their meeting in November.
3. That TfGM would discuss signage on the Oxford Road Corridor with officers at Manchester City Council and feedback to the Committee.
4. That the Housing, Planning and Environment Scrutiny Committee received future updates/reports regarding homelessness.

#### **M117/HPE**

#### **WORK PROGRAMME**

Susan Ford, Statutory Scrutiny Officer, GMCA, introduced the Work Programme. Members were asked to contact the Statutory Scrutiny Officer with any suggested items for inclusion in the work programme or with any comments about scheduled items.

Members were informed that a date for consideration of Young People's Travel was yet to be finalised but it was confirmed that the Committee would receive a report prior to it being submitted to the Combined Authority.

#### **RESOLVED:**

That the Work Programme be noted.

#### **M118/HPE**

#### **GREATER MANCHESTER CLEAN AIR PLAN: UPDATE ON LOCAL AIR QUALITY MODELLING**

Members received an update on local air quality modelling in relation to the GM Clean Air Plan. The Clean Air Plan will be submitted to Scrutiny prior to being submitted to the Combined Authority for decision. GM Leaders had made specific asks around the following: clarity in relation to the operation of Highways England; support from government around appropriate scrapping arrangements if all diesel vehicles were to be banned and raising with Government the provision of sufficient funding for the implementation of Clean Air Plans.

A Member commented that for local businesses it was important that clarity around diesel emitting vehicles was received as soon as possible.

TfGM were asked for reasoning behind some roads, which had poor air quality, not being included in the local air quality modelling maps. Members were informed that modelling and the maps produced were based on the best available data and guidance from national experts and academics. Additionally some data was still to be identified and incorporated and further work was planned around validation of data with localities to ensure that TfGM continued to work with the most up to date real time data when modelling local air quality.

Members asked whether modelling took into account future areas of poor air quality and additionally whether it was intended to measure the impact of interventions on congestion and air quality. Appendix 3 in the report modelled potential annual concentrations of NO<sup>2</sup> for the GM local road network in 2021. Areas considered when modelling future air quality included investment in transport systems and the built form of the environment.

**RESOLVED:**

1. That the outcomes of the local NO<sup>2</sup> modelling, particularly that it predicts exceedances in all ten Greater Manchester local authority areas beyond 2010 be noted.
2. That the public awareness raising activity that has commenced since the last Committee meeting be noted.
3. That the feedback to the query raised at the August 2018 Committee meeting about the use of chemical agents to reduce emissions in paragraph 9.3 be noted.

**M119/HPE REGISTER OF KEY DECISIONS**

Members received the register of Key Decisions for information only.

**RESOLVED:**

That the Register of Key Decisions be noted.

**M120/HPE DATE AND TIME OF NEXT MEETING**

Thursday 13<sup>th</sup> December 2018, 10.30am at GMCA Offices, Churchgate House



## Housing, Planning & Environment Overview & Scrutiny Committee

**Date:** 10 January 2019

**Subject:** Walking and Cycling Update

**Report of:** Chris Boardman, GM Cycling and Walking Commissioner

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### PURPOSE OF REPORT

To provide an update of progress since the approval of the recommendations contained in *Made to Move*, approved by the GMCA in December 2017.

### RECOMMENDATIONS

To note the contents of the report

### CONTACT OFFICERS

Martin Key 07971 972266 [martin.key@greatermanchester-ca.gov.uk](mailto:martin.key@greatermanchester-ca.gov.uk)

### BACKGROUND PAPERS

The following is a list of the background papers on which this report is based in accordance with the requirements of Section 100D (1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as identified by that Act.

N/A

**The above papers and documents may be inspected during normal office hours at GMCA, Churchgate House, 56 Oxford Street, Manchester M1 6EU.**

## **1. BACKGROUND**

- 1.1. Chris Boardman was appointed by the Mayor of Greater Manchester as his Cycling and Walking Commissioner on 1 September 2017.
- 1.2. The Mayor asked him for his recommendations of how to make walking and cycling real options for people for their short journeys. The Commissioner presented his recommendations to GMCA, in a report titled 'Made to Move', in December 2017.
- 1.3. GMCA also agreed that £160 million from the Transforming Cities Fund would be made available for walking and cycling infrastructure via the Mayor's Cycling and Walking Challenge Fund.

## **2. MADE TO MOVE**

- 2.1. The report sets out a goal: 'To double and then double again cycling in Greater Manchester and make walking the natural choice for as many short trips as possible. We must do this by putting people first, creating world class streets for walking, building one of the world's best cycle networks, and create a genuine culture of cycling and walking.'
- 2.2. It recommends 15 steps to achieve the goals including the development of a detailed infrastructure plan, a 10-year £1.5 billion fund, a total highways design guide, ensuring new transport and housing development have walking and cycling at their heart, making walking and cycling the first choice on the school run, reducing the risk of road casualties and delivering greater access to public bikes.

## **3. THE MAYOR'S CYCLING AND WALKING CHALLENGE FUND**

- 3.1. On 29 March 2018, GMCA agreed to allocate £160 million of Greater Manchester's £243 million Transforming Cities Fund to develop a Mayor's Cycling and Walking Challenge Fund (MCF). The governance of the £160 million MCF was approved by GMCA on 25 May 2018. It was further updated on 15 December 2018 to allow scheme promoters to claim delivery costs prior to full approval.
- 3.2. The fund will be used to kick-start the delivery of Greater Manchester's cycling and walking infrastructure proposal (adopted by GMCA in June 2018), as part of a GM 'Streets for All' highways improvement programme. The 'Beelines' proposal contains principles around the types of infrastructure that would meet the Commissioner's standard as set out in 'Made to Move' and the initial network plan covering 1,000 miles across every community in GM.
- 3.3. The network plans were subsequently made public to gather feedback over a 3 month period. Over 4,000 comments were received on the plan and these are now being processed with aim of publishing an update of the plan in early 2019.



- 3.4. On 27 July, 28 September and 15 December 2018 GMCA approved tranches 1, 2 and 3 comprising of a total 24 cycling and walking schemes with a current forecast total funding requirement from the MCF of around £39 million.
- 3.5. TfGM has been working closely with scheme promoters to set up the projects, in line with the agreed governance arrangements, and has established a Cycling & Walking Infrastructure Support Team to provide collaborative support to District Partners to ensure that there is a consistent pipeline of high quality cycling and walking schemes, that are developed and delivered in accordance with the agreed governance.
- 3.6. Further work is taking place to enable further support to district partners to help enable the delivery of schemes via the MCF, including complete lifetime support for scheme delivery, and training opportunities.



## Housing, Planning & Environment Overview & Scrutiny Committee

**Date:** 10<sup>th</sup> January 2019

**Subject:** Transport Capital Programme

**Report of:** Steve Warrener, Finance & Corporate Services Director and Bob Morris, Chief Operating Officer, TfGM

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### PURPOSE OF REPORT

To provide members of the Planning, Housing & Environment Overview & Scrutiny Committee with an overview of the Capital Programme for which TfGM is currently responsible, together with details of the current Member-led oversight and governance arrangements that are in place for the various elements of this programme.

### RECOMMENDATIONS

The Committee is recommended to note the Capital Programme for which TfGM is currently responsible and comment on the oversight and governance arrangements that are currently in place for this programme.

### CONTACT OFFICERS

Steve Warrener, Finance & Corporate Services Director, TfGM

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Rod Fawcett, Head of Policy, TfGM

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### BACKGROUND PAPERS

The following is a list of the background papers on which this report is based in accordance with the requirements of Section 100D (1) of the Local Government Act 1972. It does not include documents, which would disclose exempt or confidential information as identified by that Act.

- Transforming Cities Challenge Fund Update – 29 June 2018 GMCA  
[https://www.greatermanchester-ca.gov.uk/download/meetings/id/3355/23\\_transforming\\_cities\\_challenge\\_fund](https://www.greatermanchester-ca.gov.uk/download/meetings/id/3355/23_transforming_cities_challenge_fund)
- GM Full Fibre Programme Update – 27 July 2018 GMCA  
<https://www.greatermanchester->

[ca.gov.uk/download/meetings/id/3517/17\\_full\\_fibre\\_update](https://www.greatermanchester-ca.gov.uk/download/meetings/id/3517/17_full_fibre_update)

- Local Growth Deal 6 Monthly Update - 28 September 2018 GMCA  
[https://www.greatermanchester-ca.gov.uk/download/meetings/id/3707/22\\_local\\_growth\\_deal\\_-\\_6\\_monthly\\_report](https://www.greatermanchester-ca.gov.uk/download/meetings/id/3707/22_local_growth_deal_-_6_monthly_report)
- Cycling & Walking Challenge Fund Update – 28 September GMCA  
[https://www.greatermanchester-ca.gov.uk/download/meetings/id/3706/21\\_cycling\\_and\\_walking\\_challenge\\_fund](https://www.greatermanchester-ca.gov.uk/download/meetings/id/3706/21_cycling_and_walking_challenge_fund)
- Rail Infrastructure Update – 12 October 2018 TfGMC Capital Projects & Policy Sub-Committee  
[https://www.greatermanchester-ca.gov.uk/download/meetings/id/3739/item\\_5\\_rail\\_infrastructure\\_update](https://www.greatermanchester-ca.gov.uk/download/meetings/id/3739/item_5_rail_infrastructure_update)
- Metrolink Capital Update - 12 October 2018 TfGMC Capital Projects & Policy Sub-Committee  
[https://www.greatermanchester-ca.gov.uk/download/meetings/id/3740/item\\_6\\_metrolink\\_capital\\_update](https://www.greatermanchester-ca.gov.uk/download/meetings/id/3740/item_6_metrolink_capital_update)
- GMCA Capital Update – 26 October 2018 GMCA  
[https://www.greatermanchester-ca.gov.uk/download/meetings/id/3782/13a\\_gmca\\_capital\\_update\\_201819](https://www.greatermanchester-ca.gov.uk/download/meetings/id/3782/13a_gmca_capital_update_201819)
- Bus Priority Update – 23 November 2018 TfGMC Capital Projects & Policy Sub-Committee  
[https://www.greatermanchester-ca.gov.uk/download/meetings/id/3919/item\\_5\\_bus\\_priority\\_update](https://www.greatermanchester-ca.gov.uk/download/meetings/id/3919/item_5_bus_priority_update)
- Interchanges Update – 23 November 2018 TfGMC Capital Projects & Policy Sub-Committee  
[https://www.greatermanchester-ca.gov.uk/download/meetings/id/3920/item\\_6](https://www.greatermanchester-ca.gov.uk/download/meetings/id/3920/item_6)  
[https://www.greatermanchester-ca.gov.uk/download/meetings/id/3921/item\\_6\\_-\\_interchange\\_update\\_app\\_1](https://www.greatermanchester-ca.gov.uk/download/meetings/id/3921/item_6_-_interchange_update_app_1)

## **1 INTRODUCTION**

- 1.1 TfGM is currently responsible for the project and programme management of an extensive Capital Programme of infrastructure and associated investment.
- 1.2 This responsibility includes the development and delivery of schemes for which TfGM is the lead promoter, together with the provision of programme management oversight on behalf of GMCA on; and support to, a number of Local Authority promoted schemes.
- 1.3 Whilst the extent of this programme and its associated interfaces is quite detailed and complex, the following sections of this report and the accompanying slide pack seek to identify the main areas of both direct and indirect project and programme management activity for which TfGM is responsible and the funding, financial control, oversight and governance arrangements in relation to this activity which are currently in place.

## **2 TfGM PROMOTED SCHEMES**

- 2.1 The schemes on which TfGM is the lead promoter can be split into the following key areas of activity:
  - Transport Interchanges;
  - Bus Priority;
  - Metrolink (Extensions, Renewals and Capacity Improvements); and
  - Rail.

## **3 PROGRAMME MANAGEMENT ON BEHALF OF GMCA**

- 3.1 The Local Authority promoted schemes on which TfGM performs a programme management oversight and support role (including the seconding of Project Managers where necessary) on behalf of GMCA includes:
  - Local Growth Deal Highway Schemes;
  - Cycle City Ambition Grant Schemes;
  - Transforming Cities Fund Walking & Cycling Schemes (Mayor's Challenge Fund); and
  - GM Local Full Fibre Network.
- 3.2 It should be noted that some of the programmes of funding for which TfGM plays a programme management role on behalf of GMCA also include schemes for which TfGM is the lead promoter. For example, the Local Growth Deal Programme includes a number of Interchanges, Rail, Bus Priority and Metrolink schemes
- 3.3 It should further be noted that, in addition to those schemes and initiatives that sit within the core Capital Programme, TfGM also undertake a lead programme management role on a number of other strategic interventions on behalf of GMCA; with the GM Clean Air Plan being a key example in this regard.

## **4 CURRENT OVERSIGHT AND GOVERNANCE ARRANGEMENTS**

- 4.1 The schemes for which TfGM has Capital Programme Management responsibility, either as a direct scheme promoter or in a programme management support capacity to Local Authority promoted schemes on behalf of GMCA, are subject to a range of different types of GMCA Member-led governance and oversight arrangements, as set out in the attached slides. This Member-led oversight and governance builds on the extensive officer-led assurance that takes place prior to reports being considered by Members.
- 4.2 Governance and oversight of the overall Capital Programme from a financial perspective is also provided via the quarterly Capital Update reports that are submitted to GMCA.
- 4.3 The attached slides (as referred to above) seek to provide:
- an overview of the different types of programme for which TfGM has either a direct or indirect managerial responsibility;
  - examples of the types of scheme which fall within each of these programmes, and
  - details of the funding, financial control, governance and oversight arrangements which are currently in place for each of these different types of programme.
- 4.4 It is intended that this information will be helpful in informing an initial conversation with members of the Planning, Housing & Environment Overview & Scrutiny Committee regarding the current position on the TfGM Capital Programme and in helping them form a view as to what level of further detail and scrutiny in relation to this programme they may wish to engage in going forwards.

## **5 RECOMMENDATIONS**

- 5.1 Recommendations are set out on the front page of this report.



# TfGM CAPITAL PROGRAMME

Presentation to HPEOS 10 January 2019





# Purpose of Presentation

To provide an overview of the different types of programme for which TfGM has either a direct or indirect managerial responsibility, to provide examples of the types of scheme which fall within each of these programmes, and to provide details of the funding, financial control, governance and oversight arrangements which are currently in place for these programmes.

# Background

TfGM project & programme management responsibilities include:

- The development and delivery of schemes for which TfGM is the lead promoter; and
- The provision of programme management oversight on behalf of GMCA; and support to, a number of Local Authority promoted schemes.

# TfGM Promoted Schemes

- Transport Interchanges;
- Bus Priority;
- Metrolink (Extensions, Renewals & Capacity Improvements);
- Rail

Overall value – circa £850M (including current programmes and recently delivered schemes such as Busway, Cross City Bus, Bolton Interchange and Wigan Bus Station)

## Programme Management On Behalf Of GMCA

- Local Growth Deal Highway Schemes;
- Cycle City Ambition Grant Schemes;
- Transforming Cities Fund Walking & Cycling Schemes (Mayor's Challenge Fund);
- GM Local Full Fibre Network

Overall value – circa £450M (based on current programmes above)

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# Funding Streams

- Greater Manchester Transport Fund (Borrowings, LTP, ITB)
- Earnback
- Greater Manchester Local Growth Deal (Transport)
- Cycle City Ambition Grant
- Greater Manchester Transforming Cities Fund
- GM Local Full Fibre Network Challenge Fund
- Other (Section 106 etc)

# Financial Management

- In general terms, funding is awarded initially to the GMCA.
- Funding is then drawn down by scheme promoters in line with the governance arrangements specific to the particular funding streams.
- Ultimate cost risk borne by scheme promoters.
- Ongoing financial monitoring and control by GMCA, including the requirement for appropriate risk and contingency provision to be made.
- For some specific programmes (eg Local Growth Deal), programme contingency held by Greater Manchester Chief Executives on behalf of GMCA.

# Interchanges

## Strategic Drivers

- Step change in passenger facilities and waiting environment;
- Enhanced modal integration;
- Encourage modal shift; and
- Facilitator for town centre regeneration and economic growth.



Wigan Bus Station

# Interchanges

## Key Schemes

- Bolton Interchange (c£48M)
- Wigan Bus Station (c£16M)
- Stockport Interchange (c£42M) plus Mixed Use enhancements
- Ashton Interchange (c£33M)
- Farnworth Bus Station (part of Salford Bolton Network Improvements scheme)



Bolton  
Interchange



# Interchanges

## Oversight & Governance

- TfGMC Capital Projects & Policy Sub-Committee
- Report submitted to every other meeting. (Meetings held, on average, every six weeks)
- Wigan/Stockport/Ashton and Farnworth – also reported to GMCA through regular Growth Deal & Capital Update reports



Stockport Mixed Use

# Bus Priority

## Strategic Drivers

- Shorter and more reliable journey times;
- Improved passenger experience;
- Modal shift away from car;
- Enhanced modal integration – particularly with cycling and walking (Oxford Road pictured); and
- Economic Growth and improved access to employment in the Regional centre and within the key GM District Centres.



# Bus Priority

## Key Schemes

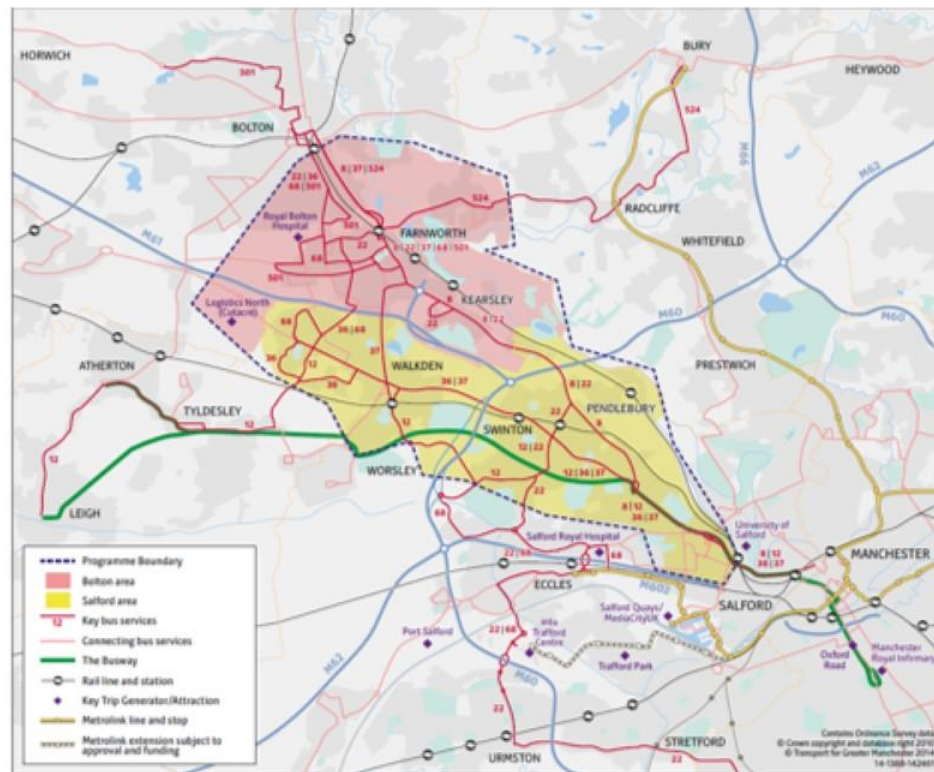
- Busway (pictured) (c£68M)
- Cross City Bus Package (c£54M)
- Salford Bolton Network Improvement Programme (SBNI) (part of Growth Deal Programme) (c£39M)
- Stockport to Manchester Airport Bus Rapid Transit – early stages of development – cost to be confirmed



# Bus Priority

## Oversight & Governance

- TfGMC Capital Projects & Policy Sub-Committee
- Report submitted to every other meeting. (Meetings held, on average, every six weeks)
- SBNI – also reported to GMCA through regular Growth Deal and Capital Update reports



# Metrolink

## Trafford Park Line (TPL) Extension

### Strategic Drivers:

- Deliver improvements to our sustainable transport offer;
- Support Greater Manchester's long-term ambitions;
- Delivering a higher capacity and more resilient Metrolink system; and
- Support TfGM in tackling congestion, air pollution and improving the vibrancy of our local centres and neighbourhoods.



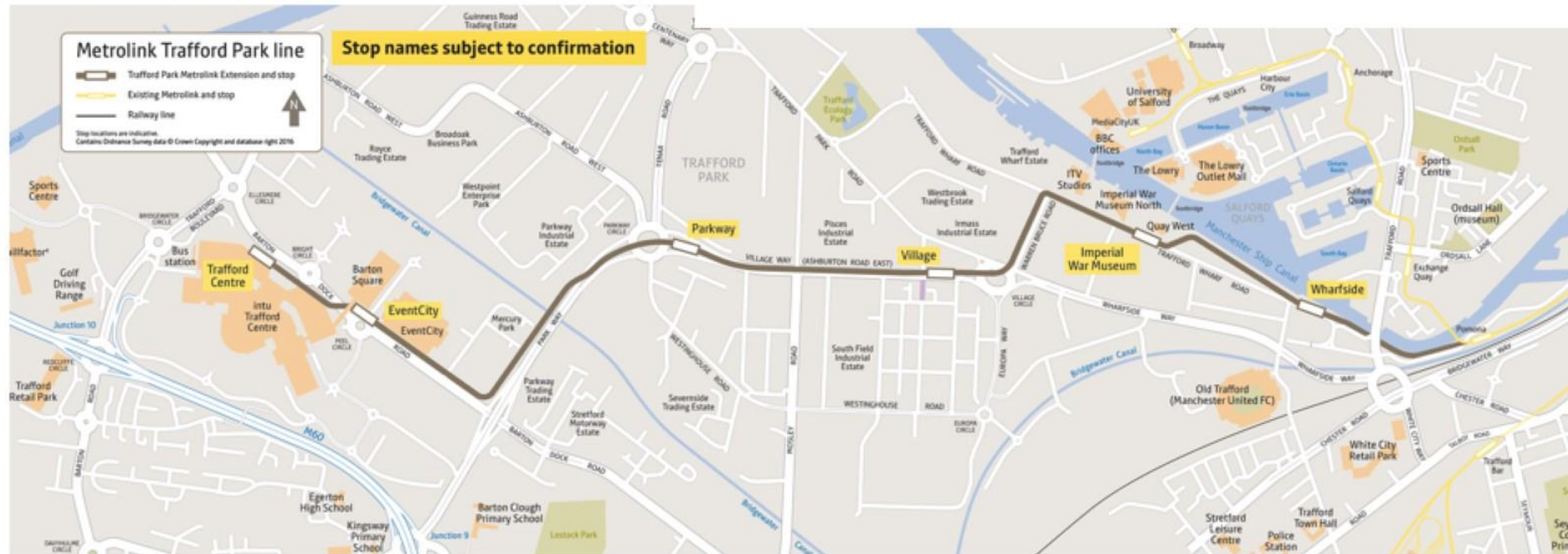
TPL Crumpsall Stop Upgrade

## Programme Key Information

# Metrolink

## Trafford Park Line

- £350M extension to the Metrolink network;
- Providing a 12-minute tram service from Crumpsall (Bury Line) to the Trafford Centre;
- 5.5km of new track, 6 new stops and circa 190 space park and ride; and
- Operational opening forecast to be 2020.

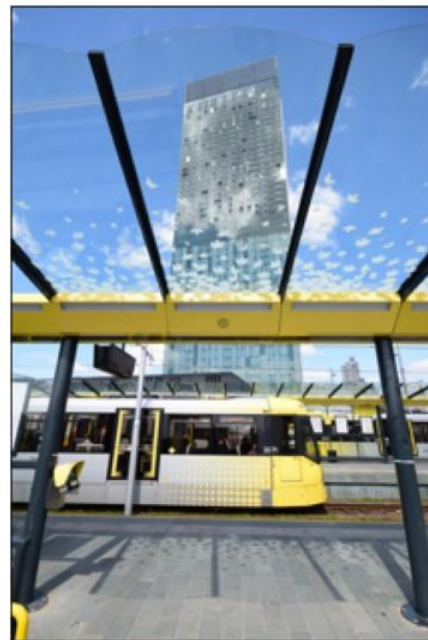


# Metrolink

## Metrolink Renewals and Enhancements Programme (MREP)

### Strategic Drivers:

- Provide reliable infrastructure to support passenger services;
- Minimise disruption due to infrastructure failure;
- Improve safety; and
- Provide infrastructure to support additional capacity to grow patronage.



Deansgate-Castlefield Tramstop

# Metrolink

## Metrolink Renewals and Enhancements Programme

### Programme Key Information

- 30 year programme;
- Renewals and Enhancements Framework developed; and
- Framework is for 5 years with annual increments up to a total of 8 years.



Lower Mosley Street



# Metrolink

## Metrolink Capacity Improvement Programme

### Strategic Drivers

- Deliver improvements to our sustainable transport offer;
- Support Greater Manchester's long-term ambitions;
- Delivering a higher capacity and more resilient Metrolink system; and
- Support TfGM in tackling congestion, air pollution and improving the vibrancy of our local centres and neighbourhoods.



Trafford Depot

# Metrolink

## Metrolink Capacity Improvement Programme

### Programme Key Information

- Circa £83M Funding through Transforming Cities Fund (TCF);
- Total Programme Value c£100M;
- Purchase of an additional 27 Light Rail Vehicles (LRV's);
- Depot infrastructure to accommodate the new LRV's;
- Network traction power upgrades;
- Amendments to the Tram Management System; and
- Park & Ride enhancements.
- Builds on previous capacity improvements funded through Local Growth Deal.



Altrincham to Bury Line

# Metrolink

## Oversight & Governance

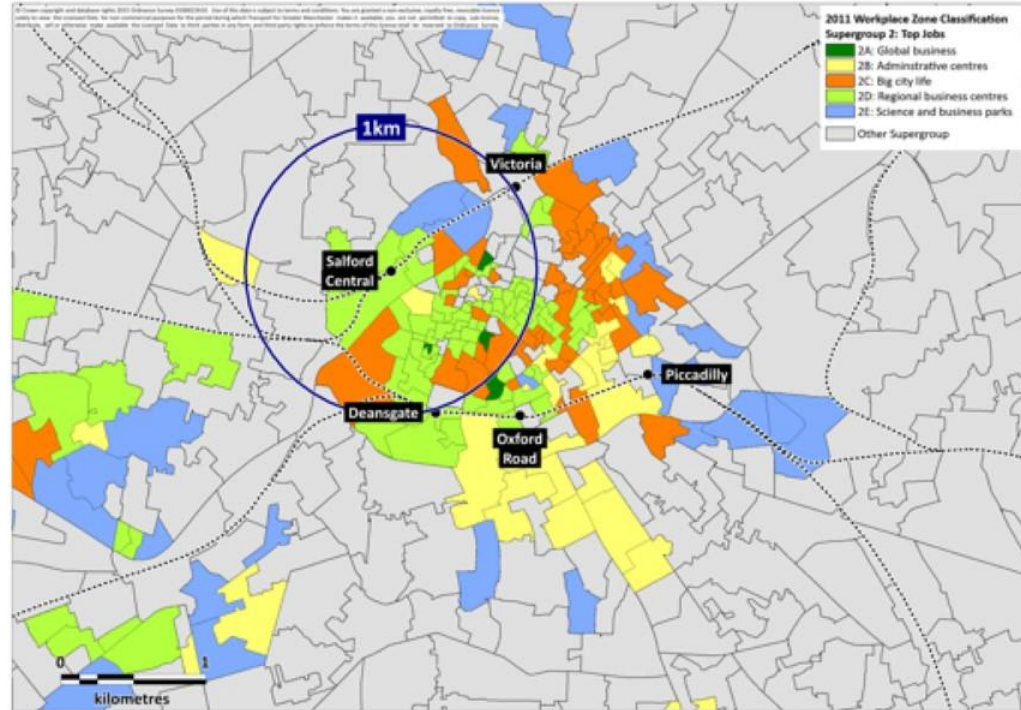
- TfGMC Capital Projects & Policy Sub-Committee
- Report submitted to every other meeting. (Meetings held, on average, every six weeks)
- Metrolink Capacity Improvements also reported to GMCA through regular Transforming Cities Fund update reports.
- Also reported to GMCA through regular Capital and, where relevant, Growth Deal Update reports.



# Rail

## Strategic Drivers

- Step change in passenger facilities and waiting environment;
- Encourage modal shift; and
- Economic growth and improved access to employment in the Regional centre.



Future employment in the regional centre – and specifically around Salford Central station.

# Rail

## Key Schemes

- Salford Central Additional Platforms (c£20M Growth Deal funding)
- Rail Station Improvement Strategy (rolling programme)
- Rail Station Accessibility Programme (costs to be confirmed, pending outcome of Access for All bid)



Examples of equipment installed under the Rail Station Improvement Strategy – CCTV, Customer Information Screens, Help Points, Induction Loops

# Rail

## Oversight & Governance

- TfGMC Capital Projects & Policy Sub-Committee
- Report submitted to every other meeting. (Meetings held, on average, every six weeks)
- Salford Central – also reported to GMCA through regular Growth Deal and Capital Update reports



Artists impression of additional platforms at Salford Central rail station

# Local Growth Deal



- The Local Growth Deal (Transport) is a c£400 million programme of Government investment in transport improvements (supplemented by local contributions) across bus, Metrolink, highways, rail, walking and cycling.
- The Programme is split up into Major Schemes (over £5 million) delivered by both TfGM and Local Authority partners, Minor Works delivered by Local Authorities and Additional Priorities delivered by TfGM
- There are 15 Major Schemes including Interchanges, major highway schemes, Metrolink enhancements and bus priority measures.

# Local Growth Deal

## Local Growth Deal Major Schemes (Transport):

- Ashton Interchange
- Wigan Bus Station
- Stockport Interchange
- Stockport Town Centre Access Plan - TCAP (DfT retained scheme)
- Salford – Bolton Network Improvements (Bus)
- Metrolink Service Improvement Package
- Wigan A49 Link Road
- Wigan M58 Link Road
- Manchester - Great Ancoats Street
- Manchester - Regent Road/ Water Street
- Rochdale J19 Link Road
- Salford Central Rail Station
- Salford - A5063 Trafford Road
- Oldham Town Centre Regeneration
- Trafford - Carrington Relief Road



# Local Growth Deal



## Governance and Oversight

- The Local Growth Deal is governed by the Greater Manchester Combined Authority (GMCA), with update reports produced on a 6 monthly basis as well as regular finance reports
- TfGM provides assurance to GMCA through a Gateway Review Process of all Major Schemes (over £5 million) at both the Outline Business Case and Full Business Case stages. A report is taken to GMCA to seek Full Approval for each major scheme, only after it has successfully been through the Gateway Review Process.
- Governance of minor schemes is carried out by the Greater Manchester Transport Strategy Group following a review of the mini-business case for each scheme. GMCA is updated on progress through both regular Growth Deal and Capital Update reports

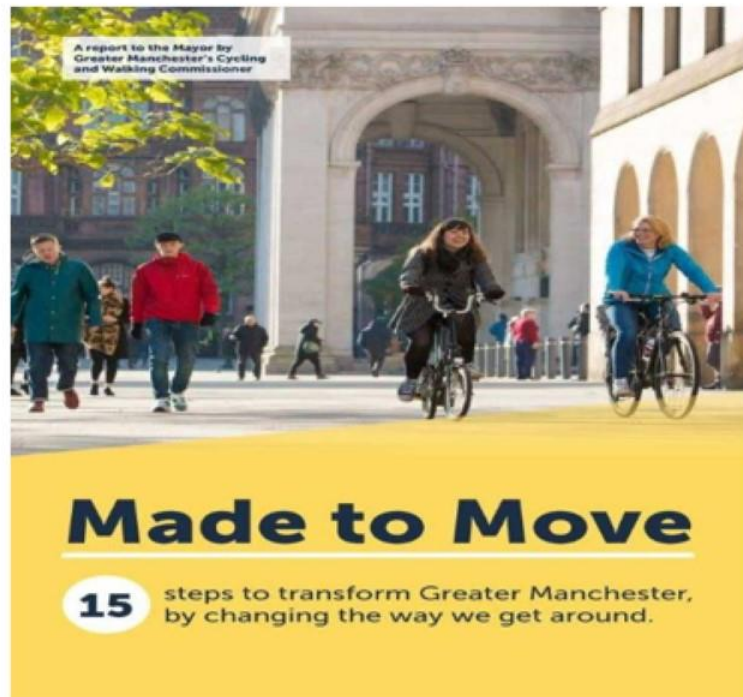
# C&W - Cycle City Ambition Grant

- The Cycle City Ambition Grant seeks to improve Cycling provision across GM using a c£22m DfT grant as a programme of 4 components.
- The components address; developing and enhancing cycle routes, investing in Cycle and Ride stations, extending the Partner Schools Programme, and increasing the availability of cycle parking at key locations.



# C&W - Transforming Cities Fund

- Made to Move sets out 15 steps to improve Cycling and Walking across GM.
- Step 2: the Mayor's Cycling and Walking Challenge Fund (MCF) is being managed by TfGM on behalf of the GMCA using a ring fenced £160m (from the Transforming Cities Fund) across 4 financial years (2018-2021), with the 10 GM Districts delivering schemes.



## Cycling & Walking - Oversight & Governance

- C&W Delivery Board -Chair C&W Commissioner
- GM C&W Board – Chair GM Mayor
- Regular Update Reports to GMCA.

# GM Local Full Fibre Network

- TfGM are managing a c£24M programme, on behalf of GMCA, to deliver full fibre broadband to a range of local authority sites across GM
- The strategic drivers are to:
  - Provide future proofed connectivity and the core infrastructure needed for 5G technology;
  - Increase full fibre coverage from 2% currently to 25% in three years;
  - Provide revenue savings as a result of the public sector having fixed costs for access to passive unlimited bandwidth for at least the next 20 years.
- Oversight and Governance:
  - Latest update provided to GMCA on 27 July 2018.

# Capital Update To GMCA

- Quarterly update reports submitted to GMCA.
- Incorporates wider GMCA led initiatives, for example: the GMCA's Growing Places and Regional Growth Fund; Economic Development and Regeneration Growth Deal Schemes including Skills Capital and Fire Schemes (Estate, IT and Vehicles and Equipment) in addition to TfGM Capital Programme.

# Questions / Discussion





## Housing, Planning & Environment Overview & Scrutiny Committee

Date: Thursday 10th January 2019

Subject: Greater Manchester Clean Air Plan: Update January 2019

Report of: Councillor Alex Ganotis, Portfolio Lead for Green City Region

### PURPOSE OF REPORT

The purpose of this report is to provide an update on progress in the preparation of a GM feasibility study into the options available, subject to full funding by Government, to address NO<sub>2</sub> exceedances, and to outline a broad direction of travel in relation to next steps and decision-making.

### RECOMMENDATIONS:

Members are recommended to:

note the report, setting out the implications of work so far led by the Greater Manchester Clean Air Plan Senior Leadership Steering Group;

note the further work that is now proposed to be undertaken to ensure that the future Clean Air Plan is agreed against a clear understanding of the impacts on growth and inclusion across the city region; and

note the changes to the Plan development schedule that this will bring.

### CONTACT OFFICERS:

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Comments and/or recommendation from the relevant Overview & Scrutiny Committee

Risk Management – see Section 6

Legal Considerations – See Section 6

Financial Consequences – Revenue – n/a

Financial Consequences – Capital – n/a

**BACKGROUND PAPERS:**

- 14 December 2018, report to GMCA: Clean Air Update
- 30 November 2018, report to GMCA: Clean Air Plan Update
- 26 October 2018, report to GMCA: GM Clean Air Plan Update on Local Air Quality Monitoring
- 15 November 2018, report to HPEOS Committee: Clean Air Update
- 16 August 2018, report to HPEOS Committee: GM Clean Air Plan Update
- UK plan for tackling roadside nitrogen dioxide concentrations, Defra and DfT, July 2017

|   |                               |    |
|---|-------------------------------|----|
| <b>TRACKING/PROCESS</b>   |                               |    |
| Does this report relate to a major strategic decision, as set out in the GMCA Constitution  |                               | No |
| <b>EXEMPTION FROM CALL IN</b>   |                               |    |
| Are there any aspects in this report which means it should be considered to be exempt from call in by the AGMA Scrutiny Pool on the grounds of urgency? |                               | No |
| TfGMC   | Overview & Scrutiny Committee |    |
| 10 January 2019   | 10 January 2019               |    |

## 1. INTRODUCTION: AIR QUALITY IN GREATER MANCHESTER

- 1.1 Poor air quality is one of the largest public health issues facing the UK. Whilst air quality has been generally improving over time, particular pollutants that are not generally visible to the naked eye, remain a serious concern in many urban areas. These are oxides of nitrogen (NO<sub>x</sub>), principally nitrogen dioxide (NO<sub>2</sub>), and particulate matter (PM). NO<sub>2</sub> is formed from burning fossil fuels and contributes to the formation of photochemical smog. Particulates are formed from tyre friction, burning fuels that create smoke, construction, industry and other processes. Although non-transport sources of NO<sub>x</sub> are significant, road transport is responsible for some 80% of NO<sub>2</sub> concentrations at roadside, of which diesel vehicles are the largest source.
- 1.2 Long-term exposure to elevated levels of particulate matter (PM<sub>2.5</sub>, PM<sub>10</sub>) and NO<sub>2</sub> may contribute to the development of cardiovascular or respiratory disease, and may reduce life expectancy<sup>1</sup>. The youngest, the oldest, those living in areas of deprivation, and those with existing respiratory or cardiovascular disease are most likely to develop symptoms due to exposure to air pollution<sup>2,3</sup>. One of the issues highlighted recently is that people walking or cycling are exposed to lower levels of air pollution compared to drivers and passengers inside vehicles travelling along the same urban route. Cars take in emissions from surrounding vehicles and recirculate pollutants within the confined 'cabin' space, exposing occupants to higher levels of air pollution<sup>4</sup>.
- 1.3 Current assessments by Public Health England estimate the health and social care costs across the England due to population exposure to air pollution will be £5.3 billion by 2035 for diseases where there is a strong association with air pollution, or £18.6 billion for all diseases with evidence of an association with air pollution<sup>5</sup>.
- 1.4 Improving air quality has been one of the key ambitions for Greater Manchester for some time. The Greater Manchester Strategy (Oct 2017) states Greater Manchester should be 'a place at the forefront of action on climate change with clean air and a flourishing natural environment' including by 'reducing congestion and improving air quality'. Action is already underway under the Greater Manchester Low Emissions Strategy and Air Quality Action Plan, which introduced measures to reduce air pollution as a contributor to ill-health; increase behaviours that lower emissions by 2025; and support the Government to meet EU thresholds for key pollutants at the earliest date.

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<sup>1</sup> Air Quality – A Briefing for Directors of Public Health (2017), <https://www.local.gov.uk/air-quality-briefing-directors-public-health>

<sup>2</sup> Air Quality – A Briefing for Directors of Public Health (2017), <https://www.local.gov.uk/air-quality-briefing-directors-public-health>

<sup>3</sup> RCP and RCPCH London, Every breath we take lifelong impact of air pollution (2016), <https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution>

<sup>4</sup> F. de Leeuw et al., Assessment of personal exposure to particulate air pollution during commuting in European cities—Recommendations and policy implications, Science of the Total Environment. 2014; 785-797.

<sup>5</sup> <https://www.gov.uk/government/news/new-tool-calculates-nhs-and-social-care-costs-of-air-pollution>

- 1.5 Greater Manchester has also signed up to become a World Health Organisation (WHO) 'BreatheLife' city, with the associated aim of achieving WHO air quality targets by 2030. Through the C40 Fossil Fuel Free Streets Declaration in June 2018, Greater Manchester also committed to transitioning to a zero-emission bus fleet by 2025.
- 1.6 Greater Manchester has also set targets for CO<sub>2</sub> emission reduction that exceed national ambitions – a reduction of 48% by 2020 (based upon 1990 levels). Greater Manchester road transport accounts for 31% of carbon dioxide emissions in the city-region. Greater Manchester's local authorities have also committed to eliminating fossil fuels by 2050 in a 100% clean energy pledge.
- 1.7 However, whilst these targets, strategies and action plans aim to improve air quality and pollution in Greater Manchester in the round, the specific breaches of the statutory Limit Values for NO<sub>2</sub> has prompted a series of court rulings and national Air Quality Plans that have implications for local authorities.
- 1.8 Since 2017 Greater Manchester (GM) has been acting as required by the direction from Government to conduct a feasibility study to assess measures for reducing NO<sub>2</sub> concentrations in areas where legal limits are expected to be exceeded beyond 2020. This will culminate in a series of business cases for introducing the measures identified through a Clean Air Plan.

## 2. POLICY BACKGROUND

- 2.1 Because of their harm to human health, regulations set legal Limit Values for concentrations of certain pollutants in ambient air. The European Ambient Air Quality Directive (2008/50/EC) incorporates WHO air quality standards into European Law, which was implemented into UK law by the 2010 Air Quality Standards Regulations (SI. 2010 No. 1001). The 2010 regulations set legally binding limits for concentrations of major air pollutants that affect human health, including NO<sub>2</sub> and particulates. Regulation 26 of the 2010 Regulations requires the Secretary of State to draw up and implement a national air quality plan so as to achieve the relevant limit or target value within the "shortest possible time". The EU has recently re-stated its aim to achieve full compliance with existing air quality standards 'by 2020 at the latest'<sup>6</sup>.
- 2.2 Since 2010 the UK has been in breach of legal Limit Values for NO<sub>2</sub> concentrations in major urban areas. The Greater Manchester Urban Area Zone is one of 37 monitoring zones across the UK where the Department for the Environment, Food and Rural Affairs (Defra) modelling of annual mean NO<sub>2</sub> concentrations predicts levels that exceed statutory Limit Values. GM meets the EU Limit Values for all other pollutants.

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<sup>6</sup> <https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX:52013DC0918>

2.3 The EC Directive requires any breach to be addressed by an Air Quality Plan that will reduce concentrations to legal Limit Values in the “shortest possible time”.

### 3. UK AIR QUALITY PLANS

3.1 Since 2010 the UK Government has produced three successive Air Quality Plans to reduce NO<sub>2</sub> by requiring local authorities to reduce emissions from road transport<sup>7</sup>.

3.2 Environmental campaigning law firm ClientEarth has successfully challenged these Air Quality Plans in the UK High and Supreme Courts for failing to include the actions necessary to achieve NO<sub>2</sub> Limit Values “in the shortest possible time”. The Courts have clarified that any steps taken must not just be possible but likely to meet the required values.

3.3 Each successful legal challenge has increased the number of local authorities directed to take action, with over 60 local authorities now under a direction:

- 2015: Birmingham Derby, Leeds, Nottingham and Southampton.
- 2017: 23 local authorities – including Bolton, Bury, Manchester, Salford, Stockport, Tameside and Trafford.
- 2018: 33 further local authorities, including Oldham.

3.4 Government wrote to the seven GM local authorities directing them to produce a feasibility study as set out in the Environmental Act 1995 (Feasibility Study for Nitrogen Dioxide Compliance) Air Quality Direction 2017.

3.5 It should be noted that this direction relates only to the roads that local authorities are responsible for, and does not direct local authorities to assess or act to reduce NO<sub>2</sub> concentrations on the Strategic Road Network or motorways managed by Highways England.

3.6 Defra and the Department for Transport (DfT) have defined the feasibility study process local authorities are following in the ‘Clean Air Zone Framework’ (Defra, 2017) and the ‘UK plan for tackling roadside nitrogen dioxide exceedances’ (Defra and DfT, 2017) – referred to herein as the National Plan. Government also set up the Joint Air Quality Unit (JAQU) to deliver the National Plan by closely guiding local authorities through the feasibility study process.

3.7 The study must produce a series of business cases for assessing and implementing the relevant measures. The Government has allocated £255 million Implementation

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<sup>7</sup> Each plan has been subject to legal challenge in both European and national courts, and following several warnings the UK Government was referred to the European Court of Justice (CJEU) in May 2018, for repeatedly failing to take the necessary action to address NO<sub>2</sub> levels. The CJEU can fine Member States that breach legal levels of certain pollutants. The UK High Court and Supreme court have also separately ruled that the Government’s actions to address air quality are illegal in that they did not contain the scale or urgency of action required to bring NO<sub>2</sub> concentrations below legal levels “within the shortest possible time”.

Funding and £220 million for a Clean Air Fund. Local authorities will be allocated Implementation Funding based on their Final Business Case. Local authorities will bid to the Clean Air Fund for support to help local people, businesses and other groups to switch to cleaner vehicles or make alternative travel choices. The proposals put forward in the business cases will therefore be conditional upon sufficient funding being provided by Government.

- 3.8 It should be noted that Oldham Council were under a separate Direction (Environmental Act 1995 (Feasibility Study for Nitrogen Dioxide Compliance) Air Quality Direction 2018) which they complied with by the production of their feasibility study submitted to JAQU in July 2018. No further direction was issued to Oldham as the Government acknowledged in its supplemental plan<sup>8</sup> that the exceedance identified in Oldham was being considered as part of the Greater Manchester plan. Rochdale and Wigan Council's, whilst not compelled to act by a Ministerial direction, are participating in the Greater Manchester wide approach to address exceedances which have been identified. Our collective action to develop a regional-wide Clean Air Plan has been accepted by the government as we work with JAQU through the feasibility study process and no further ministerial directions have been issued. The funding requests included in the business cases would be on a Greater Manchester wide basis and therefore include funding for the implementation of any proposals across all ten GM local authorities.
- 3.9 Government compels local authorities with NO<sub>2</sub> exceedances to follow a specific process, set out in detailed, statutory guidance, to develop their Clean Air Plans.<sup>9</sup>
- 3.10 Government has also published a Clean Air Zone Framework which sets out the principles for the operation of Clean Air Zones in any cities which decide, or are required, to do so.
- 3.11 The guidance states that, "the Framework identifies the outcomes that Clean Air Zones are expected to deliver:
- a. Immediate action to improve air quality and health by delivering the statutory NO<sub>2</sub> limit values within the shortest possible time;
  - b. Supporting local growth and ambition (decoupling growth and pollution); and
  - c. Accelerating the transition to a low emission economy."<sup>10</sup>
- 3.12 The statutory guidance issued by Government states that, "it is for local authorities to develop innovative local plans that will achieve statutory NO<sub>2</sub> limit values within the shortest possible time.

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<sup>8</sup> Supplemental Plan to the UK plan for tackling roadside nitrogen dioxide concentrations DEFRA and DfT October 2018

<sup>9</sup> UK Plan for tackling roadside nitrogen dioxide concentrations, DEFRA and DfT, July 2017

<sup>10</sup> UK Plan for tackling roadside nitrogen dioxide concentrations, DEFRA and DfT, July 2017, p.34

- 3.13 In particular, this guidance states that “government has identified Clean Air Zones that include charging as the measure it is able to model nationally which will achieve statutory NO<sub>2</sub> limit values in towns and cities in the shortest possible time.”<sup>11</sup>
- 3.14 Government specifies four classes of Clean Air Zones that apply penalties to different types of vehicle that are classified as non-compliant because they fall below particular euro emission standards<sup>12</sup>. Cleaner vehicles are unaffected.
- Class A: Buses, coaches, taxis and private hire vehicles.
  - Class B: Buses, coaches, heavy goods vehicles (HGVs) taxis and private hire vehicles.
  - Class C: Buses, coaches, HGVs, large vans, minibuses, small vans/ light commercials, taxis and private hire vehicles.
  - Class D: Buses, coaches, HGVs, large vans, minibuses, small vans/ light commercials, taxis and private hire, cars, motorcycles/mopeds.
- 3.15 The associated emissions standards are as follows:
- Euro 3 for motorcycles, mopeds, motorised tricycles and quadricycles.
  - Euro 4 for petrol cars, vans, minibuses and other specialist vehicles.
  - Euro 6 for diesel cars, vans and minibuses and other specialist vehicles.
  - Euro VI for lorries, buses and coaches and other specialist heavy vehicles.
- 3.16 In relation to a local plan, guidance states that, “a plan will only be approved by government, and this be considered for appropriate funding support, if it can show that:
- a. It is likely to cause NO<sub>2</sub> levels in the area to reach legal compliance within the shortest time possible (and provides a route to compliance which reduces exposure as quickly as possible);
  - b. The effects and impacts on local residents and businesses have been assessed, including on disadvantaged groups, and there are no unintended consequences;
  - c. Proposals that request UK government funding support demonstrate value for money; and
  - d. The local measures have been carefully analysed using detailed local evidence and local air quality modelling tools and analysis methods, improving on the analysis at national level.”<sup>13</sup>
- 3.17 In summary, the government guidance referred to above is highly prescriptive.

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<sup>11</sup> UK Plan for tackling roadside nitrogen dioxide concentrations, DEFRA and DfT, July 2017, p.30, 31

<sup>12</sup> A vehicle's Euro emission standard, is shown in the vehicle registration document – also known as a V5C.

<sup>13</sup> UK Plan for tackling roadside nitrogen dioxide concentrations, DEFRA and DfT, July 2017, p 32

- 3.18 It requires a specific focus on just one air pollutant, NO<sub>2</sub>, and it requires relevant local authorities to consider and benchmark their feasibility plans against charging Clean Air Zones, although it has not required that part of the highway network under its control, namely Highways England, to adopt the same approach.
- 3.19 Furthermore, whilst the guidance also refers to other matters relating to air quality and wider public policy, the reality is that it is primarily informed by UK law and EU Directives relating to reducing NO<sub>2</sub> emissions to EU Limit Values, and securing this in the shortest possible time is the primary indicator of whether a Clean Air Plan will be compliant.
- 3.20 Accordingly, the timescales for developing, agreeing and implementing a plan to reduce NO<sub>2</sub> exceedance areas are extremely challenging.
- 3.21 These are the result, to a greater or lesser extent, of government failing to take early action to meet the EU's attainment deadline for NO<sub>2</sub> compliance by 2010, and failing to take effective action through the five year extension period it agreed with the EU in the period 2010 - 2015.

#### 4. **ASSESSING THE OPTIONS FOR GREATER MANCHESTER**

- 4.1 Transport for Greater Manchester (TfGM) has been coordinating a GM feasibility study on behalf of the GMCA and the ten Greater Manchester local authorities. TfGM has been working closely with all the local authorities, who remain legally responsible for reducing NO<sub>2</sub> to legal Limit Values.
- 4.2 The purpose of taking a Greater Manchester-wide approach is to avoid introducing measures in one part of the conurbation that simply displace pollution to other locations, and to ensure that (as far as possible) the eventual Clean Air Plan complements other Greater Manchester strategies including the existing Air Quality Action Plan and Low Emission Strategy.
- 4.3 A GM Clean Air Plan Senior Leadership Steering Group (Steering Group) is responsible for guiding the feasibility study, briefing senior officers and elected members in their respective organisations and securing local approvals. Members include Directors or Assistant Directors from each local authority and senior representatives from Highways England, Public Health England, AGMA, Local Partnerships and TfGM.
- 4.4 Much work has already been undertaken, including for example the local air quality analysis which identified areas of NO<sub>2</sub> exceedances in all ten of the GM local authorities. This was reported to GMCA in October 2018 – [Update on Local Air Quality Modelling](#) – where it was set out that GM's local modelling to date predicts stronger concentrations of NO<sub>2</sub> in locations across Greater Manchester.
- 4.5 At this stage, no decisions have been taken over the precise mix of measures that will be needed to tackle GM's NO<sub>2</sub> exceedances. However, over the summer a process of refining measures and developing a range of options that combine the



measures in different ways has been undertaken to understand the type and scale of intervention needed to reduce NO<sub>2</sub> to within legal Limit Values in the “shortest possible time” across Greater Manchester.

- 4.6 These different options are being assessed in terms of their air quality impact (and timeframe of this impact), technical feasibility, cost-benefit and their socio-economic impact. This assessment is currently ongoing and its outcomes will be presented in the Outline Business Case document and will be brought forward to the Combined Authority and all ten councils.
- 4.7 As has been previously been reported as a precursor of any future Clean Air Plan, the Mayor on behalf of the GM local authorities set out to the Secretary of State for the Environment the specific actions needed to support Greater Manchester. These include:
- Clear arrangements and funding to develop workable, local vehicle scrappage / upgrade measures;
  - Short term effective interventions in vehicle and technology manufacturing and distribution, led by national Government with local authorities;
  - Replacement of non-compliant buses; and
  - A clear instruction to Highways England with regard to air pollution from the strategic highway network in Greater Manchester.

## 5. **GREATER MANCHESTER’S DIRECTION OF TRAVEL**

- 5.1 The work undertaken to date indicates that a package of measures that includes some form of charging Clean Air Zone is highly likely to be necessary to comply with government guidance and legal rulings to reduce NO<sub>2</sub> to within legal Limit Values in the “shortest possible time” across Greater Manchester.
- 5.2 As previously reported the Government has set out a framework for charging Clean Air Zones (CAZ). Clean Air Zones differ from Congestion Charging systems because of their very different objectives and time-spans. The objective of any penalty in a CAZ is for all vehicles which drive in a Clean Air Zone to have engines which comply with emissions standards. A CAZ does not seek to reduce the number of vehicles on roads. This also means as vehicles are upgraded the number of penalties levied reduces and are therefore relatively short-term and only apply to non-compliant vehicles. Under a Congestion Charge, the requirement to pay applies to all vehicles, is enduring, and creates a long-term revenue stream. In contrast a CAZ in its later years should not generate surpluses as vehicles become cleaner.
- 5.3 On this understanding GMCA has ruled out congestion charging.
- 5.4 Greater Manchester has a longstanding track record in taking a balanced approach to policy development to promote sustainability, inclusion and growth. Therefore, whilst respecting the strategic importance of addressing pollution and attendant

impact on public health to better understand all the implications, further work in relation to the feasibility study is required. This work has been requested to ensure in developing our plans to deliver air quality improvements we understand the impacts on growth and inclusion across the city region.

- 5.5 This will provide members with a fuller understanding of the effects and impacts on residents and businesses, to help to manage against wider policy conflicts from any potential options that include charging Clean Air Zones as per government guidance as well as any associated measures.
- 5.6 In particular, it will seek to further understand the impact that any penalty regime could have on lower income groups and the ability of residents in these groups to continue to access employment, public services and other key opportunities to improve their life chances. This will help to ensure that members have the fullest understanding available within the timescales to consider these implications alongside the legal obligations with regard to air quality.
- 5.7 The additional work to be undertaken will also help to inform the design of additional measures to ensure that vehicle renewal options can be best offered to those groups that may otherwise face future penalties. This has been a priority for Greater Manchester throughout, recognising the high dependence of the small business sector in particular on small diesel vehicles; the high volume of diesel engines across taxi and private hire fleets; and the need to ensure that an approach can be established with government and the bus industry that safeguards the availability of bus services.
- 5.8 It is absolutely vital however that GM has a reasonable and practicable plan for tackling roadside NO<sub>2</sub> concentrations; one that ensures that the areas of NO<sub>2</sub> exceedance that have been identified within GM reach levels of legal compliance, and that this is understood within the broader context provided for by guidance, as set out above.
- 5.9 The GM approach is unique insofar as it utilises existing governance and administrative arrangements to bring together ten local authorities and their highway networks, thereby permitting the development and the implementation of a co-ordinated plan to reduce roadside NO<sub>2</sub> concentrations that will benefit nearly three million people. Such a joined-up approach provides the potential for the most effective and swift reduction in emissions in areas across the whole of the city region.
- 5.10 However, given the requirement for any such plan to be agreed by each of GM's ten local authorities, and the requisite information to be provided that will allow a full and proper consideration of any necessary measures and their potential impacts, further time than that identified by government is required.
- 5.11 In addition, the different approach that government has adopted for its highways body, namely Highways England (who are responsible for the strategic (motorway) network) is problematic. This is particularly the case for GM, given the numerous

junctions and extremely close relationship between traffic flows on urban parts of the motorway network, such as the M60, and on the local highway network.

- 5.12 For example, it is unclear as yet the scale of the NO<sub>2</sub> problem identified by Highways England on the local motorway network, and its effects over a wider geographical area. There is also a lack of clarity what measures Highways England may be considering and their timescales for implementation, and therefore the extent to which these may benefit or potentially exacerbate NO<sub>2</sub> impacts on the local authority network.
- 5.13 Work will be undertaken to better understand Highways England activity in this regard, and to encourage much greater co-operation in relation to contributing to the GM plan.
- 5.14 The GM Clean Air Plan will ensure that Greater Manchester can address the nearer term issue of pollution in existing urban areas. Members will recognise that this is a crucial component in also safeguarding our urban areas as the strategic focus for future development, as will be set out in the revised draft Greater Manchester Spatial Framework. Without this continued focus, Greater Manchester would risk excessive dispersed development that would undermine both the existing air pollution challenge and longer-term carbon reduction objectives.
- 5.15 Undertaking this further work means that GM will be unable to submit its Outline Business Case (OBC) to government by the agreed deadline of 31 January 2019.

## **6. LEGAL RISKS AND IMPLICATIONS**

- 6.1 Submission of OBC after the 31 January 2019 does not meet the ministerial direction which has been issued to seven of the ten GM local authorities. This could lead to a potential legal challenge against one or more of the GM local authorities under a direction.

## **7. NEXT STEPS**

- 7.1 The next step in the process set out by government is for GM local authorities to consider an Outline Business Case (OBC), which will assess the options for achieving compliance in GM and identify a 'preferred option', defined as being the proposed package of measures which achieves compliance in the shortest possible time, in accordance with the GM local authorities legal duties and public law principles. This work will be supplemented by the additional impact assessment referred to above.
- 7.2 Subject to approval by each of GM's local authorities, the OBC will be submitted to Government, who will confirm whether the proposals are accepted.
- 7.3 It is anticipated that a report about the OBC will be brought forward in Spring 2019 to the Combined Authority and all ten councils.

- 7.4 A non-statutory public conversation will follow the completion of the OBC to seek wide-ranging feedback on the options for achieving compliance in GM and the identified 'preferred option' whilst at a formative stage. The outputs from this initial engagement activity will be used to inform the ongoing detailed design of any scheme, and build understanding around the potential impacts of the 'preferred option' from a public and stakeholder perspective.
- 7.5 The outputs of this would inform the development of the scheme in the Full Business Case. For example Leeds reported that their outputs:
- Amended boundary of proposed CAZ;
  - Used it to collect evidence to define their proposed exemption periods and discounts;
  - Used it to collect evidence to define the financial support packages; and
  - Used it to refine their penalty charges.
- 7.6 Recommendations are set out at the front of this report.

**Eamonn Boylan**

**Interim Chief Executive, TfGM**

## **WORK PROGRAMME 2018/19**

### **HOUSING, PLANNING & ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE**

The table below sets out the Committee's work programme for this municipal year. Members are invited to further develop, review, and agree topics which they would like to consider. Items considered last year are appended at the back of this report. The work programme will be reviewed and if necessary updated following each meeting to ensure that the Committee's work programme remains current.

The Committee has agreed the following standing agenda items:

- work programme
- an update on the GMSF if there is no substantive item on the agenda

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

The work programme has been updated and, to assist members, the proposed items have been incorporated into the work programme for the Committee to review, and, confirmed subject to any changes.

The following items will be brought to the Committee once specific dates can be confirmed:

- GM Congestion Deal
- Rail Station Devolution Update
- Northern Powerhouse Rail and HS2
- Clean Air Plan

| <b>MEETING DATE</b> | <b>TOPIC</b>                                 | <b>CONTACT OFFICER</b>    | <b>REASON FOR SUBMISSION TO SCRUTINY COMMITTEE</b>  |
|---------------------|--|---------------------------|---|
| 10.1.19             | Walking & Cycling Update/<br>Streets for All | Chris Boardman/<br>TfGM   | Further update on the strategic developments on walking and cycling and the Transforming Cities Fund, in particular focusing on progress to date. |
|                     | Future of Greater Manchester                 | Andy Burnham,<br>GM Mayor | Item for information only   |
|                     | Stockport Mayoral Development Corporation    | Andy Burnham,<br>GM Mayor | Item for information only   |
|                     | Clean Air Plan Update                        | Simon Warburton,<br>TfGM  |   |

|         |   |  |   |
|---------|---|--|---|
|         | Transport Capital Programme                                   | Steve Warrener, TfGM                         | To provide the Committee with an oversight of TfGM's Capital Programme  |
| 14.2.18 | GMSF  | Anne Morgan, Head of Planning Strategy, GMCA | Possibly including Smart Energy Plan, Housing Vision, draft Infrastructure Framework, Natural Capital Investment Plan |
|         | Final draft GM Natural Capital Investment Plan                | Cllr Alex Ganotis                            | To scrutinise the final draft GM Natural Capital Investment Plan prior to GMCA decision                               |
|         | Young People's Opportunity Pass                               | Andy Burnham, GM Mayor / TfGM                |   |
|         | GM Transport Strategy 2040 Delivery Plan                      | Simon Warburton, TfGM                        |   |
| 14.3.19 | Future Innovation in Transport                                | Invited speakers to be confirmed             | External speakers to provide an external perspective on potential opportunities.                                      |
|         | Draft Waste Strategy  | Cllr Alex Ganotis                            |   |
|         | GM Housing Strategy   | Mayor Paul Dennett                           | To scrutinise the GM Housing Strategy prior to decision by the GMCA   |
|         | GM Housing Vision   | Mayor Paul Dennett                           |   |
|         | Clean Air Plan  | Cllr Alex Ganotis                            |   |
|         | Green Summit – 5 year environment                             | Mark Atherton GMCA                           | To provide an update on the Green Summit.   |
| 11.4.19 | GMS six monthly update on Performance and Implementation Plan | Simon Nokes/John Holden GMCA                 | To provide a performance update on six monthly actions and review the proposed actions for the next 6 months.         |
|         | Draft Waste Strategy  | Cllr Alex Ganotis                            | To review early priorities for Waste Strategy- subject to relevant government guidance being published                |
| 16.5.19 |   |  |   |

|  |   |  |  |
|--|---|--|--|
|  |   |  |  |
| 13.6.19                                      |   |  |  |
| 11.7.19                                      |   |  |  |
| <b>Items considered at previous meetings</b> |   |  |  |
| 5.6.18                                       | Update work on town centres                         | Andy Burnham, GM Mayor   | To provide an update following consideration of the Town Centre Challenge on 15 January 2018.            |
|  | Waste Strategy presentation                         | Sarah Mellor, GMCA   | Rescheduled from March 2018 in light of government's announcement on the 25 year environmental strategy. |
|  | Housing Package                                     | Mayor Paul Dennett<br>Portfolio Leader &<br>Steve Rumbelow<br>Lead Chief Exec for Housing & Planning               | To allow members to comment on the delivery plan for the proposed GM Housing Package                     |
|  | Introduction of a Zonal Fare Structure on Metrolink | Stephen Rhodes, Customer Director, Transport for Greater Manchester  | Update on zonal fare structure on Metrolink network considered and agreed by the GMCA on 25 May 2018.    |
| 12.7.18                                      | Cycling and Walking Update                          | Steve Warrener<br>Director of Finance and Corporate Services, TfGM   | Update on the strategic developments on walking and cycling and the Transforming Cities Fund.            |
|  | Green Summit Springboard Report                     | Cllr Alex Ganotis<br>Portfolio Lead for Green City Region, Environment and Green Spaces &<br>Mark Atherton<br>GMCA | Committee agreed this would report would be for information due to the number of items on the agenda.    |

|          |   |  |   |
|----------|---|--|---|
|          | Northern & Network Rail   | Dave Brown (Northern) and Martin Frobisher (Network)                   | To understand the performance of Northern and how this is impacting on individuals and businesses in Greater Manchester.  |
|          | GMSF  | Anne Morgan, Head of Planning Strategy, GMCA                           | A report on the plans for public consultation.  |
|          | Introduction of a Zonal Fare Structure on the Metrolink Network | Stephen Rhodes, Customer Director, Transport for Greater Manchester    | A report to be considered following public consultation and prior to the GMCA in July 2018.   |
| 16.8.18  | Clean Air Plan  | Simon Warburton and Megan Black, TfGM                                  | To continue engaging the committee on this work as agreed at February.  |
|          | Transport planning in the context of the GMSF                   | Mia Crowther, and Nicola Kane TfGM                                     | To provide the Committee with assurance that there is coordination between work on the GMSF and transport planning  |
| 13.9.18  | Natural Capital and Urban Pioneer                               | Mark Atherton Assistant Director of Environment, GMCA<br>Alex Ganotis? | A closer look at GM's natural assets, this could also feed into the GMSF work see <a href="https://www.greatermanchester-ca.gov.uk/info/20005/green_city_region/120/urban_pioneer">https://www.greatermanchester-ca.gov.uk/info/20005/green_city_region/120/urban_pioneer</a> |
|          | GM Congestion Deal  | Bob Morris   | A key decision going to the GMCA in September<br><br><b>This item was deferred</b>  |
|          | Plastic free GM   | David Taylor Executive Director, Waste & Resources                     | A campaign that the Mayor supports and the Committee were interested in the plastic recycling challenge when they looked at waste previously  |
| 11.10.18 | Housing Vision Strategy   | Steve Fyfe   | To consider and provide comment on a draft vision to achieve safe, decent affordable housing within GM prior to submission for approval to the GMCA in October 2018   |
|          | Homelessness update   | Mike Wright  | To provide an update on progress with the Committee's recommendations endorsed by the GMCA in March 2018  |



|                             |  |   |   |
|-----------------------------|--|---|---|
|                             | Waste Procurement technical solutions                                | David Taylor, Executive Director, Waste & Resources | To ensure that the proposed solutions to the waste services put forward by potential bidders will deliver what GM needs   |
| 15.11.18                    | GMS six monthly update on Performance & Implementation Plan          | Simon Nokes/John Holden                             | To provide an update on six monthly actions and to review the next iteration of the implementation plan with associated actions   |
|                             | Bus Reform Update  | Michael Renshaw                                     | To provide a further update at the request of the Committee   |
|                             | Draft Waste and Resources draft Strategy                             | David Taylor, Executive Director, Waste & Resources | To consider an early draft of the Strategy's key priorities.  |
|                             | Draft Natural Capital Investment Plan                                | Mark Atherton, GMCA                                 | Requested by the Committee at the September meeting.  |
| 13.12.18 - <b>Cancelled</b> | City centre housing developments and use of property funds surpluses | Mayor Paul Dennett                                  | To obtain agreement of investing further GM Housing Investment Loan Fund into City Centre housing developments. Approve £350k of GMHILF surpluses be used as revenue to develop affordable housing propositions and priorities as identified in the GM Housing Strategy (went to GMCA in December 2018) |
|                             | TfGM's Capital Programme   | Steve Warrener                                      | To provide the Committee with an oversight of TfGM's Capital Programme  |
|                             |  |   |   |

## Items Considered in 2017-18 by the Committee

|                    |  |
|--------------------|--|
| Work in April 2018 | <ul style="list-style-type: none"> <li>• Green summit</li> <li>• Greater Manchester bus services update</li> <li>• Greater Manchester Strategy (GMS) implementation plan and performance dashboard</li> <li>• Draft response to the National Policy Planning Framework (NPPF)</li> </ul> |
| 13.3.18            | <ul style="list-style-type: none"> <li>• Greater Manchester Spatial Framework (GMSF) land supply</li> <li>• Homelessness</li> </ul>  |
| 15.2.18            | <ul style="list-style-type: none"> <li>• Timetable for preparation for the revised GMSF</li> <li>• The air quality plan</li> <li>• Performance management framework for GMS</li> </ul>   |
| 15.1.19            | <ul style="list-style-type: none"> <li>• Update work on town centres</li> <li>• Inclusive design of Greater Manchester's transport infrastructure</li> </ul>   |
| 13.12.17           | <ul style="list-style-type: none"> <li>• Greater Manchester as a carbon neutral city region</li> <li>• Congestion</li> <li>• National infrastructure Assessment Consultation</li> </ul>  |
| 16.11.17           | <ul style="list-style-type: none"> <li>• Transport strategy update</li> <li>• Greater Manchester housing affordability</li> </ul>  |
| 18.10.17           | <ul style="list-style-type: none"> <li>• GMS implementation plan</li> <li>• Bus services in Greater Manchester</li> </ul>  |

**JOINT GREATER MANCHESTER COMBINED AUTHORITY  
& AGMA EXECUTIVE BOARD MEETING**

Date: Friday 11 January 2019  
Subject: Future of Greater Manchester  
Report of: Andy Burnham, Mayor of Greater Manchester

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**PURPOSE OF REPORT:**

A wide range of plans are being considered at the Combined Authority meeting on 11 January. All of these plans are inter-related and it is important to set them in a wider context about the future of Greater Manchester. The attached paper sets out this wider strategic context within which each of the plans and proposals at the Combined Authority meeting need to be viewed.

**RECOMMENDATION:**

Members are asked to:

Endorse the strategic context paper set out in the attached document as part of their consideration of the other papers presented at the Combined Authority meeting



## **FUTURE OF GREATER MANCHESTER**

In this time of national uncertainty, socially and economically, Greater Manchester is taking the initiative and setting out our bold plans to give people, communities and businesses hope and confidence for the future. Our plans will set out how Greater Manchester is 'open for business' globally, how we will thrive and prosper into the future, how we will support everyone to reach their full potential, and how we will ensure that nobody is left behind.

The **Greater Manchester Strategy *Our People, Our Place*** sets a clear vision for GM – to be one of the best places in the world to grow up, get on in life and grow old – where there is:

- A good start in life for everyone
- Good opportunities for our young people, who are equipped for life
- Good employment for all in our thriving, productive zero carbon economy
- Good connectivity – digitally and by public transport – within all parts of Greater Manchester
- Good, affordable housing in stronger and safer communities
- A good cultural and leisure offer for everyone in a green city region
- Good health, support for people to live fulfilling lives and quality care for those who need it
- A good quality of life in an 'age-friendly' city region

People are at the heart of everything we do and our USP is an advanced devolution deal that allows us to reflect that in our policies. In each generation Greater Manchester has matched economic progress with social advancement. We are a place that has always delivered industrial innovations but never forgotten the people who power that economy.

Greater Manchester was the beating heart of the industrial revolution, the birthplace of everything from commuting to the computer. But these innovations are matched with social progress in the Trades Union Congress, the suffragettes and the cooperative movement.

This radical spirit is central to Greater Manchester's identity. We do things differently here, and do things first.

As politics in Westminster is focussed on the debate over Brexit, our focus in Greater Manchester is on growth, investment and reform of public services in order to ensure that everyone here is supported to achieve their potential and that nobody is left behind. We will do this by working in partnership with our communities, public services, voluntary sector and businesses.

And we are already making great strides in implementing this vision, for example:

- A determined effort to tackle the problems of rough sleeping is already beginning to have an impact, including via the Bed Every Night campaign
- The new Police and Crime Plan focuses on the importance of safety and security of people, places and businesses and their role in promoting and enabling well-being across the board
- We are investing in the UK's largest joined-up cycling and walking network, revolutionising how journeys are made and enabling people to travel actively in their community
- We are reducing the amount of time people have to stay in hospital by better supporting people in their homes and communities. We are improving access to primary care, driving up the quality of care homes and transforming children's mental health services. Greater Manchester recently became the first place in the country to publish waiting time data for children's mental health
- We are rethinking support for older people, with the World Health Organisation recently designating Greater Manchester the UK's first age-friendly city-region
- We are part of the prestigious 100 Resilient Cities Network and developing a Resilience Strategy for the City Region

- We have invested in a multi-million pound Business Productivity and Inclusive Growth Programme which will support GM employers to raise their productivity and create high quality jobs.

But we want to go further, and faster. That is why we are publishing a number of bold plans for consultation that will shape the future of our city region for generations to come. From building the homes we need to cleaning up the air we breathe, we are making the decisions that are required if we are to realise our ambitions for Greater Manchester. In keeping with our USP, these plans are not just about our economic future but our social responsibilities too. That's why, for example, our Housing Vision ensures we develop housing solutions to address the needs of all our residents. And it's why we are taking bold action to help our young people get on in life and seize the opportunities available in Greater Manchester.

The plans are all interlinked and together will mean significant decisions will be taken, many of which will have an impact on the things which are most important in our lives. By publishing these plans we are showing that Greater Manchester is a confident, forward-thinking city region – with a plan for the future.

#### Reformed Public Services

We can only support people to achieve their full potential and ensure that we are creating the Greater Manchester we all want to live in if we change the way in which public services work. We need to integrate services around people and their needs, focusing on prevention, developing new models of support, and sharing information across the public sector to design and deliver better services. Our reform priorities are focused around early years, life readiness of young people, tackling homelessness and ensuring that people are supported in ageing well. For example in early years we are striving to ensure Greater Manchester meets or exceeds the national level of 'school readiness' by 2020 by developing our workforce, developing new antenatal care models and ensuring good nursery provision with excellent places for children to play and learn.

Last month we therefore set out a bold plan for a pioneering model for public services, our **Public Services White Paper**, which will see communities, public services and the voluntary sectors working hand in hand to reform services and focus on delivery, breaking down the silos between services. These plans will be one of the key pillars for delivering the overarching aims of the Greater Manchester Strategy and considering how we push forward devolution in the city region.

#### A Good Start in Life for Young People

We want our young people in particular to be ready for the changing world into which they are growing up, and to have the right skills to seize the opportunities that are available in, and will be attracted to, Greater Manchester. That is why we have been focusing on **Life Readiness**, working with the Youth Combined Authority. As part of this we are developing an exciting Opportunity Pass for our young people. I am proposing that this will offer all 16-18 year olds free travel on buses in Greater Manchester from September on a two year trial basis, to help connect them with opportunities across the conurbation – to access the right course to develop their future career, to travel to the many leisure and cultural offers of Greater Manchester or to travel to employment. In this way it will support not only young people but employers alike by ensuring greater access to the skills our businesses need. Young people have also said that they want a Curriculum for Life (a series of learning experiences that develop young people's knowledge and life skills) and a UCAS style portal (which will help young people understand the changing world of work and apply for the wide range of opportunities available). Both of these are currently in development.

#### Good Employment for All in our Thriving Economy

We want to ensure that everyone can access secure fairly-paid, flexible employment, with opportunities to progress and develop. All the evidence (from organisations such as Be the Business

and others) suggests that companies who invest in their workforce are also the most productive. So we are developing a **Good Employment Charter**, working with key business representative organisations, public sector employers, the voluntary and community sector, Trade Unions, and others. This will not only support our employers to become more productive, but also build on GM's history of social innovation and putting people at the heart of Greater Manchester.

We also want to ensure all residents have the skills to get on in life and achieve their full potential. Through improved skills, innovative thinking and access to talent, GM businesses will be more successful locally, nationally and globally. This will enable our economy to create exciting, well-paid jobs in new industries, and increase the competitiveness of our high employment sectors, leading to a thriving and productive economy in all parts of GM. That is why GM is currently developing a **Local Industrial Strategy**, which will embed a Local Skills Plan to ensure all residents can benefit from the opportunities in Greater Manchester. The Strategy will be clear on our strengths which make Greater Manchester a great place to do business, and help to attract new business and new industries to Greater Manchester, as well as the challenges we face particularly around skills, infrastructure and health where more focus and investment is needed. It is being jointly developed with Government and will be agreed in March.

Digitalisation and decarbonisation will be at the heart of every global city region in the future, and therefore a key part of our Local Industrial Strategy. It is for this reason that we have already launched a **Digital Strategy** focusing on business opportunities, skills, infrastructure and how digitalisation will transform public services. As part of this GM, along with Government, is investing £40m to use the power of large scale public procurement to accelerate private sector investment in full fibre to the premises infrastructure across GM – which will also be a foundation for early roll out of next generation 5G mobile networks in the City Region. We are also taking a leading role in the drive to carbon neutrality having launched our clear ambition to advance the date of carbon neutrality by at least a decade. We know that there are clear advantages by acting first on this agenda, so we will be publishing a **5-year Environment Plan** at the Green Summit in March, which will set out our challenges, actions and investments to put us on the path to achieving a high quality, resilient environment, with the social and economic opportunities that offers.

#### Good Connectivity

Ensuring people can move around Greater Manchester to access jobs and leisure opportunities is vital to all residents, communities and businesses. We need to ensure the continued development and integration of our transport system to make sure that it fully supports our businesses and residents in fulfilling their potential.

Greater Manchester has attracted global attention for the £160m investment in cycling and walking, led by our Cycling and Walking Commissioner. Metrolink continues to go from strength to strength and has in excess of 40 million passenger journeys a year. This will continue to expand and in the next 18 months we'll see the opening of a new tram lines to the Trafford Park and 27 new trams on the network to provide the capacity we need.

But a further step-change in investment in our public transport infrastructure and travel alternatives is needed too. The Greater Manchester Transport Strategy 2040 (2017) set out a future vision for "world class connections that support long-term sustainable economic growth and access to opportunities for all". The ambition is to deliver a fully integrated and sustainable transport system that provides real choice to people travelling in GM and enables us to reduce car use to no more than 50% of daily trips, with the remaining 50% made by public transport, waking and walking. This would mean a million more trips each day using sustainable transport modes in Greater Manchester by 2040 and would help to make our communities less congested and polluted, and safer for everyone.

The new **Transport Delivery Plan 2020-2025** sets out our plan for the next five years to make rapid progress on delivering this vision. In addition to prioritising new development sites in locations that are already accessible by public transport, we are setting out bold investment and reform plans for improving all parts of our transport system.

This includes: further investment in new infrastructure to make cycling and walking the natural choice for short journeys; at least £100m investment in our town and city centres to make them pleasant, thriving, well connected places; more capacity on our Metrolink network, supported by zonal fares and contactless payment; investment in improved park and ride facilities and electric vehicle charging infrastructure; investigation of the feasibility of new rail and Metrolink stations across Greater Manchester; and significant investment in critical highways infrastructure to relieve congestion hotspots and improve access to development sites. The Delivery Plan also identifies how Highways England and Network Rail will need to work closely with Greater Manchester to ensure the right critical investment in our rail and motorway networks to support our residents and businesses.

And reforms will also be required to ensure that we have the powers we need to deliver our 2040 Vision for an integrated transport system. This includes reforms to our bus network to allow it to operate as a single network, with simple fares and ticketing, and an excellent customer experience. Greater Manchester is leading the way on bus reform nationally, as the first mayoral Combined Authority seeking to make use of new powers in the Bus Services Act 2017. In doing so, the Combined Authority has decided to consider the introduction of a proposed bus franchising scheme for Greater Manchester and that assessment, which will compare franchising with other realistic options of reform, continues to be developed. Once that assessment is completed, it will be considered by the Combined Authority with a view to having the assessment independently audited. Subject to the conclusions of both the assessment and any audit, we will consult with the public about this important issue.

Finally, the Delivery Plan also identifies potential sources of investment to achieve greater long-term certainty over transport funding. In particular, we want to establish a fully devolved, long-term infrastructure budget for Greater Manchester, as recommended in the National Infrastructure Commission's recent National Infrastructure Assessment. We are encouraging Government to consider this through the National Spending Review.

### Good, Affordable Housing

We want to take a new approach to housing to tackle the housing crisis, to ensure our housing solutions address the needs of all our residents: those who are homeless or one step away from being homeless; issues of affordability and quality of housing; ensuring the right housing for older people in communities which avoid the risk of isolation; and aspirational housing. So today we are launching our **Housing Vision** which sets out what GM needs from its current and future housing and the challenges and issues with today's housing. Over the coming months, based on feedback and consultation, this will be turned into a Housing Strategy which will set out how GM might go about achieving that vision.

Part of that Strategy will be the development of a GM definition of affordable housing and the GM Spatial Framework includes a new policy commitment to deliver at least 50,000 affordable homes by 2037, and a major drive to ensure at least 30,000 of these are social homes. To support this last month the Combined Authority agreed to support this exciting vision by investing some of the surpluses from our £300m Housing Investment Loan Fund to support the delivery of truly affordable housing, tackle empty homes and issues in the private rented sector including rogue landlords. We will also launch a major new drive to raise standards in the PRS, including the development of a GM Good Landlord standard.



## Sustainable Places

People care passionately about the places where they live and we need to be creating vibrant communities, with a sense of belonging and pride. This is not only about the right housing in the right places but also a wide range of other factors too – about infrastructure, access to culture, jobs and the quality of the environment. GM is already working with City of Trees to increase the number of trees in Greater Manchester and is a Defra Urban Pioneer city region, acting as a testbed for new ways to improve the natural environment.

We are therefore bringing together all these issues into a draft **Greater Manchester Spatial Framework** for consultation. This plan is all about creating sustainable places in Greater Manchester – where people can achieve their full potential. That requires important decisions to be made about the pattern of future growth, taken in an integrated way, to reflect the inter-relationships between all communities and parts of Greater Manchester socially, environmentally and economically. The Spatial Framework has therefore been radically re-written to reflect the comments received on the last draft. It focuses on making the most of our brownfield sites and bringing forward development in town centres and our most sustainable locations. It also cuts the green-belt take by over 50% and offers far stronger protection for the most valuable spaces – spaces which are important for people's health.

As part of this we have recognised that we need to develop a far stronger housing and employment offer within our Town Centres – as their role as retail centres changes, and to ensure our Town Centres with their proud history remain vital sustainable communities which are in well-connected locations. That is why the **Town Centre Challenge** was launched last year to support all Districts across GM to help bring forward innovative plans, and generate confidence with the private sector, to build a strong resilient future for GM's Town Centres. This is a national issue where Greater Manchester is leading the way in helping to find solutions. The role of GM's Town Centres is vital to the future of GM, to support development in sustainable locations and reduce the need for new development in the Greenbelt. That is why we are delighted that, as a result of the Town Centre Challenge, we are today bringing forward plans to go out to consultation on creating a **Mayoral Development Corporation** to support the regeneration of the Town Centre West area of Stockport – a once in a generation opportunity to re-draw/re-balance the Town Centre to deliver a new urban village (with up to 3000 homes) and to support economic growth. This is the first time a Mayor has exercised their devolved power in this way to kick-start redevelopment of a town centre location.

We also know that the right infrastructure needs to be in place if we are going to support a changing and growing conurbation. Not only the physical infrastructure, but also the social infrastructure that people rely on such as schools and health services. But there are already challenges with GM's existing infrastructure, and the future demands on our infrastructure are going to change for example from how our energy system will adapt to more Electric Vehicles and how we heat our buildings. We are taking these challenges seriously which is why today we are launching an **Infrastructure Framework** which sets out the key challenges for the physical and social infrastructure, and how GM may need to respond. Over time this will help shape important investment decisions and priorities. As part of this GM has already secured substantial funding from Government to deliver the infrastructure needed to make some housing schemes across the conurbation viable.

Culture is also at the heart of creating vibrant welcoming places, and a sense of belonging and pride. Building on the history of doing things differently and first, and recognising that the creativity of the people of GM is part of the DNA, GM is currently consulting on a **Cultural Strategy** which will be finalised in the next couple of months and will support both our international competitiveness and confident, inclusive communities. This is being backed by £7m of investment in a Cultural and Social Impact Fund across two years and the Great Places project which aims to test and develop the cultural offer for the future, built on what residents value.

### Good Health

We know that poor health is affecting far too many of our residents and their quality of life, as well as keeping them out of employment. That is why the reform of health and social care has consistently sat at the heart of the GM reform agenda. One of the reasons for poor population health in GM is the poor air quality around the heaviest used parts of our road system and key centres. These are however some of our most sustainable locations for future growth. The issues of poor air quality are also adversely affecting some of our most deprived communities, and children are particularly vulnerable to polluted air. Therefore tackling the issue of Air Quality is an imperative.

The **Clean Air Plan** that is in development will aim to ensure that we tackle this challenge in the near term and ensure that our city region can grow in a sustainable way that promotes opportunity and better health for all. Although no decisions have been made yet, the GM Clean Air Plan will aim to safeguard all our residents from air polluted by high levels of Nitrogen Dioxide whilst protecting the poorest in our communities from any financial penalties.

### Conclusion

We want to work with Government to implement these plans. But we need to acknowledge that the current state of local government finances are precarious and have a direct effect on our ability to deliver the change and impact we, and Government, aspire to achieve. To implement some of these plans we will need to have a different, stronger partnership with Government, and more co-design and control over areas such as skills and transport, and a place based approach to housing, health and welfare, if we are to drive forward the vision set out in the Greater Manchester Strategy.

The plans we are bringing forward today are bold and ambitious. They seek to make it clear to Government and the world that Greater Manchester has a plan for our future, and we are clear about what we need to do to achieve it. They are vital to help people take charge of their own lives, achieve their full potential and have a sense of hope and optimism for the future.

**JOINT GREATER MANCHESTER COMBINED AUTHORITY  
& AGMA EXECUTIVE BOARD MEETING**

Date: Friday 11 January 2019  
Subject: Stockport Mayoral Development Corporation  
Report of: Andy Burnham, Mayor of Greater Manchester

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**PURPOSE OF REPORT:**

This report sets out the plans to consult on the establishment of a Mayoral Development Corporation (MDC) covering the Town Centre West area of Stockport.

**RECOMMENDATION:**

Members are asked to:

1. Endorse the Mayor undertaking a consultation exercise in respect of the designation of a Mayoral Development Corporation in the Town Centre West area of Stockport (para 14-21)
2. Request that a further report be brought back setting out the outcome of the consultation to a future meeting of the Greater Manchester Combined Authority for approval
3. Endorse the general principles which would apply to any GM Mayoral Development Corporation (para 23).

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## **INTRODUCTION**

1. Stockport's Town Centre West area has the potential to be a new urban village of up to 3,000 new homes with complementary mixed use development and the social infrastructure required to support a significant increase in the residential population. Large-scale regeneration would ensure that Town Centre West is a healthy, sustainable place which incorporates innovation and smart technology into design and urban living as well as the appropriate social, physical and green infrastructure to support existing and new residents.
2. The focus on the regeneration of this part of Stockport is a key part of the Mayoral Town Centre Challenge which was launched in November 2017. A key part of that challenge is to ensure that a stronger housing and employment offer is developed in GM's Town Centres – as their role as retail centres changes, and to ensure that we are maximising the opportunity of developing brownfield land in sustainable locations. This sort of integrated regeneration approach is vital to maximise the viability of such brownfield land sites for housing and employment.
3. The Combined Authority at its meeting in September agreed to consider creating a Stockport Mayoral Development Corporation (MDC) to capitalise on this opportunity for the regeneration of the Town Centre West area subject to further work.
4. It also agreed a draft set of principles for any GM Mayoral Development Corporation to be agreed by a future Combined Authority meeting.

## **FURTHER WORK**

5. Since the September CA meeting a range of further work has been progressed.
6. Cushman & Wakefield have been commissioned by Stockport Council to produce a Strategic Regeneration Framework (SRF) for Town Centre West. This will refine the vision for the area and result in a comprehensive masterplan that maximises the area's advantages in terms of:
  - Its proximity to the wider town centre
  - Its exceptional transport connectivity through the West Coast Mainline and strategic position adjacent to M60
  - The significant momentum created by the development that is currently coming forward in the area (e.g. the Interchange, former Royal Mail Sorting Office, Stockport Exchange, and the redevelopment of the Stockport College site)
  - Its river-side setting
  - Its existing heritage assets and architectural character
  - Significant public sector land ownership
  - Existing community (resident and businesses)
7. The SRF will be set out how Stockport can address the challenges that Town Centre West faces which include fragmented land ownership, topography, marginal viability and

potential remediation / abnormal costs on some sites, and a need to ensure additional social infrastructure is provided.

8. Homes England are actively engaged in the Town Centre West area through the allocation of Housing Infrastructure Fund (Marginal Viability) awards to the Interchange and Weir Mill schemes as well as through its ownership of the Stockport College site. Homes England are currently exploring options to support and encourage accelerated housing delivery in the area with a view to submitting a report to their Board in January on how best to engage with the Town Centre West opportunity.
9. Deloitte have produced a full Business Case for Stockport Council for the creation of a Mayoral Development Corporation. The conclusion the Deloitte business case comes to is that town centre regeneration on the scale required for Town Centre West will require a comprehensive approach to masterplanning and land assembly, engagement with investors and developers, and the careful consideration of how best to support regeneration from a planning point of view. It will also require the coordination of public sector powers, landholdings, and resources at national, GM, and local levels.
10. Town Centre West's scale, its need for place-shaping, its fragmented land ownerships, its multiplicity of stakeholders, and the requirement to create a diverse investment platform will require the creation of a co-ordinated delivery vehicle if its potential is to be achieved.
11. Following an options analysis of the potential delivery vehicles which could be established Deloitte concluded that the creation of an MDC was the optimal regeneration vehicle for this area as it would:
  - deliver the single institutional platform for land assembly, masterplanning, development facilitation, site preparation and infrastructure and place creation; and the ability to harness the resources of local and national government to secure maximum impacts and efficiency
  - have the profile and ability to create a diverse mix of investment propositions to take to the market
  - have the profile to procure development partners underpinned by land sale agreements or joint ventures between public and private sector partners
  - provide a vehicle through which public sector land acquisition powers could be brought together to facilitate and unlock development
  - be able to bring together appropriate experience and capacity in development and place-making from across the public sector, and at Board-level through both Executive and Non-Executive members, to create the momentum to support delivery of a long-term and complex change programme
  - set in place a time-limited but long-term structure and business plan that would sit outside other organisational contexts and pressures. This would ensure that there was a committed and certain resource set in place to underpin its investment strategy. A single place integrated approach for all these key activities and requirements will optimise the relationships between democratic responsibility and the economic and social priorities of the Mayor, Combined Authority and the Council and other public/private partners

- be required to report to both Stockport Council and Greater Manchester Combined Authority to ensure that its proceedings can be scrutinised within existing democratic structures
12. Deloitte have estimated the overall costs (set-up and operational costs) of running the Mayoral Development Corporation (MDC) to be circa £0.500m per annum. In line with this, Stockport Council has included budget of £0.500m per annum in their Medium Term Financial Plan to fund these costs. The inclusion of this budget in the Council's MTFP was approved at the Cabinet meeting on 18 December 2018 and will ensure that the MDC is funded on a permanent basis. The Council has also agreed that any additional costs incurred in 2018/19 relating to the work to develop the MDC proposal will be met from the Council's identified resources.
13. In reviewing the various delivery options Deloitte and PWC have separately looked at the financial and tax implications of driving the regeneration of Town Centre West through an MDC as opposed to delivery via the Local Authority. They have concluded that although there may be additional tax implications of using the MDC model compared to a Local Authority model, the detail will depend on how activities are structured between the MDC and Stockport Council. In particular:
- A broad range of activities undertaken by an MDC established to deliver regeneration and housing are zero-rated for VAT. Therefore there would be no VAT difference between an MDC and Local Authority. Only activity that falls to be non-business or exempt will result in additional VAT costs (e.g. VAT incurred in relation to seconded staff). An MDC supported by public sector partners would have the flexibility to ensure that activities are undertaken by the most VAT-efficient organisation in order to minimise VAT exposure
  - The operating model(s) for any MDC could be set up in order to minimise Stamp Duty Land Transfer costs by carefully structuring how the Local Authority and MDC acquires, holds, and transfers land.

## **MOVING TO CONSULTATION**

14. Based on the above progress this report recommends to the CA that it is appropriate for the Mayor to commence a formal consultation in respect of the designation of a Mayoral Development Corporation in the Town Centre West area of Stockport.
15. The creation of a Mayoral Development Corporation (MDC) in Stockport's Town Centre West would be a significant statement of collective ambition to drive forward regeneration at pace and scale in a town centre context. An MDC's unique ability to lead site acquisition and land assembly for development means that any decision to establish one is likely to generate significant public interest. Therefore it requires robust stakeholder engagement and a formal consultation process, as set out in legislation, before any decision is made. It will be particularly important to clarify what the establishment of an MDC would mean for existing residents, businesses, and landowners.

16. It is proposed that the Mayor will carry out a consultation which will launch on 11th January 2019 following the GMCA meeting and run for a period of eight weeks until Friday 8th March 2019. The results will then be analysed and will inform the Mayor's decision about whether to proceed with the creation of an MDC or not.
17. It is proposed that the consultation is an open, web-based public consultation in addition to the statutory consultees as set out in the legislation which are:
- Greater Manchester Combined Authority
  - Stockport Council as the Local Authority in which the proposed MDC area falls
  - The Member of Parliament in whose constituency the proposed MDC area falls
  - Any other person whom the Mayor considers it appropriate to consult
18. The proposed consultation will be supported primarily by Stockport Council to ensure that it accurately reflects local circumstances. It is proposed that it will be an online consultation exercise hosted on the GM Consult platform with GMCA's consultation team providing expert advice to ensure the process is robust. Stockport Council will produce the consultation questions and supporting contextual information about the aims and objectives of the proposed MDC. These consultation materials will draw on the emerging Strategic Regeneration Framework that is in preparation for Stockport's Town Centre West area and the business case that has been prepared to support the MDC proposal to ensure that spatial regeneration ambitions and proposed MDC operating model and governance arrangements are set out in the consultation.
19. The consultation will be publicised through Stockport Council's and GMCA's existing communications channels with press releases, social media messaging, and website content produced by Stockport Council in collaboration with GMCA.
20. The Mayor's consultation on the creation of a Mayoral Development Corporation will be followed in spring 2019 by a detailed consultation carried out by Stockport Council on the final draft of its Strategic Regeneration Framework for Stockport's Town Centre West area which will provide a further opportunity for public engagement on the final masterplan proposals that any MDC would be expected to play a central role in delivering.
21. A Mayoral Development Corporation is a statutory body established under Part 8 of the Localism Act 2011 and the Greater Manchester Combined Authority (Functions and Amendment) Order 2017. With regard to planning powers, the Mayor has decided that the Mayoral Development Corporation will not be a local planning authority or have certain specified planning functions. This position is in line with the GM principles outlined below. With regard to powers to grant discretionary relief from non-domestic rates, the Mayor has decided that the MDC will not assume any of the functions of the Local Billing Authority with regard to the billing or collection of non-domestic rates.

## **TIMELINE AND NEXT STEPS**

22. Once the results of the consultation are received and analysed the proposed future steps towards the creation of an MDC are:

- Subject to the consultation results, and paying due regard to the views of the consultees including Stockport Council in whose area the MDC will operate, the Mayor will issue notice that he intends to create an MDC in the Town Centre West area of Stockport. This is likely to come before the March CA meeting
- The consideration period for the designation of a Mayoral Development Area is 21 days beginning with the day the document proposing the designation of the Mayoral Development Area is laid before the GMCA in accordance with the standing orders of the GMCA
- Following this period, the Mayor must publicise the designation and notify the Secretary of State of the designation setting out the name to be given to the Mayoral Development Corporation for the area
- The Secretary of State must issue an Order to bring this into effect. It is noted that, given Parliamentary process and timescales, an Order is unlikely to be passed until Autumn 2019 at which point the MDC could be formally created. In advance of any Order it is proposed that a shadow board would be formed from Spring 2019, subject to the consultation, if the Mayor has issued a designation notice.

## **WIDER PRINCIPLES FOR ANY GREATER MANCHESTER MAYORAL DEVELOPMENT CORPORATION**

23. The principles set out in the September CA report which should underpin any GM Mayoral Development Corporation have been subject to further consideration and examination, including by Deloitte who have endorsed them as sound. The CA is therefore asked to agree the following as principles that should be applied to any GM MDC:
- An assumption that planning powers remain with the Local Authority
  - A commitment from the host Local Authority to underwrite costs, for example the Chair of the Board, the lead Executive and associated activities
  - A commitment from the host local authority to ensure existing staff resources are available to form the core executive team
  - A commitment to collaborative working between the Mayor and host authority to agree how development is to proceed
  - Demonstration that the approach has the ability to simplify decision making
  - All partners to recognise that there should be no significant new revenue cost
  - Any 'Board' has the development expertise, prominence, and leadership capable of securing private investment and that that expertise is balanced in a way which builds in democratic accountability
  - The statutory roles of Chief Finance and Chief Legal Officer to be provided by the host authority and GMCA respectively

## **RECOMMENDATIONS**

24. The recommendations are given at the front of this report.