

Overview & Scrutiny Committee Agenda

Title: Housing, Planning & Environment Overview & Scrutiny Committee
(Please note this meeting will be livestreamed)

Date: Tuesday 5 June 2018

Time: 10.30 am to 12.30 am

Venue: Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU (**location map attached**)

Annual Meeting

Item No	Title	Page No
1.	Apologies for absence	
2.	Membership for the 2018/19 Municipal Year To note the Members appointed by the GMCA on 25 May 2018 for the 2018/19 Municipal Year:	
	Membership:	
	Councillor Shamim Abdullah	Labour Member for Bolton
	Councillor Andrew Morgan	Conservative Member for Bolton
	Councillor Catherine Preston	Labour Member for Bury
	Councillor Dorothy Gunther	Conservative Member for Bury
	Councillor James Wilson	Labour Member for Manchester
	Councillor Paula Sadler	Labour Member for Manchester
	Councillor James Larkin	Labour Member for Oldham
	Councillor Stuart Dickman	Labour Member for Salford
	Councillor Linda Robinson	Labour Member for Rochdale
	Councillor Laura Booth	Labour Member for Stockport
	Councillor Lisa Smart	Liberal Democrat Member for Stockport
	Councillor Mike Glover	Labour Member for Tameside
	Councillor Graham Whitham	Labour Member for Trafford
	Councillor Lynne Holland	Labour Member for Wigan
	Councillor Michael Winstanley	Conservative Member for Wigan
	Substitutes:	
	Councillor Kevin McKeon	Labour Member for Bolton
	Councillor David Greenhalgh	Conservative Member for Bolton
	Councillor John Leech	Liberal Democrat Member for Manchester
	Councillor Hazel Gloster	Liberal Democrat Member for Oldham
	Councillor Ray Dutton	Labour Member for Rochdale
	Councillor Daniel Meredith	Labour Member for Rochdale
	Councillor Ann Stott	Conservative Member for Rochdale
	Councillor Tanya Burch	Labour Member for Salford

Councillor Adrian Pearce
Councillor Ruth Welsh
Councillor Amy Whyte
Councillor Bernard Sharp
Councillor Fred Walker
Councillor James Grundy

Labour Member for Tameside
Conservative Member for Tameside
Labour Member for Trafford
Conservative Member for Trafford
Labour Member for Wigan
Conservative Member for Wigan

3. **Appointment of Chair 2018/19**

4. **Appointment of Vice-Chair 2018/19**

5. **Members' Code of Conduct and Annual Declaration of Interest Form**

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To remind Members of their obligations under the GMCA Members' Code of Conduct and to complete an annual declaration of interest form which will be published on the GMCA website

6. **Terms of Reference**

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- a) To note the Committee's Terms of Reference.
b) To note the Committee's proposed dates and times of future meetings (all meetings will be held in central Manchester):

- 12 July 2018 (6.00 pm)
- 16 August 2018 (10.30 am)
- 13 September 2018 (10.30)
- 11 October 2018 (10.30 am)
- 15 November 2018 (6.00 pm)
- 13 December 2018 (10.30 am)
- 10 January 2019 (6.00 pm)
- 14 February 2019 (10.30 am)
- 14 March 2019 (6.00 pm)
- 11 April 2019 (10.30 am)
- 16 May 2019 (6.00 pm)
- 13 June 2019 (10.30 am)
- 11 July 2019 (6.00 pm)

Ordinary Business

7. **Chair's Announcements and Urgent Business**
(if any) at the discretion of the Chair

8. **Declarations of Interest**

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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

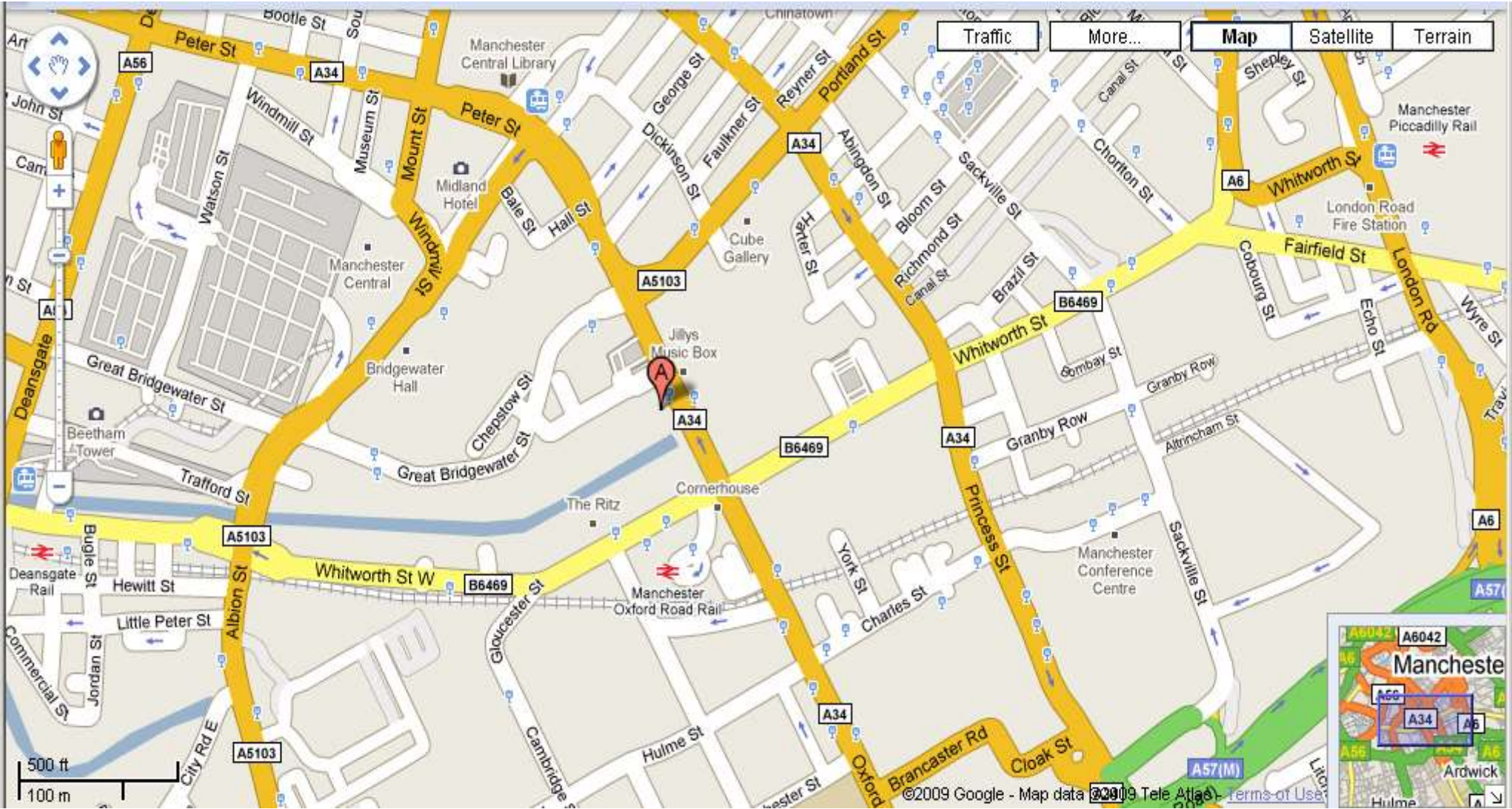
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|-----|---|----------------|
| 9. | Minutes of the last meeting held on 13 March 2018
To consider the approval of the minutes of the meeting held on 13 March 2018, as a correct record. | Page 26 |
| 10. | Waste and Resource Strategy
Report of Councillor Alex Ganotis, Portfolio Lead, Green City-Region and David Taylor, Executive Director, Waste and Resources Team, GMCA | Page 33 |
| 11. | Greater Manchester Housing Package
Paul Dennett, Salford City Mayor and Portfolio Lead for Planning, Housing and Homelessness | Page 42 |
| 12. | Update Work on Town Centre Challenge
Report of Andy Burnham, GM Mayor, GMCA | Page 49 |
| 13. | Introduction of a Zonal Fare Structure on the Metrolink Network
Stephen Rhodes, Customer Director, Transport for Greater Manchester (TfGM) | Page 55 |
| 14. | Work Programme
Report of Susan Ford, Statutory Scrutiny Officer, GMCA | Page 67 |
| 15. | Date and Time of Next Meeting
12 July 2018 at 6.00 pm. Venue to be confirmed. | |

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

This agenda was issued on 25 July 2018 on behalf of Eamonn Boylan, Secretary and Chief Executive, Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU

Location Map: Churchgate House, Churchgate House, 56 Oxford Street, Manchester M1 6EU

Nearest parking- NCP Great Bridgewater Street
Nearest disabled parking – Great Bridgewater Street on street parking
Churchgate House is facing Valerie Patisserie on Oxford Street



Housing, Planning & Environment Overview & Scrutiny Committee

Date: 5 June 2018

Subject: Code of Conduct and Register of Interests

Report of: Susan Ford, Statutory Scrutiny Officer, GMCA

1. PURPOSE OF REPORT

- 1.1 To remind Members that the GMCA's Member Code of Conduct sets out high expectations with regard Members' conduct. As Members of the GMCA's overview and scrutiny committees are co-opted on to a GMCA Committee the GMCA's code applies to them when they are acting in this capacity.

2. RECOMMENDATIONS

- 2.1 Members are asked to note the GMCA's Member Code of Conduct (Appendix A) and to complete an annual register of interest form (Appendix B).

3. CONTACT OFFICERS

- 3.1 Susan.ford@greatermanchester-ca.gov.uk 0161 778 7009.
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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.

None.

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

SECTION A: CODE OF CONDUCT FOR MEMBERS

Part 1 General Provisions

1 Introduction and Scope

- 1.1** The Greater Manchester Combined Authority is determined to promote and maintain high standards of conduct by its Members, Co-opted Members and those councillors from Greater Manchester's districts appointed to roles in which they act on behalf of the GMCA. The GMCA has adopted a Code of Conduct for Members in line with its obligations under section 27(2) of the Localism Act 2011.
- 1.2** This Code mandatorily applies to those acting as Members of the GMCA (including the Mayor and Substitute Members), voting Co-opted Members of the GMCA's committees or Appointed Members of Joint Committees, and references to "official capacity" are to be construed accordingly.
- 1.3** Compliance with this Code is a statutory requirement for those identified in paragraph 1.2. To promote good governance the GMCA strongly recommends voluntary compliance with the Code by non-voting Co-opted Members of the GMCA's committees and by elected members from Greater Manchester's ten districts when they otherwise act for or represent the GMCA. Where a member is only subject to the Code through voluntary compliance (as described in this paragraph) they will not in law be subject to the statutory obligations relating to member conduct under Chapter 7, Part 1 of the Localism Act 2011 nor can the conduct of such a member, insofar as it concerns that member's GMCA role, amount to any of the criminal offences referred to in this Code. However, the conduct of a member who has agreed to voluntarily be subject to the Code may be considered under the GMCA's arrangements for determining whether a member has breached the Code.
- 1.4** In this Code – 'meeting' means any meeting of:
- the GMCA; or
 - any of the GMCA's Committees or Sub-Committees, Joint Committees or Joint Sub-Committees.
- 1.5** This Code does not have effect in relation to a member's conduct other than where it is in that member's official capacity.
- 1.6** This Code will be reviewed every two years by the GMCA's Standards Committee or earlier if required by a change in legislation.

2 General Principles

- 2.1 The Code and the associated guidance are based on the following general principles.
- 2.2 Members must behave according to the highest standards of personal conduct in everything they do when acting as a Member or voting Co-opted Member (or in the case of those voluntarily subject to compliance with the Code in accordance with paragraph 1.3 above, where they are otherwise acting on behalf of the GMCA). They must observe the following principles of conduct, some of which are set out in law. The seven principles of Standards in Public Life known as the Nolan Principles underpin the provisions of the GMCA's Code of Conduct for Members. They are set out in paragraphs 2.3 to 2.9 below.
- 2.3 **Selflessness:** holders of public office should act solely in terms of the public interest. They should not do so in order to gain financial or other material benefits for themselves, their family, or their friends.
- 2.4 **Integrity:** holders of public office should not place themselves under any financial or other obligation to outside individuals or organisations that might seek to influence them in the performance of their official duties.
- 2.5 **Objectivity:** in carrying out public business, including making public appointments, awarding contracts, or recommending individuals for rewards and benefits, holders of public office should make choices on merit.
- 2.6 **Accountability:** Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office.
- 2.7 **Openness:** Holders of public office should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands.
- 2.8 **Honesty:** holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.
- 2.9 **Leadership:** holders of public office should promote and support these principles by leadership and example.
- 2.10 Where those covered by this Code act as a representative of the GMCA:
 - (a) on another relevant authority, they must, when acting for that other authority, comply with that other authority's code of conduct; or

- (b) on any other body, they must comply with this Code, unless it conflicts with any other lawful obligations to which that other body may be subject.

2.11 It is an individual's responsibility to comply with this Code. Failure to do so may result in a sanction being applied by the GMCA. A failure by a Member coming within the scope of paragraph 1.2 above to declare a Disclosable Pecuniary Interest may result in a criminal conviction and an unlimited fine and/or disqualification from office for a period of up to 5 years.

3 General Obligations for Members

3.1 You must not:-

- a. Do anything which may knowingly cause the GMCA to breach the Equality Act 2010;
- b. Bully or be abusive to any person;
- c. Intimidate or attempt to intimidate any person who is or is likely to be:
 - a complainant
 - a witness, or
 - involved in the administration of any investigation or proceedings, in relation to an allegation that a Member (including yourself) has failed to comply with the GMCA's Code of Conduct; or
- d. do anything which compromises or is likely to compromise the impartiality of those who work for, or on behalf of, the GMCA.

3.2 You must not:

- a. Disclose information given to you in confidence by anyone, or information acquired by you which you believe, or ought reasonably to be aware, is of a confidential nature, except where:
 - i. You have the consent of a person authorised to give it;
 - ii. You are required to do so by law;
 - iii. The disclosure is made to a third party for the purpose of obtaining professional advice, provided that the third party agrees not to disclose the information to any other person; or
 - iv. the disclosure:
 - is reasonable and in the public interest; and
 - is made in good faith and in compliance with the reasonable requirements of the GMCA; or
- b. prevent another person from gaining access to information to which that person is entitled by law.

3.3 You must not conduct yourself in such a way which could reasonably be regarded as bringing your office or the GMCA into disrepute.

3.4 You:

- a. must not use or attempt to use your position as a Member improperly to confer on or secure for myself or any other person, an advantage or disadvantage; and
- b. must, when using or authorising the use by others of the resources of the GMCA:
 - act in accordance with the GMCA's reasonable requirements;
 - ensure that such resources are not used improperly for political purposes (including party political purposes); and
- c. must have regard to any applicable Local Authority Code of Publicity made under the Local Government Act 1986.

3.5 When reaching decisions on any matter you must have regard to any relevant advice provided to you by:

- a. The GMCA's Treasurer (section 73 officer); or
- b. The GMCA's Monitoring Officer

where that officer is acting pursuant to his or her personal statutory duties.

3.6 You must give reasons for all decisions in accordance with any statutory requirements and any reasonable additional requirements imposed by the GMCA.

LOCALISM ACT 2011

GREATER MANCHESTER COMBINED AUTHORITY
(GMCA)
CODE OF CONDUCT FOR MEMBERS

**REGISTER OF MEMBERS' AND SUBSTITUTE MEMBERS' DISCLOSABLE
PECUNIARY INTERESTS (IN ACCORDANCE WITH SECTIONS 30 AND 31 OF THE
LOCALISM ACT 2011 AND THE RELEVANT AUTHORITIES (DISCLOSABLE
PECUNIARY INTERESTS) REGULATIONS 2012 (S.I. 2012 No. 1464)), AND
MEMBERS' AND SUBSTITUTE MEMBER'S PERSONAL INTERESTS IN
ACCORDANCE WITH PARAGRAPH 2.1 OF THE GMCA'S CODE OF CONDUCT FOR
MEMBERS**

I, _____

Member of the GMCA's Overview and Scrutiny Committee give notice that I have set out at PART 1 below under the appropriate heading the disclosable personal interests that I am required to notify to the GMCA's Monitoring Officer in accordance with Sections 30 and 31 of the Localism Act 2011 and The Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 and/or by virtue of Rule 16 of the GMCA's Procedure Rules and that I have set out at PART 2 below the personal interests which I am required to notify to the GMCA's Monitoring Officer under Paragraphs 7.1 and 7.2 of the Code of Conduct for Members adopted by the GMCA at its meeting on the 27 July 2012 and have put 'NONE' where I am not required to notify any disclosable personal interests or personal interests under any heading.

I am aware that in accordance with Section 30(3) of the Localism Act 2011, I am required to notify at PART 1 both my own disclosable personal interests and also any disclosable personal interests of

- (i) my spouse or civil partner,
 - (ii) a person with whom I am living as husband and wife, or
 - (iii) a person with whom I am living as if we were civil partners
- ("my Partner"), where I am aware that my Partner has the disclosable personal interest.

PART 1

DISCLOSABLE PECUNIARY INTERESTS

1. ANY EMPLOYMENT, OFFICE, TRADE, PROFESSION OR VOCATION CARRIED ON FOR PROFIT OR GAIN.

Member	Partner

NB: You need to include details of any employment or business in which you or your Partner are engaged. Employees should give the name of their employer. You should give the name of any company of which you or your Partner are a partner or remunerated director. Where you or your Partner hold an office, give the name of the person of the body which appointed you or your Partner (in the case of a teacher in a maintained school – the local education authority; in the case of an aided school – the school’s governing body)

2. SPONSORSHIP

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NB You must declare any payment or provision of any other financial benefit (other than from the GMCA) made or provided to you in respect of any expenses incurred by you in carrying out your duties as a Member / Substitute Member of the GMCA, or towards your election expenses, within the period of 12 months ending with the day on which you give your notification to the GMCA’s Monitoring Officer for the purposes of Section 30(1) of the Localism Act 2011 and/or by virtue of Rule 18 of the GMCA’s Procedure Rules. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

3. CONTRACTS WITH THE GMCA

Member	Partner

NB You should describe all contracts of which you are aware, which are made between the GMCA and

- (i) either yourself or your Partner or
- (ii) a body in which you or your Partner have a beneficial interest (being a firm in which you or your Partner is a partner, or a body corporate of which you or your Partner is a director, or in the securities of which you or your partner have a beneficial interest),

which are not fully discharged and which are contracts under which goods or services are to be provided or works are to be executed.

Please note that the reference to "securities" means "shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

4. LAND IN THE AREA OF THE GMCA

Member	Partner

You should include any land (including houses, buildings or parts of buildings and any interests as mortgagee) within the GMCA's boundaries in which you or your Partner, either alone or jointly, have a proprietary interest for your or your Partner's benefit. You should give the address or brief description to identify it. **If you live within the GMCA's boundaries you should include your home under this heading** either as owner, lessee or tenant. You should also include any property from which you or your Partner receive rent, or of which you or your Partner are the mortgagee.

5. LICENCES TO OCCUPY LAND

Member	Partner

NB You should include any land (including buildings or parts of buildings) within the GMCA's boundaries which you or your Partner have a right to occupy for 28 days or longer (either alone or jointly with others). You should give the address or a brief description to identify it.

6. CORPORATE TENANCIES

Member	Partner

[NB You should list here any tenancies of properties of which you are aware, where the landlord is the GMCA and the tenant is a body in which you or your Partner have a beneficial interest (being a firm in which you or your Partner is a partner, or a body corporate of which you or your Partner is a director, or in the securities of which you or your partner have a beneficial interest).

Please note that the reference to "securities" means "shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

7. SECURITIES

Member	Partner

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NB You should list here any beneficial interest of you or your Partner in securities of a body where –

(a) that body (to your knowledge) has a place of business or land within the GMCA's boundaries; and

(b) either –

(i) the total nominal value of the securities held by you or your Partner exceeds £25,000 or one hundredth of the total issued share capital of that body; or

(ii) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you or your Partner has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

Please note that the reference to "securities" means "shares, debentures, debenture stock, Loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society

PART 2

PERSONAL INTERESTS

1. BODIES TO WHICH YOU ARE APPOINTED OR NOMINATED BY THE GMCA

NB You should record here details of your **position of general control or management**, in any –

) *Body to which you have been appointed or nominated by the GMCA as its representative.*

2. INTERESTS IN CHARITIES, SOCIETIES AND OTHER BODIES

NB You should record here details of your **position of general control or management**, in any –

) *Public authority or body exercising functions of a public nature;*
) *Company, industrial and provident society, charity, or body directed to charitable purposes. (Freemasons should include here membership of the Masonic Grand Charity)*
) *Body whose principal purposes include the influence of public policy, including party associations, trade union or professional association.*

3. GIFTS AND HOSPITALITY

You should list here any person from whom you have received a gift(s) or hospitality with an estimated value of at least £100 (including multiple gifts and/or hospitality with an aggregate value of at least £100 from the same person). You should provide a description of the gift(s) or hospitality and the person you believe to be the source of the gift(s) and hospitality (including accumulative gifts and/or hospitality).

You should list any such gifts or hospitality which you have received within whichever is the shortest of the period of 3 years or the period since you were first elected as a Member / Substitute Member of the GMCA.

I recognise that it can be a CRIMINAL OFFENCE under Section 34 of the Localism Act 2011 to:-

- i) fail to comply with the obligation to notify the GMCA's Monitoring Officer of any disclosable pecuniary interests as required by Section 30(1) of the Localism Act 2011;**
- ii) provide information in relation to disclosable pecuniary interests that is materially false or misleading, and**
- iii) fail to comply with the obligation to notify the GMCA's Monitoring Officer of any further disclosable pecuniary interests that require notification in accordance with Sections 30(2) and 30(3) of the Localism Act 2011.**

I authorise this information to be made available in the GMCA's Public Register of Member's / Substitute Member's Interests which will be published on the GMCA's website as required by Section 29(6)(b) of the Localism Act 2011.

Signed:

Date:

OFFICE USE ONLY

RECEIVED

Signed GMCA

Date

GMCA OVERVIEW AND SCRUTINY COMMITTEES' ROLE AND PURPOSE AND TERMS OF REFERENCE

Greater Manchester recognises that its ways of working and formal governance need to support transparent and publicly accountable decision-making. Effective Scrutiny is even more important in the light of the new powers that devolution brings.

In a Mayoral combined authority like Greater Manchester, there are three points of power and accountability.

- The directly elected Mayor exercising mayoral functions;
- The Combined Authority (GMCA), consisting of the 10 GM local authority Leaders and the directly elected Mayor acting collectively;
- The GMCA's overview and scrutiny committees, holding both of the above to account.

Ultimately, all three of these sets of people are accountable to local people. An effective scrutiny function is a key part of this decision-making process.

The GMCA has established three thematic overview and scrutiny committees. The overarching purpose of these new structures is to improve the quality of decisions made by the GMCA and the elected Mayor. The committees will do this by:



- reviewing the work and decisions of the GMCA and the elected Mayor, and
- by acting as a critical friend in the development of policy and new work streams.

GM's three scrutiny committees are:

- Corporate Issues and Reform (GMCA as a corporate entity & public sector reform)
- Economy, Business Growth and Skills
- Housing, Planning and Environment (including transport and regeneration)

This structure will give the GMCA's scrutiny function more capacity to respond and contribute to the increased volume and variety of work flowing through the new Mayoral GMCA and this structure. And it also meets new legislative requirements.¹

¹ Schedule 5A of the Local Democracy Economic Development and Construction Act 2009 and the Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017.

<p>Membership</p> 	<ul style="list-style-type: none"> • Fifteen members for each overview and scrutiny committee, appointed annually. • At least one member from each of GM’s ten Constituent Councils. • Membership must reflect (as far as reasonably practicable) the political balance of the whole GMCA area. • The GMCA will have regard to any nominations made by Constituent Councils. • Members of the GMCA (including a Substitute Member) or an Assistant Portfolio Holder may not be a member of an overview and scrutiny committee. • It is proposed that substitute members are allowed from the pool of nominations received at the annual meeting subject to the agreement of the GMCA.
<p>Chair</p> 	<p>Each overview and scrutiny committee will appoint its own chair, who must be a member of one of the Constituent Councils who is an ‘appropriate person’. An appropriate person is:</p> <ol style="list-style-type: none"> i. A person who is not a member of a registered political party of which the Mayor is a member; or, ii. If the Mayor is not a member of a registered political party, a person who is not a member of the registered political party who has the most representatives on the GMCA; or, iii. If the Mayor is not a member of a registered political party and two or more parties have the same number of representatives, a person who is not a member of any of those parties. <p>These requirements also apply to the Chairing of any of the sub committees established.</p>
<p>Quorum</p>	<ul style="list-style-type: none"> • Two-thirds, that is ten committee members must be present for a meeting to be quorate. • The two thirds requirement also applies to sub committees.
<p>Voting</p>	<ul style="list-style-type: none"> • Each member of the overview and scrutiny committee to have one vote and no member is to have a casting vote. • Whenever a vote is taken at a meeting it shall be by a show of hands, and voting can be recorded at the request of members present at the meeting.

Terms of Reference



The GMCA's overview and scrutiny committees' role and function is as follows:

1. To **review or scrutinise decisions made, or other actions taken** by:
 - i. the GMCA, including decisions delegated to officers and committees of the GMCA;
 - ii. the Mayor in the exercise of general functions (but not Police and Crime Commissioner functions) including decisions delegated to officers, to the Fire Committee or to other members of the GMCA.
2. To **make reports or recommendations** to the GMCA or the Mayor (general functions only) concerning the discharge of their functions that are the responsibility of the GMCA.
3. To **make reports or recommendations** to the GMCA or the Mayor on matters that affect the GMCA's area or the inhabitants of the area.
4. To **Call-In** decisions made by the GMCA or the Mayor (general functions only). Decisions that have been delegated by the GMCA or the Mayor to other committees or officers (or by the Mayor to another member of the GMCA) may also be called-in. If a scrutiny committee does call a decision in they can:
 - i. **Direct that a decision is not to be implemented** while it is under review or scrutiny by the overview and scrutiny committee; and,
 - ii. **Recommend that the decision be reconsidered.**
5. To **establish formal sub committees or informal task and finish groups** if they wish.

Who Can Refer Matters to the GMCA'S Overview and Scrutiny Committees?

- A member of the overview and scrutiny committee
- A member of the GMCA, including the Mayor
- A member of a constituent council





Who Must Attend Meetings of the GMCA'S Overview and Scrutiny Committees?

- Members (including the Mayor and the Deputy Mayor) or officers of the GMCA must attend meetings, if invited, to answer questions.
- Other people may be invited to attend meetings of the overview and scrutiny committee, but are not obliged to attend.

Access to Information Requirements

- Combined Authorities' decision-making is now covered by Access to Information requirements, which means that 28 clear days' notice has to be given before a key decision can be taken (unless the general exception or special urgency rules apply).
- The Register of Key Decisions enables the scrutiny committees to keep abreast of major decisions that are going to be taken by the

	<p>GMCA, the Mayor or decisions that have been delegated to officers (or by the Mayor to other members of the GMCA). See https://www.greatermanchester-ca.gov.uk/downloads/file/306/register_of_key_decisions_june_2017</p> <p>Call in</p> <ul style="list-style-type: none"> • Each committee must publish proposals on how it proposes to exercise the power to call-in and its arrangements in connection with the exercise of that power. Each committee must obtain the GMCA's consent to these proposals and arrangements. • It is assumed that these proposals and arrangements will be the same for each committee.
<p>The draft remit for each committee, set out below which will be reviewed in the light of the new Greater Manchester Strategy's priorities. An initial cut of which priorities might be divided among the three committees is included at appendix 1.</p>	
<p>Corporate Issues & Reform</p>	<p>Remit to include –</p> <ul style="list-style-type: none"> • Matters of coordination and cross cutting policy themes • Devolution and legislative matters • Budget oversight and other financial matters • GMCA organisational and staffing issues • GM communications • GM Connect data sharing • GM's reform work (including criminal justice, services for children, employment, skills and worklessness) • Fire and rescue functions • Fairness, equalities and cohesion
<p>Economy, Business Growth & Skills</p>	<p>Remit to include –</p> <ul style="list-style-type: none"> • Investment • Science and technology • GM's global brand • Improving GM's international competitiveness • Business Support • Skills and Employment to support business growth • Culture

Housing, Planning & Environment	Remit to include – <ul style="list-style-type: none"> • Transport • Regeneration • Housing and Planning • Low Carbon • Waste (a new GMCA function from 1 April 2018) 	
Reporting Structures 	<ul style="list-style-type: none"> • The formal governance of the relationship between scrutiny and those who exercise the functions of the Greater Manchester Combined Authority (the GMCA, the Mayor, and officers) is set out in the terms of reference. • The work programme of each committee are likely to include pre-decision scrutiny and review of emerging policy areas. To facilitate this there will need to be a continuous dialogue between each of the three scrutiny committees, and between each committee, the GMCA, the Mayor and senior officers. 	
Agenda Management & Report Format 	<ul style="list-style-type: none"> • A work programme will be agreed and prioritised by the committee, but further items may be referred to the committee at any time. • Two substantive items per meeting. • Reports or presentations should be brief – approximately four pages of text wherever possible and less than 10 slides. • All agenda items should state the reason the item is being taken by the meeting and be clear what ‘the ask’ of the committee is. • Background documents and for information items should be listed on the front page of the report. • A papers (reports and presentations) will be circulated in line with statutory requirements five working days before the meeting. 	
Meeting Organisation 	Meeting Frequency: tbc but monthly in the first instance Meeting Duration: Usually 2 hours These meetings are held in PUBLIC and will be LIVESTREAMED (except where confidential or exempt information is being considered).	
Meeting dates 2018-19 	5 June 2018 12 July 2018 16 August 2018 13 September 2018 11 October 2018 15 November 2018 13 December 2018	10 January 2019 14 February 2019 14 March 2019 11 April 2019 16 May 2019 13 June 2019 11 July 2019
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Appendix 1

SCRUTINY OF GREATER MANCHESTER STRATEGY PRIORITIES

GMS priority areas	Suggested Scrutiny Committee
Enablers: (Person-centred approach, Partnership and transparency, Leadership and accountability, Taking control of our future)	Corporate Issues and Reform
Priority 1: Children starting school ready to learn	Corporate Issues and Reform (Children's Services aspects of this priority) and Economy Business Growth and Skills for the Skills and apprenticeships
Priority 2: Young people equipped for life	Corporate Issues and Reform
Priority 3: Good jobs, with opportunities to progress and develop	Economy Business Growth and Skills
Priority 4: A thriving and productive economy in all parts of Greater Manchester	Economy Business Growth and Skills
Priority 5: World class connectivity that keeps Greater Manchester moving	Housing, Planning and Environment
Priority 6: Safe, decent and affordable housing	Housing, Planning and Environment
Priority 7: A green city region and a high quality culture and leisure offer for all	Housing, Planning and Environment
Priority 8: Safe and strong communities	Corporate Issues and Reform (& Police and Crime Panel)
Priority 9: Healthy lives, with good care available for those that need it	Joint Health Scrutiny
Priority 10: An age-friendly Greater Manchester	Joint Health Scrutiny

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

NAME _____

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

**GREATER MANCHESTER COMBINED AUTHORITY (GMCA)
HOUSING, PLANNING AND ENVIRONMENT OVERVIEW & SCRUTINY
COMMITTEE, 13 MARCH 2018 AT 10.30 AM, GREATER MANCHESTER
FIRE & RESCUE SERVICES TRAINING CENTRE, CASSIDY CLOSE,
MANCHESTER M14 5HU**

Present: Councillor Lisa Smart (in the Chair)
Councillor Adrian Pearce (Tameside) – Substitute
Councillor Gill Peet (Tameside)
Councillor Hannah Roberts (Oldham)
Councillor Linda Robinson (Rochdale)
Councillor Bernard Sharp (Trafford)
Councillor Fred Walker (Wigan)
Councillor Elise Wilson (Stockport)
Councillor James Wilson (Manchester)
Councillor Michael Winstanley (Wigan) - Substitute

In attendance: Julie Connor (GMCA), Dawn Daly (Joint Veterans Alliance), Chris Findley (GMCA), Susan Ford (GMCA), Maura Jackson (Bolton Young Persons Housing Scheme), Dave Minshull (Joint Veterans Alliance), Pauline Towns (Community Volunteer) and Mike Wright (GMCA)

Apologies: Councillors: Councillor Michele Barnes (Salford), Councillor Lynne Holland (Wigan), Councillor Andrew Morgan (Bolton), Councillor Elaine Sherrington (Bolton) and Councillor Patricia Sullivan (Rochdale)

Officers: Eamonn Boylan (GMCA) and Anne Morgan (GMCA)

M49/HPE URGENT BUSINESS, IF ANY, INTRODUCED BY THE CHAIR

There was no urgent business introduced by the Chair.

The Chair opened the meeting and welcomed all those present. Initially the meeting was inquorate. The Chair, in agreement with Members agreed to continue on this basis until one further Member joined the meeting. The agenda was reorganised accordingly, taking items for noting first. The meeting then became quorate at 10.45 am.

The Chair thanked Councillor Hannah Roberts (Oldham) who had volunteered to attend the Housing and Planning Commission meetings in due course.

M50/HPE DECLARATIONS OF INTEREST

There were no declarations of interest received at the meeting.

M51/HPE GREATER MANCHESTER SPATIAL FRAMEWORK (GMSF) UPDATE

A report was presented that provided an update on the GMSF. The report covered three main areas; publication of the existing land supply information; consultation on the Draft National Planning Policy Framework (NPPF) and publication of the new Sub National Populations Projections (SNPP) and Sub National Household Projections.

The brownfield land registers published by districts in 2017 would be collated alongside the rest of the urban land supply for publication at the end of March 2018. The overall land supply requirement was for sufficient land for 170k homes across Greater Manchester. Evidence would provide the opportunity to comment on land supply within the urban area. The NPPF consultation (launched on 5 March 2018 until 10 May 2018), that would provide further details on the proposed methodology for assessing housing need, would be brought to the Committee. It was confirmed that the 2016 based population projections would be released in May/June 2018 and the household projections in summer 2018, which would coincide with the publication of the next draft GMSF. Assumptions underpinning the draft GMSF would need to be re-considered.

In discussion, the main points raised were as follows:

- It was confirmed that once all information had been received, the urban land supply figures would be published by the end of March 2018.
- It was uncertain how district housing supply figures would be affected by the new methodology, it was dependant on the results of the consultation.
- It was clarified that in recent statements Government had set an ambition that 300,000 homes a year should be delivered across England. Over the period 2015 - 2035 Greater Manchester would need to find land to deliver over 200,000 homes. The precise figure would depend on the final methodology for calculating housing need (Greater Manchester's requirement) that the Government was consulting on. At the present time it was anticipated that Greater Manchester would need to deliver well over 10,000 homes/year across Greater Manchester if Greater Manchester was to meet the anticipated requirement, which was approximately 3% of the Government's ambition for England. The GMCA was set to publish* information on Greater Manchester's existing supply within the urban area, which would demonstrate that Greater Manchester could provide land for over 170,000 homes up to 2035. The need to look for land in the green belt would depend on the gap between Greater Manchester's existing land supply (plus some assumptions that could be made realistically) and Greater Manchester's housing requirement. * since the meeting, this information has been published
- The NPPF draft consultation response (deadline 10 May 2018) would be considered by the Committee at the next meeting on 17 April 2018. Leaders would consider the draft response in early April 2018.

- In terms of impacts to areas that bordered Greater Manchester, there was a legal requirement for planning authorities to consult and a statement of co-operation was being produced. The response would take account of the need to work with authorities around Greater Manchester and strong relationships with neighbours were crucial.
- There was a national affordable housing definition. However, there was only a brief mention in the GMSF about social housing as responsibility for this rested with local authorities.
- Councils that consistently failed to deliver housing would be penalised. There was a 75% threshold for build rate. The Government could either take over an authorities planning function or the new home bonus could be lost.
- Government had not addressed developers building at their own rate once planning permission had been granted. More detail was needed about how any backlogs would be treated.
- To encourage delivery, planning permissions could be granted with time limited conditions. Penalties were being considered, by the Government for land banking.
- The Chair asked that a GMSF update be provided at the next meeting on 17 April 2018, as a briefing note.

- RESOLVED:**
1. That the report be noted.
 2. That the draft NNPF consultant response (deadline 10 May 2018) to be considered by the Committee on 17 April 2018.

M52/HPE TO APPROVE THE MINUTES OF THE LAST MEETING DATED 15 FEBRUARY 2018

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

- RESOLVED:** That the Committee approved the minutes of the last meeting on 15 February 2018 as a correct record subject to Councillor Bernard Sharp (Trafford) being added to the apologies list.

M53/HPE HOMELESSNESS

The focus of this item was street homelessness, rough sleeping and the work taking place in Greater Manchester. A briefing note that provided rough sleeping data for Greater Manchester and England had been circulated to Members prior to the meeting. Rough sleeping was an important area and real issue of concern for Members and residents. At the suggestion of Members, to give a fresh approach, people who worked in the field had been invited to the meeting to provide an overview of the work they were undertaking. The Chair asked what they would change to make a difference and how the Committee could help support their work.

Each speaker provided a summary of their work, the key points were noted as follows:

Maura Jackson, Chief Executive (Bolton Young Persons Housing Scheme)

- The scheme was an independent charity, in its 26th year of operation in Bolton.
- The name of the scheme had recently been changed to Backup, which was more young person friendly and demonstrated their services were all about support.
- They provided temporary supported accommodation to people aged 16-25 in Bolton.
- They supported young people who were homeless with support needs by offering accommodation, emotional and practical help with the aim of enabling independent living. They provided eight different services/projects offering different services tailored to a young person's needs.
- 30% of people they accommodated came through the care system.
- The UK life expectancy of a homeless man was 47 and a woman was 43.
- Backup was a managing agent and did not own any housing stock. They were social landlords and had at any time up to 123 young people in accommodation in Bolton.
- Early intervention was vital to ensure there were no long term issues such as substance abuse or homelessness.
- 85% of the budget was spent on staffing to support care plans.
- Backup had an 87-90% success rate of varied positive outcomes for young people.
- In six years the scheme had quadrupled in size with a portfolio of 123 units. Only five people had to be asked to leave last year. In 26 years nobody had been evicted.
- The scheme was the North West charity of the year in 2017. They employed six ex-residents.
- The main issues of concern related to welfare reform and the impact of changes for young people.

Dave Minshull (Joint Veterans Alliance Limited (JVA))

- JVA was comprised of outreach Officers committed in supporting the veteran community and adults at risk who found themselves homeless or struggling in today's society due to sanctions in the Greater Manchester and Salford boundaries.
- They also offered a street soup kitchen facility three times a week in Salford.
- The organisation provided food, clothing, and sign posted support.
- They also offered assistance to those who were struggling from post-traumatic stress disorder (PTSD), combat stress and issues relating to drug/alcohol abuse and other mental health issues caused by aspects of life within society and conflicts.
- Their goal was for veterans and adults at risk to be able to live happily and independently.
- The longer a person was on the streets their issues with substance abuse and mental health issues deteriorated. Buildings were needed to get people off the street.
- Issues with Universal Credit would increase homelessness. Numbers were far greater than what was being reported.

- Policies and processes for dealing with homeless people throughout Greater Manchester should be consistent as people did not recognise borders. It was confusing.
- Affordable housing was an issue, paying for deposits and credit checks were all big issues.

Pauline Towns (Community Volunteer)

- “We Shall Overcome” was a national group in its fourth year, which answered the needs of local homeless people.
- The Station Hotel in Ashton-Under-Lyne, was the hub. It operated like a drop-in community centre.
- Food parcels, hot drinks, a dry sleeping bag or tent and advice on where to get a bed for the night were available 24/7.
- Homelessness numbers were growing astronomically. Universal Credit was having a massive impact.
- The long term homeless could not access housing. There was a big issue with substance abuse, professional care was no longer available. People were committing suicide due to their extreme circumstances.
- Infinity Initiatives were a community interest company, operating in Tameside who supported those deemed to be vulnerable with multiple needs.
- It was a ‘catch 22’ situation for the homeless, a person could not get a job without a home and a person could not get a home without a job. Processes to manage this problem were over complicated and confusing.
- Benefits and sanctions were increasing homelessness and forcing people into criminality.
- Severe weather emergency funding should be reviewed and dispensed earlier.

The Chair and Members thanked the speakers for their powerful messages. The identified themes for change were:

- Welfare reforms and sanctions affecting young people.
- Affordable rent and issues with the affordability check.
- Availability of homeless hubs and agency visits to deal with issues.
- A review of care providers and their pricing structures.
- Impact of Universal Credit.
- Sweep provision and severe weather emergency fund dispensation.
- All policies and processes should be consistent across Greater Manchester.
- A review of care leavers and the services available.

The Homelessness Lead for Greater Manchester provided the Committee with an update on Greater Manchester led schemes, which included the social impact bond, the referral cut-off date was noted as October 2018, trailblazer programme, key points included the creation of a hub and a social lettings agency and the Greater Manchester housing first programme. In terms of the housing first programme, once the final funding settlement was understood, a report would be brought back to the Committee.

A question and answer session took place, which was noted as follows:

- What help was available to young people leaving the care system and what impact this had on districts was discussed. It was suggested that the GMCA look at standardising policies and provide commonality across districts. The GMCA had no homelessness duty but was working with districts to help co-ordinate. Work was underway to achieve commonality, there was a real opportunity to do things differently. New legislation, the Homelessness Reduction Act had resulted in districts committing to use the same information technology (IT) system. Through the Act, there was a duty on districts to prevent homelessness. It was suggested that Greater Manchester districts investigate if there was more that could be done.
- A discussion took place about help available for military veterans and what more could be done at an entry level. The Ministry of Defence (MoD), had started to prepare soldiers a year before their discharge. They were being prepared for modern civilian day life such as applying for housing and schooling. The scheme had been successful. However, there was still a generation of veterans already on the streets, which would take years to overcome. Veterans were helping veterans.
- A concern was raised about the 30% of care leavers accessing help through the Bolton Young Persons Scheme. It was suggested that the real figures, which experienced homelessness were even higher. Early intervention was required. However, a number of projects and schemes due to austerity measures were no longer available. It was further suggested that a monitoring regime and a standard for providers to meet was required, there was a need for scrutiny. A review would be welcomed.
- It was suggested that the punitive sanctions regime, Universal Credit and benefit reforms attributed to homelessness and where having a mayor impact. Mechanisms Councils could use to counteract the disadvantages to young people were discussed. The GMCA had a life readiness approach and the trailblazer programme was reviewing pathways relating to hospital and prison discharge. Councils were being asked to be creative about the ways they applied their discretionary housing payments to put people into accommodation and prevent homelessness.
- The rough sleeping data for GM and England was felt to be unrealistic. The data was unreliable and based on a Government counting system, it only provided a snapshot. A model being used in Barcelona was being considered to provide more realistic data.
- It was suggested that a task and finish group be established to discuss issues in more detail and share best practice.

In summary and as a result of the discussions and key points raised, the Committee agreed that the GMCA would be asked to consider the following recommendations for further work:

1. Note that the Committee supports and welcomes work on the Social Impact Bond and work to build homelessness hubs.

2. Notes the need to continue to lobby Government about the impact of welfare reforms and the impacts on housing and homelessness.
3. To request all Greater Manchester Councils to work collaboratively on simplifying processes and systems to achieve greater consistency.
4. That the Committee recognised that the GMCA had no direct homelessness duties. Councils would acquire a new duty to prevent homelessness and GMCA would assist in the discharge of this across Greater Manchester
5. The Committee requested that there should be a universal application of the emergency weather policies across districts.
6. That the GM Mayor to use his soft power to influence care leaving provision and that it be the same in each district.
7. That an inspection regime be established and a common set of expected standards be produced for hostel providers.

RESOLVED: That the GMCA be asked to consider the above recommendations by the Committee.

M54/HPE WORK PROGRAMME

Members noted the work programme that was considered at the meeting.

RESOLVED: That the report be noted.

M55/HPE DATE AND TIME OF NEXT MEETING

The next meeting would take place on Tuesday 17 April 2018 at 6.00 pm, Friends Meeting House, 6 Mount Street, Manchester M3 5NS

Planning, Housing & Environment Overview & Scrutiny Committee

Date: 5th June 2018

Subject: Waste and Resource Strategy

Report of: Report of Councillor Alex Ganotis, Portfolio Lead, Green City-Region and David Taylor, Executive Director, Waste and Resources Team, GMCA

1. PURPOSE

- 1.1 The report sets out the work that has commenced in relation to the review of the Waste and Resource Strategy.

2. RECOMMENDATION

- 2.1 That the Committee endorses the work that the Waste and Resources Team is undertaking in relation to reviewing the Waste and Resource Strategy.

3. CONTACT OFFICERS

- 3.1 David Taylor, Executive Director, Waste and Resources, 07515 191 277, david.taylor@greatermanchester-ca.gov.uk
- 3.2 Sarah Mellor, Head of Corporate Services, Waste and Resources Team, 07921 604414, sarah.mellor@greatermanchester-ca.gov.uk

4. EXECUTIVE SUMMARY

- 4.1 The Waste Disposal Authority (WDA) refreshed its 2008 Waste Management Strategy (WMS) in 2012 and committed to reviewing the Strategy every 5 years. Whilst the review should have been undertaken in 2017, it was delayed to obtain further clarity in both European Union (EU) & National Policy.
- 4.2 In January 2018, key information, targets and Plans have been released. The EU released waste targets, and the Government published its 25 year Environment Plan which now enables the review of the WMS to fully gain momentum.

5. BACKGROUND

- 5.1 The Waste and Resource Team (previously the Greater Manchester Disposal Authority (WDA)) is responsible for the disposal of waste collected by its constituent Waste Collection Authorities (namely Bolton MBC, Bury MBC, Manchester CC, Oldham MBC, Rochdale MBC, Salford CC, Stockport MBC, Tameside MBC and Trafford MBC) and at the 20 Household Waste Recycling Centres (HWRCs). This equates to

approximately 1.1 million tonnes per annum which is just over 4% of England's municipal waste.

- 5.2 The team's vision is to achieve Zero Waste. This means we will do everything we can to save resources (by preventing waste at source and recycling more) and to produce green energy. We also aim to not landfill anything that we can use.
- 5.3 In 2009, the WDA entered into a Private Finance Initiative (PFI) Contract which had an extensive construction programme to create an environmentally sustainable solution. This comprised of:
- 20 Household Waste Recycling Centres (HWRCs);
 - 5 Mechanical Biological Treatment (MBT) facilities (4 with Anaerobic Digestion);
 - 4 Transfer Loading Stations;
 - 1 Thermal Recovery Facility;
 - 1 Materials Recovery Facility;
 - 4 In-vessel Composting;
 - 2 Green Waste Shredding Facilities; and
 - 1 Energy Recovery Facility.
- 5.4 In September 2017, due to increasing costs and performance issues with the MBT facilities, the PFI contract was terminated and a short term (12 to 18 month) operating contract was entered into with Viridor Waste (Greater Manchester) Ltd (VWGM). GMCA is currently procuring future waste management providers to operate the facilities and to assist in delivering the aims of the Waste and Resource Strategy.
- 5.5 Currently the WMS focuses on how we waste less and recycle more, only burn waste to produce electricity or heat when we cannot recycle it and send nothing to landfill unless we have to. This is delivered by working alongside our partner Waste Collection Authorities and our contract partner VWGM, and finally but crucially, the communities we service across Greater Manchester.
- 5.5 In 2012 the WMS was reviewed and developed to achieve eight core policy objectives that support the delivery of 'our aim is zero waste' across four key themes:
- a) Saving resources;
 - b) Connecting with the community;
 - c) Protecting the environment; and
 - d) Supporting business.
- 5.6 The eight policy objectives were:

1. Reduce residual household waste to 400 kg per household by 2025 (equivalent to a 50% reduction across Greater Manchester against a 2008/09 baseline), through waste prevention, re-use and recycling;
2. To meet the 50% recycling target across Greater Manchester by 2015, stretching to 60% by 2025, focusing on providing quality materials for closed loop recycling, thus promoting resource efficiency and supporting the economy by providing access to secondary raw materials;
3. To reduce the amount of residual waste landfilled to the minimum that can be technically and economically achieved, using a combination of prevention, reuse, recycling and recovery with a target to achieve 90% diversion from landfill by 2015;
4. To increase understanding of the actions that individuals can take to prevent, reuse, recycle and recover wastes through education leading to a sense of community ownership;
5. To support behavioural change through a combination of measures that increase the opportunity and motivation to prevent, reuse and recycle wastes, and reduce the opportunity to throw away wastes that have not been separated;
6. To utilise the wider community sector to communicate with residents and businesses, and to financially back the best community sector innovations to deliver services that will reduce, reuse and recycle wastes;
7. To improve the environmental management of waste by using the waste hierarchy (supported by life cycle assessment) to identify the most appropriate way to treat wastes, thus saving material resources or replacing fossil fuels; and
8. To support business to reduce, reuse, recycle and recover waste, and increase understanding of the actions government and business can take to develop increased producer responsibility.

5.7 SAVING RESOURCES

5.7.1 Within this area, there are 3 hard targets:

- a) 400kg residual waste per household by 2025;
- b) 50% recycling by 2015 & 60% by 2025; and
- c) 90% diversion from landfill by 2017

5.7.2 In 2016/17 we achieved:

- a) 462kg residual waste per household;

- b) 46.77% combined recycling rate; and
- c) 88% overall diversion rate.

5.8 CONNECTING WITH THE COMMUNITY

5.8.1 Within this area, the current WMS focuses on the following:

- a) access to information through the Recycle for Greater Manchester (R4GM) website;
- b) awareness raising;
- c) education service;
- d) increasing performance through campaigns;
- e) engaging with the wider community sector; and
- f) promoting behavioural change.

5.8.2 Since the approval of the WMS, the WDA has invested significantly in this area, through GM wide and targeted campaigns. In 2017, the WDA agreed a long term Behavioural Change & Communications Strategy, which in turn transferred the existing communications team from the Waste Management Contractor back in-house.

5.8.3 Over the last 12 months the Behavioural Change Team have focused on reviewing and researching the above areas to maximise performance in delivering the Behavioural Change & Communications Strategy. Moving forward an 18 month action plan has been agreed to proactively raise awareness and promote behavioural change.

5.9 PROTECTING THE ENVIRONMENT

5.9.1 Within this section, a number of environmental targets were set, these included:

- a) improving environmental management of waste by using the waste hierarchy, supported by the life cycle assessment;
- b) supporting the Greater Manchester Climate Change Strategy; and
- c) Supporting the renewable energy industry.

5.9.2 Since the commencement of the PFI Contract in 2009, which incorporated £621m investment in an environmental

sustainable solution, the Authority continues to focus on, where possible, reducing carbon emissions and renewable energy. In 2015, the WDA procured the installation of a solar farm which became functional in 2016. Moving forward the Waste and Resources Team proposes to continue to have strong links with the Green Cities agenda.

5.10 SUPPORTING BUSINESSES

5.10.1 The WMS sets out how the Authority can support business through:

- a) increasing producer responsibility;
- b) better business waste management;
- c) smarter procurement; and
- d) offering recycling services to businesses(Districts operate commercial collection and trade waste recycling facilities).

5.10.2 This is an area which, whilst is subject to ongoing development and will receive greater focus under GMCA. A number of initiatives have been trialled, including a Trade Waste Pilot to increase recycling, working with retailers on producer responsibility (eg Co-operative Food Group changing pizza packaging) and pilots trialled through the LIFE+ Communications scheme.

6. EUROPEAN UNION (EU) WASTE MANAGEMENT TARGETS

6.1 Over the last two years the WDA has been lobbying and attending Eurocities meetings to influence the direction and metrics of the EU's Circular Economy Directive which incorporates waste management targets.

6.2 The Waste Management Targets for reuse and recycling of municipal waste in the Circular Economy Directive have been published:

2025	2030	2035
55%	60%	65%

The metrics around the above targets however have yet to be released.

6.3 In addition to the above targets the Directive also sets out some additional targets:

- a) by 1 January 2025, separate collections for textiles and hazardous-waste from households;

- b) by 31 December 2023, Biowaste is either collected separately or recycled at source (e.g. home composting);
- c) by 2030 Member states must endeavour that waste suitable for recycling or other recovery, in particular in municipal waste, shall not be accepted in landfill. The only exception is for waste for which landfilling delivers the best environmental outcome; and
- d) specific targets for packaging have been set for 2025 and 2030.

	By 2025	By 2030
All Packaging	65%	70%
Plastic	50%	55%
Wood	25%	30%
Ferrous metals	70%	80%
Aluminium	50%	60%
Glass	70%	75%
Paper & Cardboard	75%	85%

7. 25 YEAR ENVIRONMENT PLAN/GREEN GROWTH PLAN

- 7.1 In January 2018 the Government launched its [25 year Environment Plan](#) which sets out a long term approach to protecting and enhancing England’s natural landscapes and habitats.
- 7.2 As part of the plan, it sets out ambitious actions in relation to ‘Increasing resource efficiency and reducing pollution and waste’ (Chapter 4). These targets include:
 - a) zero available waste by 2050 by looking at the whole life-cycle from production to usage and what we do at the end of their lives;
 - b) achieving zero avoidable plastic waste by the end of 2042;
 - c) reducing food supply chain emissions and waste working towards no food waste entering landfill by 2030;
 - d) improving management of residual waste;
 - e) no waste to landfill by 2042; and
 - f) the intention to launch the Resource and Waste Strategy in 2018, by leading in resource efficiency.

8. ENGLAND'S RESOURCE & WASTE STRATEGY

- 8.1 On 22 and 23 February 2018, meetings took place with Defra and WRAP to discuss the England's Resource & Waste Strategy.
- 8.2 Defra confirmed that the new Resource and Waste Strategy would be published in Autumn 2018 and is likely to cover the following areas, building on the aspirations in the 25 year Environment Plan:
- a) an increase in municipal waste targets (55% by 2025, 60% by 2030 and 65% by 2035). Definition still to be determined. These may be different to the EU's Waste Management targets as whilst the EU's Circular Economy Directive will be formally adopted in to law (within 2 years) this will be after the UK have left the EU;
 - b) a performance dashboard approach to reach the above target rather than a blanket hard target set against previous performance and potential;
 - c) resource consumption (maximising resources minimising environment impacts);
 - d) consistency of collection regimes, including collection of similar range of materials from households;
 - e) product rationalisation, including on-package labelling; and
 - f) increase end producer responsibilities, by funding requirements and recycling.
- 8.3 Clearly it is important that, if possible, prior to publication of the Strategy, we fully understand the impact of any targets and where possible influence any definitions/metrics which may be included. It was therefore suggested, agreed and welcomed by the Department for Food and Rural Affairs (Defra) and the Waste Resources Action Programme (WRAP) that a meeting with all the joint Waste Disposal Authorities and Lancashire C.C (approximately 20% of England's Municipal Waste), be arranged to discuss the Strategy in more detail.

9. GREATER MANCHESTER STRATEGY

- 9.1 In October 2017 GMCA launched the Greater Manchester Strategy, which sets out key priority areas in relation to waste. These are:
- a) Priority 2: Young people equipped for Life:
 - i. carbon literacy embedded within School Curriculum including Resource Management and Behavioural Change programmes.

- b) Priority 4: A thriving and Productive Economy in all parts of Greater Manchester:
 - i. Regional reprocessing capacity and demand for secondary raw materials recovered from GM Waste Streams; and
 - ii. Waste and Resource Management infrastructure built into planning requirements for new town centre and urban developments.
- c) Priority 7: A green city region and a high quality culture and leisure offer for all:
 - i. District Heating Network supplied by Energy from Waste;
 - ii. zero waste to landfill;
 - iii. establish a waste to energy pathway for residual commercial waste;
 - iv. influence consumer behaviour/choice (Circular Economy); and
 - v. 60% recycling of household waste by 2025.
- d) Priority 10: An age friendly Greater Manchester:
 - i. influence consumer behaviour/choice; and
 - ii. enhanced opportunities for environmental volunteering.

10. WASTE AND RESOURCES STRATEGY

- 10.1 With the review of the WMS commencing at the time when national and GM Strategies/Plans have either been published or are emerging, it's timely to reflect whether the current WMS should be extended to incorporate the 'Resource' (Circular Economy) element.
- 10.2 As part of the review of the Strategy it is proposed that an extensive consultation with all key stakeholders and the public take place over the next three months to enable a draft strategy to be considered by the Committee in October/November 2018 prior to the approval programmed for March 2019.

11. RISK ASSESSMENT

- 11.1 There are currently no risks associated with the content of this report, however as the Strategy develops any risks identified will be incorporated within the Risk Register.

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.

- Environment Plan & Waste Management Strategy

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

Planning, Housing & Environment Overview & Scrutiny Committee



Date: 5 June 2018

Subject: Greater Manchester Housing Package

Report of: Paul Dennett, Salford City Mayor and Portfolio Lead for Planning, Housing and Homelessness

PURPOSE OF REPORT

- 1.1 To update scrutiny members on the announcement and implementation of a GM Housing Package.

RECOMMENDATIONS

- 2.1 That the committee:
- a) Note and welcome the announcement of the outline of the GM Housing Package.
 - b) Discuss and comment on the issues outlined in the report to inform the final agreement and implementation of the Package.

CONTACT OFFICERS

- 3.1 Steve Rumbelow, Chief Executive, Rochdale Council and GM Lead
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Steve.fyfe@greatermanchester-ca.gov.uk

1. INTRODUCTION

- 1.1 GMCA has been in discussion with DCLG (now MHCLG) officials for some considerable time, following a statement in the Housing White Paper in February 2017 that Government was “interested in the scope for bespoke housing deals with authorities in high demand areas, which have a genuine ambition to build”.
- 1.2 Those discussions concluded with the announcement of the ‘Outline of a Prospective Housing Package for Greater Manchester’ in March, as set out in Annex A.

2. SUMMARY OF OUTLINE PACKAGE

- 2.1 There are four key elements to the package from a GMCA viewpoint:
 - (a) Four of the bids made via GMCA for Housing Infrastructure Fund Forward Funding have passed through the initial assessment to enter a ‘co-development’ stage;
 - (b) A Land Fund of up to £50 million is to be made available to support the remediation of brownfield land to deliver at least 4,200 homes;
 - (c) Up to £8 million of funding to add to GM’s collective capacity to do the work needed to bring forward housing projects; and
 - (d) A commitment by Government and Homes England to further joint working to deliver affordable housing and to work together through a proposed Land and Infrastructure Commission.
- 2.2 In addition, Government has agreed a technical adjustment to the management of the existing GM Housing Investment Loan Fund, which will aid the recycling of the Fund and allow additional delivery as a result. Government also announced the provision of £10.25 million of funding to Manchester City Council for a scheme in Collyhurst, which had been the subject of earlier separate discussions with DCLG.
- 2.3 In return, GMCA commits to:
 - (a) the GM Spatial Framework (GMSF) delivering 227,200 homes between 2015/16 and 2034/35, as per the previous consultation draft GMSF, and continued progress with GMSF to reach adoption by late 2020, subject to the examination process;
 - (b) Accelerated delivery to 2026 of 12,375 per annum within that overall total; and
 - (c) Updating of local plans as necessary to accommodate 227,200 homes.

3 NEXT STEPS AND KEY ISSUES

- 3.1 We are working on a Delivery Plan for the Housing Package, the timescale for which is now scheduled for approval by GMCA for submission to MHCLG at the CA’s meeting on 29 June. This remains subject to the successful conclusion of ongoing conversations with MHCLG on the detailed requirements they have for

the Land Fund and planning requirements in particular. These have led to a push back of the original submission date of end May, in agreement with MHCLG. Work so far has clarified that the delivery of the Collyhurst scheme is to be managed directly between Manchester City Council and MHCLG, and that the Delivery Plan will not cover the separate process for the co-development of the four Housing Infrastructure Fund projects. Members will note that this phase is anticipated to continue until around December, with much of the work conducted between the districts involved and Homes England's team (which is not yet fully in place).

- 3.2 However, the delay in the timescale for the Delivery Plan helpfully allows us the opportunity to discuss the key issues it raises with the Committee. These are as follows:

Prioritisation of the £50 million Land Fund

- 3.3 Given the objectives of the Land Fund (brownfield remediation to enable housing delivery) and of the GMSF, it is suggested that eligible projects will:

- demonstrate they are targeted at enabling brownfield sites and aligned to other strategic priorities, e.g. the redevelopment of town centre sites, delivering affordable homes, etc.
- unlock schemes that will not go ahead without public sector intervention
- demonstrate clear deliverability in the relatively short term
- achieve good value for money to help ensure the programme as a whole meets or exceeds the target of 4,200 new homes

Use and prioritisation of the £8 million capacity funding

- 3.4 It is proposed to establish a 'GM Place team', based centrally and with a remit to work directly alongside GM districts' own capacity on scheme specific development and delivery, providing specialist expertise and additional capacity needed to develop, plan and then bring forward schemes for housing. The mix of skills and capacity within the Place team will be determined by the requirements of the projects which are being pursued. While £8 million is a significant sum, it will represent a scarce resource and is expected to be in high demand. We are therefore keen to ensure it is used carefully to achieve maximum benefits, and are working closely with colleagues in districts to ensure that it (and the Land Fund) are structured in ways that make the difference needed on the ground.

- 3.5 Priority projects for the team to work on could include:

- Projects to be funded by the Land Fund
- Successful Housing Infrastructure Fund (HIF) projects, from both the Forward Funding and Marginal Viability Fund elements
- Unsuccessful HIF projects
- Town centre schemes, including Town Centre Challenge schemes
- One Public Estate projects

- 3.6 Selection of schemes from those possible sources could be driven by criteria on the following lines:

- A commitment to match the resources being applied by the GM Place team from the relevant district/developer
- As with the Land Fund, an ability to deliver homes in the relatively short term
- Schemes which enable the accessing and maximum benefits from Government programmes (e.g. Affordable Homes Programme)
- Clearly defined tasks which the GM Place team can undertake which directly lead to unlocking additional or accelerated delivery of new homes

Plans for the proposed Land & Infrastructure Commission

- 3.7 The Land & Infrastructure Commission is intended to better integrate local and central government investment decisions across housing and infrastructure and drive forward the delivery of Greater Manchester's growth ambitions.
- 3.8 The Commission will support the GMCA's strategic governance and – with senior level Government representation – help to bring together financial, practical and strategic interventions needed to achieve housing delivery. It will provide a forum for an ongoing conversation between Greater Manchester and the Government on our collective work on housing and infrastructure delivery to help make better use of investment in infrastructure and land, and of public sector assets and estates, to meet national and GM objectives. To this end, the Commission will also steer work via the One Public Estate programme, and other public sector estate rationalisation initiatives.
- 3.9 Suggested membership of the Commission, which would meet twice a year, includes:
- Andy Burnham, GM Mayor (chair) and GMCA portfolio holder for Transport;
 - Deputy Mayor for Economic Growth and Business
 - GMCA Cabinet Portfolio Holders for:
 - Housing, Planning and Homelessness; and
 - Finance and Investment.
 - GMCA Chief Executive
 - GMCA Lead Chief Executive for Housing & Planning
 - Chief Executive of Transport for Greater Manchester
 - Chair of the GM Local Enterprise Partnership
 - HM Government, Director General level from:
 - MHCLG
 - Dept. for Transport
 - Dept. for Work & Pensions
 - Cabinet Office
 - Network Rail
 - Homes England
 - Local Government Association

Annex A

OUTLINE OF PROSPECTIVE HOUSING PACKAGE FOR GREATER MANCHESTER

1. INTRODUCTION

The Greater Manchester housing package supports the government's brownfield first policy as well as helping small and medium sized builders and tackling the large number of complex, small sites prevalent in the area. The package ensures that Greater Manchester will be able to capitalise on opportunities presented by large scale transport investment in the area, providing the types of high quality homes people want to live in.

2. GREATER MANCHESTER COMMITMENTS

The Greater Manchester Combined Authority commits to:

- Deliver 227,200 homes between 2015/16 and 2034/35 and ensure the Greater Manchester Spatial Framework reflects this. This is above the level proposed under the Government's Local Housing Need assessment set out in the draft National Planning Policy Framework.
- Accelerate delivery rates to 12,375 homes per annum to 2026.
- Ensure the Greater Manchester Spatial Framework (GMSF) progresses as planned to reflect delivery of 227,200 homes between 2015/16 and 2034/35. The second draft of the framework should be published in June, with publication of the plan in early 2019, submission in summer 2019 and adoption in late 2020 subject to the examination process.
- Local plans for all constituent members to be updated and adopted as necessary by the end of 2019 to deliver and accommodate 227,200 homes between 2015/16 and 2034/35.

3. GOVERNMENT SUPPORT TO GREATER MANCHESTER

The Government commits to:

- Take four Housing Infrastructure Fund Forward Funding bids through to co-development:
 - Manchester Salford Urban Growth Programme: Manchester's Northern and Eastern Gateways;
 - Manchester Salford Urban Growth Programme: City Centre Salford Housing Growth Programme;
 - Bolton and Wigan Key Route Network;
 - Stockport/Cheshire East SEMMMS Bus Rapid Transit Scheme.
- Provide a Land Fund of up to £50m to provide support for the remediation of brownfield land for housing. The land fund should deliver at least 4200 homes and will be subject to value for money assurance.

- Provide up to £8m capacity funding to build the Greater Manchester Place Team to support the ambitious increase in housing delivery, building on the Manchester City Place team.
- Provide £10.25m to help regenerate the Collyhurst estate to deliver more affordable homes;
- Remove a condition attached to the existing £300m Greater Manchester Housing Investment Fund that will allow greater flexibility around the recycling of funds between years to deliver more homes through loans to developers;
- Continued joint working with Government and Homes England to deliver affordable housing and work together on the Land and Infrastructure Commission.

This package will need to demonstrate that it delivers value for money and will require business case approval from Government. The Greater Manchester Combined Authority will agree a delivery plan with Government and Homes England by the end of May 2018 which will include detailed business cases for funding to ensure value for money and clear delivery milestones. Funding will be contingent on key milestones being met including on local plan and Greater Manchester Spatial Framework adoption. Alongside this, Greater Manchester should seek to maximise opportunities to bring in new private investment to boost housing growth.

This is in addition to Government's recent investment in housing and infrastructure, including:

- Transforming Cities Fund - £243m
- Mayoral Capacity Fund – £2m
- Marginal viability HIF - £64.3m
- Planning Delivery Fund - £950k

4. DELIVERY AND KEY MILESTONES

- Detailed business case and delivery plan to be submitted to Government by the end of May 2018
- June 2018 – second draft of the Greater Manchester Spatial Framework to be published setting out commitment to deliver 227,200 homes between 2015/16 and 2034/35
- December 2019 – Local plans for all constituent members to be updated and adopted as necessary to deliver and accommodate 227,200 homes between 2015/16 and 2034/35.

Planning, Housing & Environment Overview & Scrutiny Committee

Date: 5 June 2018

Subject: Update on Town Centre Challenge

Report of: Andy Burnham, Greater Manchester Mayor

1. PURPOSE OF REPORT

To update scrutiny members on progress with the Town Centre Challenge, providing information on work since the start of the year and the outcomes of a number of events and meetings in different town centres across GM.

2. RECOMMENDATIONS

That scrutiny members:

- a) Note the progress made to date.
- b) Discuss the issues that are being raised through the town centre challenge
- c) Agree that the Scrutiny Committee is kept informed of further work and further announcements over the summer.

3. CONTACT OFFICERS

Simon Nokes, simon.nokes@greatermanchester-ca.gov.uk
Anne Morgan, anne.morgan@greatermanchester-ca.gov.uk

4. BACKGROUND

4.1 The Town Centre Challenge was launched in November 2017 and an initial report to scrutiny (25 January 2018) set out its role and remit, some of the issues that need to be addressed in town centres and the towns that had already been put forward to take part by GM authorities.

4.2 In short, the Town Centre Challenge is about raising the profile of town centres and using the convening powers of the Mayor to galvanize delivery and change. The Challenge is an opportunity to bring together a range of key stakeholders and partners in a concerted effort to support the work of local councils to unlock the potential of some of these places.

4.3 The specific aims for the Town Centre Challenge have been focused around:

- Supporting local authorities to address the problems of viability and the need for new investment into town centres.
- Harnessing public and private sector drive to deliver change, especially in terms of new homes by releasing the hidden demand for residential development in many town centres.
- Combining the ambition of local authorities with the support that the GM Mayor can bring, using the convening powers of the Mayor to galvanize delivery.
- Supporting long term change and the potential of town centres for a range of uses.
- Building on the assets that already exist in our town centres to support specific schemes which can have a *catalytic* impact.

5. PLANNING AND POLICY CONTEXT

5.1 Work on the Town Centre Challenge is being undertaken in the context of increasing concern about the future of town centres across the whole of the UK. The landscape of our town centres is changing rapidly, and 2018 has seen some major developments in both the pace and scale of these changes, for example the recent news that Marks & Spencer intends to close 100 stores by 2022; closure of branches of Jamie's Italian required to maintain solvency of the company; and announcements by both Maplins and Toys R Us that they have gone into administration. Many household names, whose market dominance was once taken for granted, are now having their existence on our high streets brought into question and it is clear that our town centres will need to change if they are to continue to serve the needs of local communities.

5.2 Government policy, in the shape of the National Planning Policy Framework (NPPF), is changing to respond to some of these trends. The NPPF outlines several roles that can be fulfilled by town centres, including a 'social role' – that town centres should support communities by creating a high quality built environment with accessible local services whilst providing the supply of housing required to meet the needs of present and future generations. If GMs town centres are to effectively fulfil this role, we need to consider the growing potential of their residential offer. More town centre housing can attract higher footfall to local shops and services, breathing new life into town centres as well as providing the homes we need to meet the needs of future generations.

- 5.3 Linked to this, recently announced revisions to the NPPF also include proposals to avoid building homes at low densities in areas of high demand and instead pursue higher density housing in accessible locations. This is supportive of moves to increase residential offers in town centres as they represent accessible locations and can often accommodate higher density housing without a substantial need for additional infrastructure. The revised NPPF also proposes to extend minimum density standards to town centres, indicating that standards should seek a significant uplift in prevailing densities. Other policies go on to state that planning decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes, whilst remediating despoiled, degraded, derelict, contaminated and unstable land. This emphasis can also be relevant to town centres as many contain brownfield land that could be utilised for homes if a ready market can be developed.

6. RECENT ACTIVITY IN GM

- 6.1 Against this background, work on the GM Town Centre Challenge has gained an increasing level of interest and significance. Following an invitation from the Mayor, nine separate town centres were proposed for the Town Centre Challenge by GM local authorities. Each authority then provided a pen portrait summary of the centre, including a description of work that has taken place to regenerate these centres, ongoing issues and current barriers to progress, as well as a proposal for how they would like to utilise the Town Centre Challenge.
- 6.2 Building on this information, a combination of meetings, events and workshops were held in each of the town centres over the early part of the year. The format of these meetings and events reflected the particular needs and priorities in each town centre, but most brought together a range of different stakeholders including land owners, developers, businesses and public sector interests as well as community representatives. They provided a quick and efficient means of enabling the Mayor, local authorities and key stakeholders to explore all of the issues and opportunities facing each town centre as well as discuss where the support of the Mayor could add greatest weight or value.
- 6.3 A summary of this stage is attached in Annex 1 – this identifies all of the town centres currently involved in the Town Centre Challenge and the types of issues and work covered.

7. EMERGING PRIORITIES

- 7.1 Although each town centre is unique, with its own combination of challenges and opportunities, the Town Centre Challenge has identified some common themes that will need to be addressed across most (if not all) town centres as work continues. These are broad ranging, but provide the basis for a more detailed programme of work to be developed.
- i) Viability and investment to deliver new schemes – none of the town centres currently have strong residential markets and investor interest in new schemes is often compromised by the lack of proven development models. Some, such as Stockport town centre, are addressing this by bringing forward a specific residential scheme in order to prove the demand for new apartments and demonstrate how this can work as part of a wider programme of change.

- ii) Bringing key partners to the table – the town centre challenge events have helped to bring together important stakeholders in some town centres and this is a vital first step in unblocking barriers to change. For example, the stakeholder event in Farnworth involved a wide range of organisations including a key land owner and developers as well as a local housing provider, providing the basis for more in-depth work on the potential for new affordable homes on a site adjacent to a remodelled shopping centre and improved public realm.
- iii) Need for specialist expertise or capacity – many of the opportunities in town centres (especially for residential schemes) involve sites with difficult or challenging characteristics and work is needed to ensure that specialist skills and expertise for addressing these is available when needed across the whole of GM. For example, the Rochdale town centre meeting involved experts from Historic England who are active in the town's Heritage Action Zone which is a focus for new investment and development. Other town centres will require other skills and these can be brought in with greater efficiency if seen as part of a wider programme of work. Place Directors in all ten GM districts now meet on a regular basis and are developing a programme to provide this type of support and share experience of what works, with external capacity supplemented by monies through the Planning Delivery Fund (see below).
- iv) Public sector land and services to catalyse change – town centre land ownership is generally complex, but a common characteristic is that different public agencies own land or operate services from the town centre. This is being used to shape change in some town centres, for example representatives from the local health trust and neighbouring school took part in the Prestwich town centre event and discussions are now taking place to look at how they will play a greater role in a new masterplan for the area. At the GM scale, this type of partnership working is being led by the One Public Estate Programme and Strategic Estate Groups, which bring together all public land owners in a district to carry out neighbourhood level reviews in order to utilise public land and facilities more efficiently. The reviews can feed into town centre plans over the next year and several could identify new opportunities for housing.
- v) Potential to use Mayoral powers – the creation of the GM Mayoral role and subsequent devolution agreements to the Mayor and GMCA provide additional powers that may be helpful in speeding up delivery of town centre schemes. For example, two of the town centres in the Town Centre Challenge are currently exploring whether the creation of a Mayoral Development Area could help to regenerate large areas of the town centres, speeding up site assembly and enabling more ambitious schemes to be developed.
- vi) Promotion, raising the profile and building investor confidence – long term change will require a shift in the way that many, especially potential investors, view town centres. The Town Centre Challenge provides a means to accelerate this process or give extra emphasis to existing proposals. For example, the Stalybridge event brought together a range of all the key town centre land owners into one meeting for the first time, enabling the Council to share its ambition for the town and encourage proposals to be brought forward for a number of sites. This is something that will need to continually supported, however, and the Mayor has made commitments for

follow up meetings with specific land owners or potential investors as part of the Town Centre Challenge.

- vii) Influencing national agencies – many local authorities can spend a lot of time and effort to get the support of nationally led agencies for town centre plans or projects, leading to delay and causing uncertainty amongst investors. The convening powers of the Mayor can help to short cut this and add additional weight to the work of Councils. For example, the Mayor has been working with Oldham Council to address issues on a town centre site owned by Network Rail, seeking to get agreement for new residential use of the site and remove some of the likely overage costs so that a more attractive proposition can be created.

8. NEXT STEPS

- 8.1 Following the concentration of activity between February and May, a work programme has been prepared for the next steps of the Town Centre Challenge. Liaising with each district authority, this programme defines some key milestones for each of the town centres and identifies where and when progress needs to be made.
- 8.2 A key feature of this work programme will be to utilise existing GMCA or Mayoral powers wherever possible to support town centres. For example, the GMCA is already deploying revenue support in the shape of Planning Delivery Fund to help address capacity issues and bring in additional or specialist expertise. The Planning Delivery Fund is relatively small, but can cover costs for specialist work like masterplanning, design, project management and marketing or promotion. More substantial investment can also be considered as plans for schemes progress, utilising the GMCAs Housing Investment Loan Fund, the Walking and Cycling Challenge Fund or the Land Fund, recently announced part of the GM Housing Package (see separate report on this agenda).
- 8.3 Importantly, the Mayor has also committed to following up his initial meetings with further events or meetings over summer, targeting specific stakeholders if necessary or using his convening powers to give additional publicity and profile to new initiatives. This reflects a continuing commitment to support town centre regeneration and the need for an ongoing effort to ensure long term change. Although lead in times to the start of physical change in town centres will inevitably take time, as with any other development process, further announcements on specific schemes are planned over the summer and these will be shared directly with Scrutiny Members to keep them informed.

SUMMARY OF WORK AND EVENTS TO DATE

Bury	Prestwich	Wide ranging stakeholder event in mid-February examined current plans for the Longfield Centre and how these could be expanded and updated to reflect changing retail demands and a wider range of opportunities across the whole of the town centre.
Wigan	Leigh	Event in March brought together public agencies and Leigh's community groups to discuss a number of different residential schemes across several town centre sites as well as the need for improvements to large areas of the town centre's public realm and to improve connectivity through cycling and walking.
Bolton	Farnworth	Stakeholder meeting hosted by Bolton University brought together land owners, public agencies and local businesses in March, with discussions on the development of affordable housing as well as the chance to take advantage of the new university campus facility, with the need for a new vision and masterplan to be created for the wider town centre.
Tameside	Stalybridge	Stakeholder event held in March provided a wide ranging audience of participants identified a number of opportunities for new homes in the town centre and concluded that a housing prospectus and delivery plan would be needed to bring these forward, with marketing and information to attract new investors.
Stockport	Stockport	A Town Centre Living Summit in March presented the results of work by the Council to a number of housing and development interests, with discussions focusing on the potential to kick start a major new residential market across the town centre as well as the need to look at further opportunities in an area to the west of the town centre.
Rochdale	Rochdale	A meeting and presentation to stakeholders in March looked at gateways to the town centre, phase two of the Riverside project and other existing initiatives as well as the potential to identify a catalyst project to encourage more residential development along Drake Street, taking advantage of new Heritage Action Zone status.
Oldham	Oldham	The Mayor and Leader of Oldham met in April to discuss the potential for support with Oldham's town centre plan, in particular on issues with land owned by Network Rail as well as potential involvement with the GM Cycling and Walking Challenge Fund. More recently, discussions have also begun on how experience through the Town Centre Challenge could inform and support other town centres, reflecting local priorities.
Salford	Swinton	The GM Mayor met the Salford City Mayor and some of his Cabinet members in May to discuss the potential for major changes across Swinton and the options available to generate financial investment, drawing on lessons from successful regeneration initiatives across Salford and exploiting the concentration of Council owned land and buildings in Swinton town centre.
Trafford	Stretford	Arrangements are being made to hold a stakeholder event in July, this will focus on progress with Stretford's current masterplan and is likely to consider how the creation of the new university academy campus can be maximized alongside improvements to transport links.

Housing, Planning & Environment Overview & Scrutiny Committee

Date: 5 June 2018

Subject: Introduction of a Zonal Fare Structure on the Metrolink Network

Report of: Stephen Rhodes, Customer Director, Transport for Greater Manchester (TfGM)

1. PURPOSE OF REPORT

- 1.1 To bring to Members attention a report about the introduction of a zonal fare structure on the Metrolink network that was considered and agreed by the GMCA on 25 May 2018 (Annex A) and to provide an opportunity for Members to be involved in this work. A further report will be considered by the Committee on 12 July 2018 prior to it being considered by the GMCA in July 2018.

2. RECOMMENDATIONS

- 2.1 Members are asked to:
- a) Comment on the attached report that was considered by the GMCA on 25 May 2018.
 - b) Agree that the Committee will continue to be informed and involved in this work.

3. CONTACT OFFICERS

- 3.1 Stephen.Rhodes@tfgm.com 0161 244 1092
Steve.Warrener@tfgm.com 0161 244 1025
Gareth.Turner@tfgm.com 0161 244 1119
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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.

-) Approval to implement a phased, three year, fare increase, commencing in January 2018, as referred to in paragraph 4.3, was sought and granted by GMCA at the meeting of 29 September 2017. The proposal was covered by item 12: Metrolink Fares.

J The minutes of the GMCA meeting of 29 September 2017 note that 'the fares structure be reviewed across Greater Manchester from a whole system approach' and that 'further reports would come to the GMCA as we move towards an integrated ticketing approach.'

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

Date: 25 May 2018

Subject: Introduction of a zonal fare structure on the Metrolink network

Report of: Andy Burnham, Mayor of Greater Manchester and Jon Lamonte, Chief Executive, TfGM

PURPOSE OF REPORT

This report details a proposal by TfGM to introduce a zonal fare structure on the Metrolink network in early 2019. It sets out the policy drivers and customer benefits of the proposed change, and requests approval of the proposal, subject to a public engagement exercise in late May / early June and a subsequent report to the GMCA in July.

RECOMMENDATIONS:

Members are recommended to:

- (i) approve the proposal to introduce a zonal fare structure on the Metrolink network in early 2019;
- (ii) note the policy drivers and customer benefits of the proposed change;
- (iii) note the financial and demand assessment associated with the proposal and the assumed mitigation of risks;
- (iv) note that the final zonal fare structure will be subject to a public engagement exercise in late May / early June; and
- (v) note that approval of the final zonal fare structure will be subject to a subsequent report to the GMCA in July.

CONTACT OFFICERS:

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Stephen Rhodes 0161 244 1092 Stephen.Rhodes@tfgm.com

RISK/ FINANCIAL/ LEGAL CONSEQUENCES/DETAILS

Risk Management – 2.11, 4.6, 4.7, 4.8

Legal Considerations – 2.7, 2.8

Financial Consequences – Revenue –section 4

Financial Consequences – Capital - N/A

BACKGROUND PAPERS:

Approval to implement a phased, three year, fare increase, commencing in January 2018, as referred to in paragraph 4.3, was sought and granted by GMCA at the meeting of 29 September 2017. The proposal was covered by item 12: Metrolink Fares.

The minutes of the GMCA meeting of 29 September 2017 note that ‘the fares structure be reviewed across Greater Manchester from a whole system approach’ and that ‘further reports would come to the GMCA as we move towards an integrated ticketing approach.’

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution (paragraph 14.2) or in the process (paragraph 13.1 AGMA Constitution) agreed by the AGMA Executive Board:		Yes
EXEMPTION FROM CALL IN		
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
AGMA Commission	TfGMC	Scrutiny Pool
N/A	N/A	N/A

1. INTRODUCTION

- 1.1 The introduction of a zonal fare structure on the Metrolink network provides an opportunity to simplify the fares and ticketing offer for Metrolink customers in early 2019; to take advantage of the next iterations of smart ticketing; and to enhance the customer offer in line with the 2040 Transport Strategy objectives for fares and ticketing. Zonal fare systems are widely used in the operation of tram and light rail systems around the world.
- 1.2 The current Metrolink fare structure uses point-to-point fares that are calculated based on eighteen underlying fare bands.
- 1.3 The introduction of a zonal fare structure would facilitate greater transparency of fares and allow the removal of historic anomalies in the current fare structure across Greater Manchester. It will provide a simpler and more attractive customer offer, and directly address comments raised by Leaders when approving the January 2018 Metrolink fare changes at the GMCA meeting on 29 September 2017.
- 1.4 The programme to introduce contactless payment on the Metrolink network from later this year assumes a simplification of the Metrolink fare structure in 2019 to improve the customer experience by facilitating more flexible daily fare capping (i.e. extending capping beyond the current simple, network wide fare cap). The introduction of a zonal fare structure will allow differential daily capping to be introduced, based on the number of zones a customer travels in.

2. ZONAL FARE PROPOSAL

- 2.1 The proposal introduces four concentric, ringed, fare zones and is largely designed around the existing underlying fare bands which have been introduced incrementally, and in response to local factors, as the Metrolink network has expanded. Illustrative and geographical maps of the proposed zones are included at Appendix 1.
- 2.2 As the Metrolink network has expanded, a number of factors have been taken into account to ensure that fares across Greater Manchester provide comparable value for money. These factors include both distance and journey time such that fares are based on relative 'journey quality' rather than any one deciding factor. However, as a result of the existing 'point to point' fares, this approach has led to an overly complex fare structure for customers. The proposal does not change the underlying factors which have determined fares to date; however, by introducing concentric, ringed zones and harmonising fares across the region the proposal achieves a significant simplification of the current fare structure, as well as offering other customer benefits including enhanced value for money.

- 2.3 The transition from the current fare structure to the proposed zonal fare structure includes a number of 'stages'.
- 2.4 The first 'stage' harmonises pricing differences in the current fare structure which exist as a legacy of previous fare changes, including historic 'fare freezes' on some lines, including, for example the Bury and Altrincham lines, following disruption as a result of track renewal works. Cumulatively, these changes have resulted in a set of disconnected fares meaning that the value proposition for customers varies across the network.
- 2.5 The second 'stage' establishes 'boundary stops' across the network to remove disproportionately high fares for the shortest trips that cross a zonal boundary. The 'boundary stops' are included in two zones and the fare is based on the lower zonal cost relative to the direction of travel.
- 2.6 The third 'stage' replaces the underlying zones in the existing fare structure, as set out in Appendix 2, with four concentric, ringed fare zones, as per Appendix 1. In the proposal, fares are calculated based on the number of zones a trip passes through, with each zone only counted once e.g. a trip from Manchester Airport to Bury would be calculated as a four zone fare, rather than an alternative option that charges for every zonal boundary crossed which would calculate a higher fare for cross-city journeys.
- 2.7 An Equality Impact Assessment (EQIA) has been undertaken to ensure that the proposal does not unlawfully discriminate against any of the protected characteristics. The assessment demonstrates that the proposal has a positive overall impact as a result of simplifying the approach to fares and ticketing and ensuring a more consistent approach to pricing across zones.
- 2.8 The changes to fares referenced in paragraph 3.5 could have a minor adverse impact on those customers who are not eligible for concessionary travel. However, the planned fares for short distance trips do not generally increase by a higher value under this proposal than they would otherwise have done in early 2019; and the proposal delivers a consistent approach to the pricing of short 'single zone' journeys across Greater Manchester.
- 2.9 The proposed zonal fare structure will apply to all existing and future ticketing and payment channels on the Metrolink network, including; contactless payment, paper tickets, 'get me there' mobile app ticketing and ITSO smart card.
- 2.10 A public engagement activity will be undertaken by TfGM in late May / early June to raise awareness of the proposed changes and to inform the final zonal fare structure.
- 2.11 The objectives of the public engagement activity are to highlight the rationale and benefits of the proposed changes; to share the specific geography and zones proposed; and to seek public views on the proposed zonal fare structure which will be incorporated into the final design, as far as is possible, whilst still mitigating the financial and operational risks related to the proposal.

- 2.12 In order to finalise the zonal system, a report will be submitted to the GMCA in July. This will enable feedback from the public engagement activity and further consultation with Leaders to be considered and incorporated into the zonal fare structure, and will also provide time to prepare the new approach ahead of delivery in early 2019.

3. POLICY DRIVERS AND CUSTOMER BENEFITS

- 3.1 This section summarises the main policy drivers and goals behind the proposal to introduce a zonal fare structure, and identifies how the proposal would achieve the desired outcomes. These policy drivers have been derived from the Greater Manchester 2040 Transport Strategy.
- 3.2 The proposal supports our policy goal to **improve social inclusivity** across Greater Manchester by making Metrolink more accessible to residents. Harmonising zonal fares to the lowest current prices and reducing fares for journeys that interchange between lines or traverse the city centre will give greater access to employment, leisure and educational opportunities. This has the potential to drive inward investment into the region by improving the mobility of the workforce and by making Metrolink a more viable option to access employment in a wider range of locations.
- 3.3 The proposal also supports our policy goal to **increase use of public transport and encourage modal shift to more sustainable travel modes** with the associated benefits for congestion and air quality. A zonal fare structure will contribute toward this by making Metrolink tickets more convenient and flexible to use for customers.
- 3.4 **A simpler, easier to understand fare structure** will make Metrolink more accessible for visitors to Greater Manchester and to new local users which in turn will help to grow patronage and revenue from existing latent demand.
- 3.5 The proposal harmonises the lowest fares currently payable on Metrolink, available for 'one stop' journeys and journeys within the 'City Zone', with other short 'single zone' journeys. Whilst this will increase fares for those customers making the shortest of journeys it supports our policy goal to **promote active travel** for short journeys with the associated benefits for health and wellbeing.
- 3.6 In addition to the above policy drivers, the proposal delivers a number of customer benefits, which help to deliver against the Greater Manchester Transport Strategy 2040 objectives for fares and ticketing.
- 3.7 Firstly, the proposal achieves a significant **simplification of the current fare structure** reducing the number of fares available per product from 8,556 (the number of point-to-point combinations) to just ten.
- 3.8 This will make it easier to communicate fares to customers, supporting our objective of **trustworthiness and transparency**, and will also help to achieve the full benefits of contactless ticketing by replacing return tickets with zonal daily capping. The proposed simplification of the fare structure will also

facilitate better integration of Metrolink fares and ticketing with other modes both within the region and with other areas across the North.

- 3.9 Secondly, the proposal makes using Metrolink **more flexible and convenient** for customers, by converting the current fares, which only allow travel between two points on the network, into zonal fares which allow travel anywhere on the network within the selected combination of zones. This additional flexibility is being offered without the introduction of a price premium such that zonal Metrolink fares will provide **better value for money** than those in the current fare structure.
- 3.10 The proposal will, at least in part, address the results of the 2017 Transport Focus Tram Passenger Survey which shows that customer satisfaction with the value for money of Metrolink fares is 59% compared to the UK all network measure of 68% for the same period.

4. FINANCIAL AND DEMAND IMPACT

- 4.1 The financial and demand impacts of the proposal have been modelled using the same approach used to assess the impact of the fare changes implemented in January 2018. This approach uses a suite of models, which have been updated to incorporate Metrolink 2017 demand data.
- 4.2 The implementation of the proposed zonal fare structure removes structural pricing differences across the network by harmonising different fares within the new zones to a common level. A number of harmonisation approaches were tested during development of the proposal.
- 4.3 The preferred option proposed here harmonises fares to the lowest current price point. This gives the highest customer benefit and mitigates some of the financial impact on customers after the application of a January 2019 fare increase of RPI+1%+1.33% as approved by GMCA at the GMCA meeting on 29 September 2017.
- 4.4 This option has been selected in preference to two modelled alternatives, both of which improve the affordability of the proposal but offer less customer benefit. These options were to harmonise all fares to the highest current prices; and an intermediate approach with prices harmonised at 10% or 20 pence above the lowest price (capped at the highest value for each ticket type).
- 4.5 In 2019, demand is predicted to increase by 1.2% and revenue is predicted to increase by 1.5% (c. £1 million) as a result of the introduction of the proposed zonal fare structure and the associated fare changes. Compared to revenue modelling using the current fare structure the proposal (before any assumptions about additional generated trips and associated revenues) puts c.3% (c. £2 million) of forecast revenue at risk in 2019.
- 4.6 However, the models used do not include any assumption of trip generation resulting from the increased convenience and flexibility of zonal tickets. It is

forecast that patronage growth from latent demand and a targeted reduction in the level of fare evasion will mitigate the financial risks inherent in the proposals.

- 4.7 Whilst it is anticipated that trip generation will take place mainly in off peak periods, lowering cross-city and inter-line fares may place additional stress on network capacity in the peak. In the medium term these effects will, at least in part, be mitigated following the introduction of the additional trams that were approved at the CA meeting in March 2018; and by the introduction of off-peak pricing that is being considered further as part of the measures set out in the Congestion Deal that was also approved at the March CA meeting. However, network capacity remains a risk in the short term. TfGM will work with the Metrolink operator to put in place a contingency plan should demand increase above the expected level.
- 4.8 If any changes are required to the proposal as a result of the public engagement exercise or further consultation with Leaders, the demand and financial modelling will be re-run using the final design to ascertain any change to the level of revenue at risk or forecast demand impacts, and the results will be included in the final report to the CA in July.

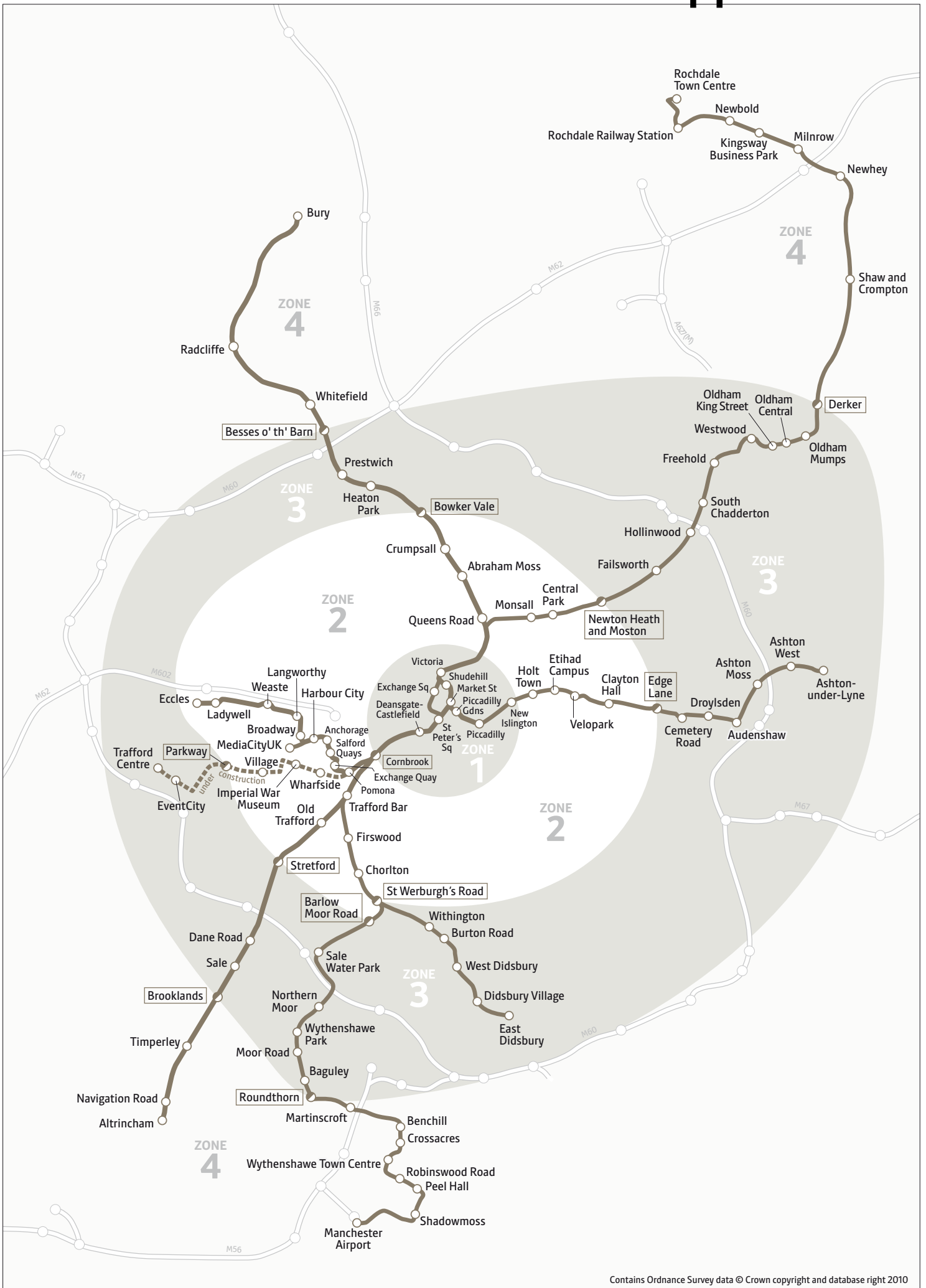
5. RECOMMENDATIONS

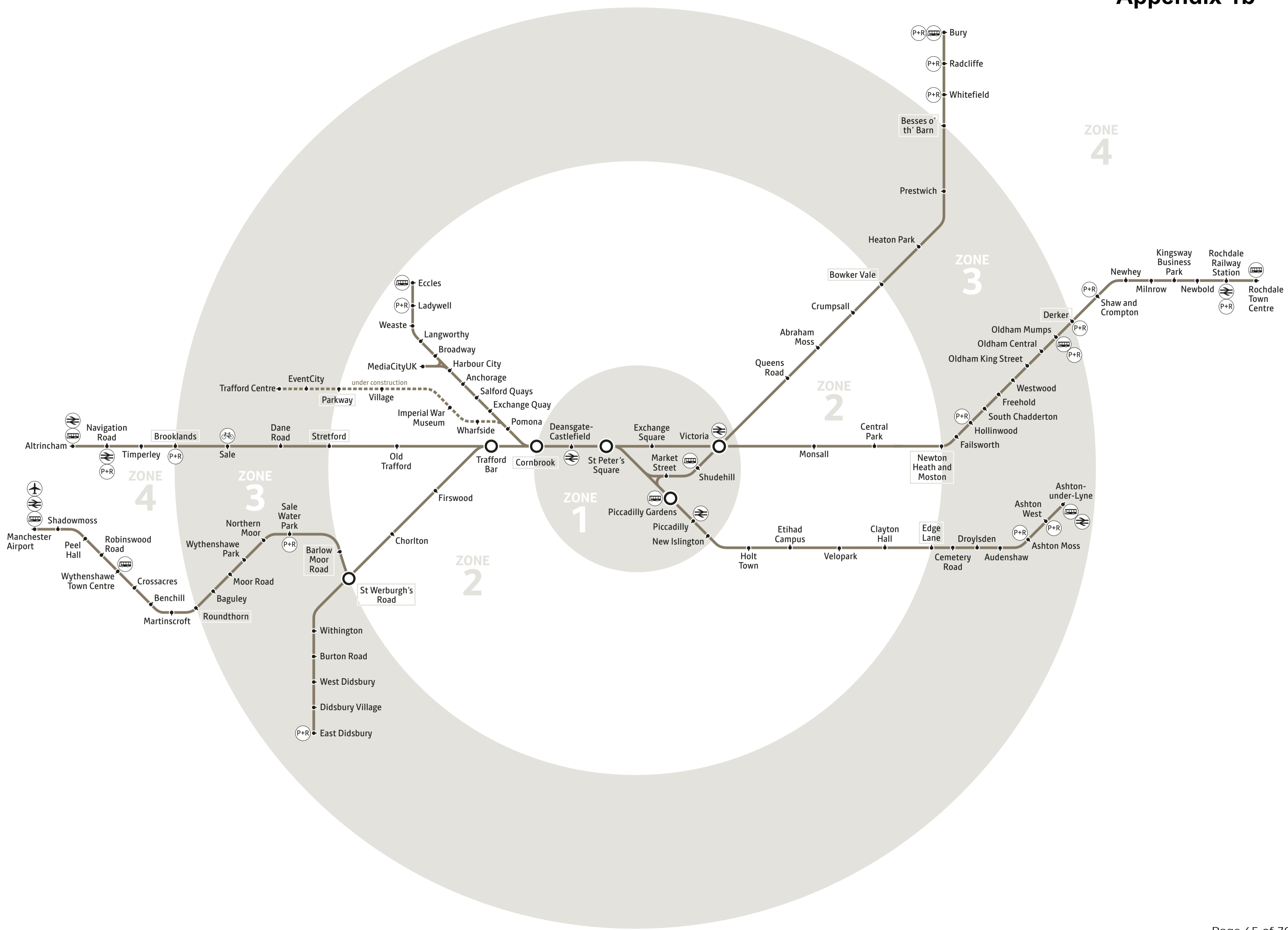
- 5.1 Recommendations are set out at the front of this report.

Dr Jon Lamonte

Chief Executive, TfGM

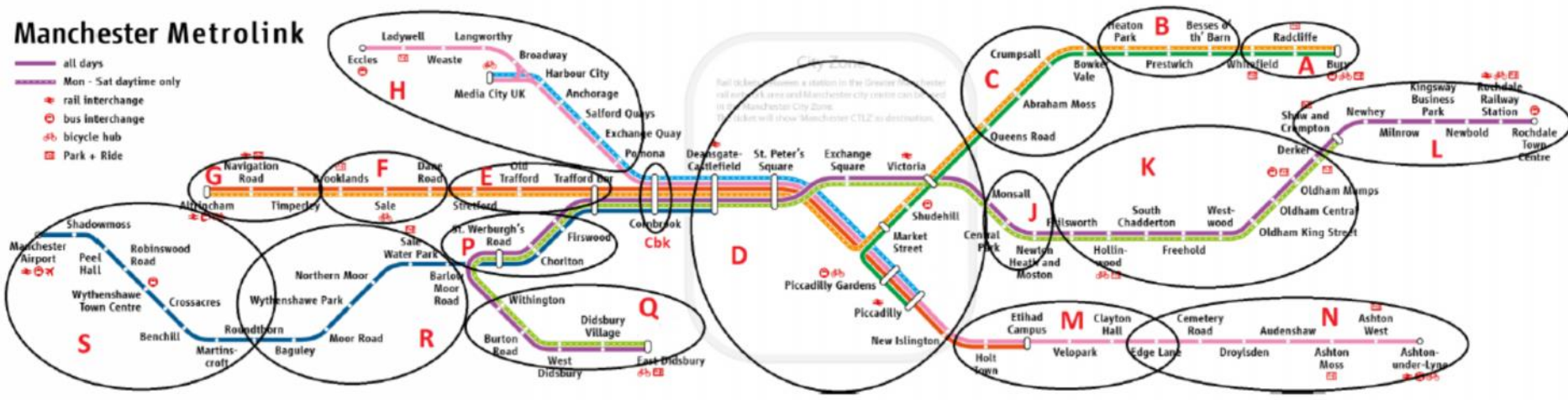
Appendix 1a





Appendix 2

Figure 1



WORK PROGRAMME 2018/19 HOUSING, PLANNING & ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE

The table below sets out items that the Committee may choose to include in its work programme for this municipal year. Members are invited to further develop, review, and agree topics which they would like to consider over the coming months. To assist the Committee's deliberations the 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.

Last year the Committee agreed the following standing agenda items:

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

The Committee are asked to confirm they wish to continue this.

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

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

- Greater Manchester Bus Services
- Rail Station Devolution

MEETING DATE	TOPIC	CONTACT OFFICER	REASON FOR SUBMISSION TO SCRUTINY COMMITTEE
5.6.18 10.30am	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 Portfolio Leader and Steve Rumbelow Lead Chief Exec for Housing and Planning	To allow members to comment on the delivery plan for the proposed GM Housing Package
	Introduction of a Zonal Fare Structure on the Metrolink Network	Stephen Rhodes, Customer Director, Transport for Greater Manchester	To bring to Members' attention a report about the introduction of a zonal fare structure on the Metrolink network that was considered and agreed by the GMCA on 25 May 2018.

12.7.18 6.00pm	Cycling and Walking Update	Steve Warrener Director of Finance and Corporate Services, TfGM	Updating the Committee about the about strategic developments on walking and cycling and the Transforming Cities Fund.
	Green Summit Springboard Report	Cllr Alex Ganotis Portfolio Lead for Green City Region, Environment and Green Spaces and Mark Atherton Assistant Director of Environment, GMCA	Cllr Ganotis has requested that this item be presented to scrutiny prior to its publication in July 2018.
16.8.18 10.30am	Clean Air Plan	Helen Smith TfGM	To continue engaging the committee on this work as agreed at February 2018's meeting.
Prior to this meeting a Waste Business Plan & Performance Training Session will take place			
13.9.18 10.30am	GM Spatial Framework – possible single item agenda.	Ann Morgan	To give the Committee the opportunity to collectively consider the published draft plan.
11.10.18 10.30am	GMS six monthly update on Performance and Implementation Plan	Simon Nokes/John Holden	To provide an update on six monthly actions.
15.11.18 6.00pm	Green Summit	Mark Atherton Assistant Director of Environment, GMCA	Suggested by Mark Atherton to provide an update prior to the Green Summit.
13.12.18 10.30am			
10.1.19 6.00pm			

14.2.19 10.30am	Green Summit	Mark Atherton Assistant Director of Environment, GMCA	Added by Mark Atherton to provide an update following the Green Summit.
14.3.19 6.00pm			
11.4.19 10.30am	GMS six monthly update on Performance and Implementation Plan	Simon Nokes/John Holden	Added by John Holden to provide an update on six monthly actions.
16.5.19 6.00pm			
13.6.19 10.30am			
11.7.19 6.00pm			

Items Considered in 2017-18 by the Committee

Work in April 2018	<ul style="list-style-type: none"> • Green summit • Greater Manchester bus services update • Greater Manchester Strategy (GMS) implementation plan and performance dashboard • Draft response to the National Policy Planning Framework (NPPF)
13.3.18	<ul style="list-style-type: none"> • Greater Manchester Spatial Framework (GMSF) land supply • Homelessness
15.2.18	<ul style="list-style-type: none"> • Timetable for preparation for the revised GMSF • The air quality plan • Performance management framework for GMS

15.1.19	<ul style="list-style-type: none"> • Update work on town centres • Inclusive design of Greater Manchester’s transport infrastructure
13.12.17	<ul style="list-style-type: none"> • Greater Manchester as a carbon neutral city region • Congestion • National infrastructure Assessment Consultation
16.11.17	<ul style="list-style-type: none"> • Transport strategy update • Greater Manchester housing affordability
18.10.17	<ul style="list-style-type: none"> • GMS implementation plan • Bus services in Greater Manchester