

Economy Scrutiny Committee

Minutes of the meeting held on Wednesday, 6 February 2019

Present:

Councillor H Priest (Chair) – in the Chair
Councillors Connolly, Davies, Douglas, Green, Hacking, Johns, Newman, Paul, Raikes, Razaq, Shilton Godwin and A Simcock

Also present:

Councillor Leese - Leader
Councillor Ollerhead - Executive Member for Finance and Human Resources
Councillor Richards - Executive Member for Housing and Regeneration
Councillor Stogia - Executive member for Highways, Planning and Transport

Apologies: Councillor K Simcock

ESC/19/8 Minutes

In relation to Minute ESC/19/1, Councillor Newman requested that the amendment he requested to the minutes of the meeting on 5 December 2018, be further amended to read as follows:-

- Why was the Local Housing Allowance lower in Wythenshawe in comparison to the rest of the city as this was proving problematic for Wythenshawe residents who were on low incomes.

Decision

The Committee:-

- (1) Approve the minutes of the meeting held on 9 January 2019 as a correct record; and
- (2) Requests that Minute ESC/18/56 be further amended as detailed above.

ESC/19/9 Northern Gateway Strategic Regeneration Framework Update

The Committee considered a report of the Strategic Director (Development), which provided an update of the outcome of the public consultation exercise carried out with local residents, businesses, landowners and key stakeholders, throughout August and September 2018, on the draft Strategic Regeneration Framework (SRF) for the Northern Gateway.

The Executive Member for Housing and Regeneration referred to the main points and themes in the report which included:-

- Details of the SRF consultation process and communication methods used;

- A synopsis of the comments received via the consultation questionnaire and community representations, the majority of which were generally supportive of the proposals, and covered the following areas-
 - Housing and density
 - Community and social facilities
 - Accessibility and connectivity;
 - Green spaces and public realm;
 - Neighbourhood management
 - History and heritage of the Northern Gateway area;
- Comments from landowners and businesses received via written representation;
- An overview of statutory agency/stakeholder responses received via written representations; and
- Outcomes from a health stakeholder workshop which focussed specifically on the population health and care impacts of the draft SRF.

The Committee had been invited to comment on the report prior to its submission to the Executive on 13 February 2019.

Some of the key points that arose from the Committees discussions were:-

- It was not felt appropriate for a news bulletin to have been released advising of the Council's intentions in regards to the Northern Gateway prior to these proposals having been through the Scrutiny and Executive processes;
- When would local Ward Councillors be consulted on the content of the proposed consultation;
- Assurance was sought that communities and local councillors would be fully involved in the proposed creation of new communities with their views taken into account;
- Was the low response rate to the consultation considered satisfactory on proposals of this scale;
- The emphasis on the green and blue space within the proposals was welcomed;
- It was pleasing to see proposals for district centres which would be aligned with public facilities;
- Whilst the investment and vision was welcomed, a commitment was sought that the rehousing of any residents would be handled in an appropriate and sympathetic manner;
- Was there any more information on the consultation comments in relation to revenue considerations; and
- Had any conversations started with communities in regards to the development plans.

The Executive Member for Housing and Regeneration affirmed her position that she did value the scrutiny process and apologised that the recent press release had not reflected that the proposals would be considered by Scrutiny to allow the Executive to take into consideration any recommendations prior to a decisions being made. She also commented that there had been a number of one to one consultations with each Ward, which took place before Christmas 2018., and the proposals had not changed

since then. It was acknowledged that the communities needed to be at the heart of these proposals, and there had been good attendance at the drop in session that had taken place. Strong feedback had been received from residents around the facilities and support needed, which would be incorporated into how the vision would be developed. A commitment was made to continue to consult with residents as proposals developed.

In terms of the response level to the consultation process, it was reported that a lot of the geography the proposals covered were unpopulated or had a low residential base. In comparison to consultations on other proposals of a similar size, the level of responses that had been received were similar and considered satisfactory. Furthermore, the Committee was advised that the Council had not started any detailed consultations yet on the proposals, what had taken place so far was based on the high level strategic framework, and what was needed next was consulting with residents on detailed phasing plans following Executive approval of phase one.

The Committee was advised that in relation to revenue considerations, it was reported that a place management plan would be critical to address these considerations in order to increase enforcement and tackle issues that were prevalent in the area.

Decision

The Committee:-

- (1) Requests that the Executive ensure that there is continued conversations with local residents and ward councillors on the proposals;
- (2) Endorses the recommendations contained within the report that the Executive:-
 - Note the comments received on the draft SRF and the response to these comments;
 - Note the changes made to the SRF as set out within appendix 4; and
 - Approve the Northern Gateway SRF with the intention that it will become a material consideration in the Council's decision making process as Local Planning Authority.

[Councillor Johns declared a disclosable pecuniary interest in this item as his employer undertook the social economic vision for the Far East Consortium and left the meeting during consideration of this item].

ESC/19/10 Northern Gateway: Implementation and Delivery

The Committee considered a report of the Strategic Director (Development), which set out details of the Phase 1 Implementation Strategy for the Northern Gateway.

The Executive Member for Housing and Regeneration referred to the main points and themes within the report which included:-

- Governance arrangements for the Northern Gateway;

- Phase 1 development activity in years 1 to 5, which included Red Bank and New Town and development in Collyhurst;
- Tenure and typology mix and affordability of new housing;
- The infrastructure and funding required to deliver the Northern Gateway;
- Place management arrangements;
- The required land assembly to deliver Phase 1; and
- Emerging policy context.

The Committee had been invited to comment on the report prior to its submission to the Executive on 13 February 2019.

Some of the key points that arose from the Committees discussions were:-

- Consideration needed to be given as to how the city centre travel plan would impact on the Northern Gateway proposals;
- What role would Rochdale Road have in the proposals as there was a concern that within the Northern Gateway proposals, it was being referenced as an urban avenue but in the Transport Strategy 2040 it was referred to as an express bus corridor and what impact would the Bury and Rochdale allocations in the GMSF have in terms of the use of this road;
- Further details were requested on what were the other mechanisms being explored for the management of open spaces; and
- How was the Strategic Business Plan going to be scrutinised.

The Leader advised that to deliver the targets within the GMSF, there was a large dependence on central Manchester to achieve this and the number of housing units in this plan would be key to deliver these targets. A lot of the work taking place with TFGM at present was to see how a road system could be designed to accommodate public transport, cycling and walking whilst being liveable for those who lived on this route.

The Committee was advised that in terms of the mechanisms to manage open space, this would be dependent on how public open space was to be managed, whether it would be adopted or in some instances, part of private realm. What was recognised would be the need for a clear integrated strategy to place management.

The Leader advised that if this Committee was minded to, it could scrutinise the Strategic Business Plan, but added the caveat that this would need to be undertaken under a Part B item.

Councillors Karney and Flanagan were then invited to address the Committee with their views in regards to the proposals within the Northern Gateway. Both Councillors welcomed the development and regeneration proposals within the Framework. A request was made for Officers to provide more detail to local councillors on the outcome of the consultation that had taken place with local residents.

Decision

The Committee:-

- (1) Requests that the Executive take into account the comments made by the Committee;
- (2) Requests that the outcome of the consultation with local residents is shared with local Councillors on a ward by ward basis; and
- (3) Endorses the recommendations contained within the report that the Executive:-
 - Note the contents of the report and the progress being made to establish appropriate governance and implementation arrangements to secure the delivery of the Northern Gateway initiative;
 - Note that the City Council has submitted an Expression of Interest for the Northern Gateway to be designated for inclusion within the Government's Garden Communities Programme and request that a further report is brought back to a future meeting once the outcome of this submission is known;
 - Note the update provided in relation to the progress being made in developing an application for Housing Infrastructure Fund to support the delivery of the Northern Gateway initiative and to delegate authority to the Deputy Chief Executive and City Treasurer and the Strategic Director, Development to finalise and submit the application to the Ministry of Housing, Communities and Local Government by the deadline of 22 March 2019 and to request that a further report on the outcome of this bid is brought to a future meeting of the Executive, together with any proposals for the investment of any funding that is secured;
 - Note the intention to deliver an early phase of development within Collyhurst as well as on the edge of the City Centre and to delegate authority to the Strategic Director, Development in consultation with the Executive Member for Housing and Regeneration and local elected members to identify appropriate locations for the delivery of up to 530 new homes, including up to 130 new Council Houses, within the Collyhurst neighbourhood so that detailed consultations can be undertaken with the local community to draw up proposals for a detailed funding and delivery plan, for consideration by a future meeting of the Executive;
 - Note the intention to prepare a costed schedule of placemaking interventions for the Phase 1 development area which will be used by the Local Planning Authority as the basis for negotiating Section 106 developer contributions. All developments will be expected to provide Section 106 contributions towards the provision of identified placemaking activities;
 - Note the progress being made in assembling land to deliver the objectives of the Northern Gateway programme and to delegate authority to the Deputy Chief Executive and City Treasurer and the City Solicitor, in consultation with the Executive Member for Finance and Human Resources to agree and finalise the terms of a commercial loan between the Council and Far East Consortium (FEC) to support land acquisition as part of the Joint Venture programme. Note that approval of the loan would be subject to approval of full Council, requiring a Part B report at the appropriate time and

- Delegate authority to the City Solicitor to enter into and complete all documents or agreements necessary to give effect to the recommendations in this report.

[Councillor Johns declared a disclosable pecuniary interest in this item as his employer undertook the social economic vision for the Far East Consortium and left the meeting during consideration of this item].

ESC/19/11 Consultation on the draft Greater Manchester Spatial Framework (GMSF) and Manchester Local Plan Review - Update

The Committee considered a report of the Strategic Director (Development), which provided an update on the progress that had been made with the Greater Manchester Spatial Framework (GMSF) Consultation and how this Framework would provide a context for the preparation by individual authorities of updated Local Plans.

The Head of City Policy referred to the main points and themes within the report which included:-

- The GMSF was currently being prepared as a document jointly 'owned' by the ten Greater Manchester districts;
- The intention was that in the future the GMSF would become the GM Mayor's Plan, called a Spatial Development Strategy (SDS);
- The Spatial Development Strategy would still need support from the leaders of all ten districts and the GM Mayor;
- Each Council Leader had indicated that they would seek the support of their council before giving their endorsement to the GMSF;
- Details of the 2019 Draft Greater Manchester Spatial Framework, which included:-
 - Overall Development Targets;
 - Key Policy Proposals; and
 - Development Proposals for Manchester
- The relationship between the GMSF and Manchester's Local Plan; and
- A timetable of next steps to be taken.

Some of the key points that arose from the Committees discussions were:-

- Was the Council convinced that the city's housing needs would be met within the housing targets;
- What would happen if unanimity across the 10 GM Councils was not achieved;
- What was the current status of the Council's housing vision;
- Were council houses or social housing included within the GMSF housing targets;
- Assurance was sought that the creation and implementation of a GMSF was not the start of centralisation of planning call to a GM regional level; and
- How was the different type of housing demands taken into consideration as part of the GMSF.

The Leader advised that the GMSF would set out the vision for housing across Greater Manchester but would not be a formal planning document and as such, would not permit the GMCA to dictate what the Council could agree to build. He added that the next draft of the GMSF was due in Summer 2019, which would allow for each local authority to comment on the current proposals or make suggested amendments. If the 10 Greater Manchester Councils did not unanimously support the final proposals a fall back option would be to establish a joint development plan which would be created between two or more local authorities.

The Committee was assured that the creation and implementation of the GMSF would not provide any facility for Greater Manchester to take over development control arrangements that currently rested within each local authority

The Leader advised that the total housing figure within the GMSF was an aggregated figure for all 10 GM local authorities, based on an assessment of need and the subsequent land allocation had been identified taking the level of need for each local authority into account. He added that the amount of housing need for Manchester had not altered from the first incarnation of the GMSF in comparison to other GM local authorities.

Decision

The Committee notes the report.

ESC/19/12 Greater Manchester Transport Strategy 2040: Draft Delivery Plan (2020-2025)

The Committee considered a report of the Strategic Director, Development and Deputy Chief Executive, which presented the Greater Manchester Transport Strategy 2040 Draft Delivery Plan (2020-2025). The Plan had been developed in conjunction with the Greater Manchester Spatial Framework (GMSF) and was an important document in demonstrating how it was intended to effectively integrate new and existing development with future transport investments.

The Head of City Policy referred to the main points and themes within the report, which included:-

- The purpose of the draft Delivery Plan;
- A summary of other GMSF supporting documents that had been prepared to support the proposals within the draft Delivery Plan;
- The content of the draft Delivery Plan;
- Implications for Manchester;
- Details of a proposed light touch consultation on the document which was being undertaken in parallel with the GMSF consultation; and
- Next steps and timescales

Some of the key points that arose from the Committees discussions were:-

- Members were keen to understand how the relationship of this strategy and the Greater Manchester Spatial Framework (GMSF) would develop;

- Had there been any discussions with government around further devolution as referenced in the delivery plan;
- How developed were the proposals for a Metrolink tunnel for the city centre;
- Was there any plans to bring back into use redundant train lines for new tram train provision proposals;
- Had there been any progress with the need to bring about suitable changes to rail capacity to reflect the increased demand in services;
- Did the capacity of the Metrolink provision need reviewing;
- In terms of making improvements to public transport, consideration needed to be given to comfort, safety and cost;
- Members welcomed the emphasis on active travel within the strategy;
- It was felt that critical to the success of the strategy would be the need to reform bus services in Manchester and across the region;
- What happened to the proposed West Wythenshawe Metrolink loop; and
- There was concern that there was barrier to engagement with the proposed consultation as not many people would be aware of the link of the Delivery Plan to the GMSF and it was suggested that consultation on this Delivery Plan should be undertaken alongside the consultation on the GMSF, rather than as a subset of it.

The Leader advised that one of the main aims of tram trains was to relieve congestion on the heavy rail network as it was about increasing Metrolink provision and would only work where there was a discreet railway line that could be taken out of the current rail network to operate exclusively in this way. He added that the Secretary of State for Transport and Department for Transport were in support for developing tram train options.

The Head of City Policy supported the views of Members of the need to deepen the relationships between land use and transport planning through this process. With this delivery plan and the GMSF, Greater Manchester had a holistic plan which enabled the region to demonstrate the need for more transport investment to support growth. He added that to deliver the scale of ambition within the Plan, a recommitment by government to a transport fund for Greater Manchester was needed. In terms of a proposed Metrolink tunnel, he advised that this was still at a conceptual stage.

The Executive Member for Highways, Planning and Transport reinforced the need for investment from government in order to deliver the ambitions within the Plan and committed to work with local councillors to identify innovative ideas for city centre transport.

In relation to railway capacity, the Leader advised that the outcome of a comprehensive review by Network Rail was expected in March 2019, which would fit into the next expenditure round. He advised that it was anticipated that the review would identify the continued need for platforms 13 and 14 at Piccadilly station and that the platforms at Deansgate station required extending. He added that the fundamental problems that existed on the rail network within the city centre where at either ends of the Castlefield corridor, which would need some form of substantial interventions. In terms of capacity on the Metrolink service and intensification of the network, he advised that viable routes were required and following completion of the

Trafford Park line, there would be no capacity to add additional on street services within the city centre on the current network.

Safety and security of public transport users was taken seriously by the Council and TFGM and the Head of City Policy agreed to provide Members with more details on this.

The Leader concluded by advising the Committee that the West Wythenshawe loop had been renamed as the Davenport Green extension and was being considered in conjunction with HS2 proposals.

Decision

The Committee:-

- (1) Endorses the Draft Delivery Plan, particularly in terms of its implications for the city and plans to deliver an effective, inclusive and sustainable transport system;
- (2) Notes the timetable set out in the report for agreeing a final version of the Delivery Plan later in 2019; and
- (3) Requests that Officers relay the views of the Committee back to the GMCA.

ESC/19/13 City Centre Transport Strategy - Feedback from the Responses to the Conversation held in Autumn 2018

The Committee considered a report of the Strategic Director (Development) and Deputy Chief Executive, which set out the responses to a conversation and engagement exercise to support the development of a refreshed City Centre Transport Strategy. The report also described the proposed next steps in developing an updated transport strategy for the City Centre taking account of the plans for growth.

The Head of City Policy referred to the main points and themes within the report, which included:-

- The rationale as to why it was necessary to review the City Centre Transport Strategy;
- Highlights from the responses to the engagement exercise which included, but was not limited to:-
 - A total of 3700 responses had been received;
 - 90% of respondents identified air quality as an important issue;
 - 80% agreed that improving cycling, walking and public transport infrastructure would be the best way to improve air quality;
 - Congestion and traffic was identified as one of the biggest problems when travelling into and around the city centre;
 - Expanding the public transport network, cheaper and discounted travel and more frequent and reliable services were highlighted as being needed to encourage more people to use public transport to access the city centre;
 - Deansgate was highlighted as the main street in the city centre that had too little space for pedestrians; and

- Next steps, which involved the production of a draft strategy document for consultation that drew on the responses and identified specific schemes that would be needed to support future growth.

Some of the key points that arose from the Committees discussions were:-

- How representative were the findings of the engagement exercise in terms of the demographics of the city;
- A Member felt that the issue with the space available on Deansgate was more to do with the volume of pedestrians rather than the physical width of the pavements;
- There was concern about proposals to take traffic out of the city centre and the impact this could have on Wards on the periphery of the city centre;
- There was concern that the pedestrianisation of roads could lead to increase in ground rents on local businesses;
- There was concern that proposed alterations to networks were not being built with cyclists being taken into account;
- How robust was the data collected from the survey of daily trips into the city centre in morning peak periods and did this data take into account journeys of those people who already lived in the city centre
- A Ward by Ward breakdown of the consultation was requested for Committee Members; and
- How was this strategy going to align with other emerging strategies;

The Leader acknowledged the need to consider the impact in areas surrounding the city centre and referenced that the report had identified that it would be important to consider the complementary measures required in areas surrounding the centre to ensure that any transport impacts that arose from the continuing growth of the city centre were effectively managed. The Executive Member for Highways, Planning and Transport added that the Council was reviewing parking within the city centre and the impact of parking on the periphery of the city centre and agreed to share the findings of this with Members.

The Committee was advised that the main differences of the sample used in the engagement exercise compared to the representative of the city was a slight gender in-balance of responses from men compared to women and respondents aged 25-54 were overrepresented whereas respondents over 65 were underrepresented. Aside from this, the representation of the responses to the engagement exercise was expected.

The Leader commented that rent levels tended to sit alongside the economic success of the city and there was evidence that if undertaken in the right way, pedestrianisation often improved access to businesses. He also added that over the next planning period the dominant form of transport in the city centre should be walking.

The Head of City Policy advised that the survey of daily trips into the city centre in morning peak periods had been undertaken for a number of years now and was a consistent data set, which looked at all the crossing points of the inner ring road. He added that this strategy was seen as a sub strategy of the 2040 Transport Strategy,

which the Council was working alongside TFGM and Salford City Council on its development. The next stage would be to develop specific schemes and proposals.

Decision

The Committee:-

- (1) Notes the report and in particular the responses received to the City Centre Transport Strategy conversation and the proposed next steps in the development of a draft strategy document;
- (2) Welcomes the offer from the Executive Member for Highways, Planning and Transport to share the findings of the review of parking within the city centre and the impact of parking on the periphery of the city centre with Committee Members;
- (3) Requests that Officers provide a ward breakdown of the consultation responses with the relevant Ward Members; and
- (4) Agrees to receive a further report prior to the draft document for consultation being considered by the Executive.

ESC/19/14 Updated Financial Strategy and Directorate Business Plans 2019-20

Further to Minute ESC/18/55, the Committee considered a report of the Chief Executive and the City Treasurer which provided a further update on the Council's financial position and set out the next steps in the budget process.

The Committee was invited to consider and make recommendations on the budget proposals which were within the remit of the Committee and to comment on the Directorate Business Plans, prior to their submission to the Executive on 13 February 2019.

The Executive Member for Housing and Regeneration and the Executive Member for Finance and Human Resources outlined the context of the reports, in particular the challenges presented by funding reductions from the national government.

Some of the key points that arose from the Committees discussions were:-

- It was felt that there needed to be more detail within Business Plan as to how the Council's living wage policy was being developed and enforced through contracts;
- The Committee welcomed the investment in Adult Social Care which would hopefully help older resident stay in employment longer; and
- The Committee welcomed the increased budget for compliance on private landlords and waste management.

The Leader agreed that more detail would be included in the Business Plan in regards to the Council's living wage policy and how this was being applied within contracts. He also commented that the Council would be developing an action plan as to how the quality of life for those aged 50 to 64 could be improved.

The Executive Member for Housing and Regeneration commented that there was also other areas of focus taking place in regards to the private sector rental market, which would include a review and extend the selective licensing schemes and also an increase in the team that deals with HMO licensing.

Decision

The Committee:-

- (1) Notes that this is the final year of a three year budget; and
- (2) Requests that the Executive take into account the comments made by the Committee.

ESC/19/15 Overview Report

The Committee considered a report of the Governance and Scrutiny Support Unit which contained key decisions within the Committee's remit and responses to previous recommendations was submitted for comment. Members were also invited to agree the Committee's future work programme.

A Member requested that as part of next years work programme setting, consideration undertaking some work around the Greater Manchester Pankhurst Forces Scorecard as a number of areas related specifically to the economy.

A Member also suggested that the Committee also looked at housing wealth and ownership within the city, in order to consider if the wealth being generated through the rental of properties is remaining within the city

Decision

The Committee:-

- (1) notes the report; and
- (2) agrees that if any Members have suggestions for inclusion in next year's work programme, they are to notify the Chair accordingly.