Public Document



GREATER MANCHESTER COMBINED AUTHORITY

DATE:	Friday, 29th November, 2019
TIME:	10.30 am
VENUE:	Hollingworth Rooms A, B & C, 1st Floor, Rochdale
	Council Offices, No.1 Riverside, Rochdale, OL16
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SUPPLEMENTARY AGENDA

This supplementary agenda was issued 22/11/19 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU

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Agenda Item 6c

GREATER MANCHESTER COMBINED AUTHORITY (GMCA) CORPORATE ISSUES AND REFORM OVERVIEW AND SCRUTINY COMMITTEE 19 NOVEMBER 2019 AT 6.00PM AT GMCA OFFICES

Present: Bury: Manchester: Manchester: Oldham: Salford: Salford: Stockport: Tameside: Trafford: Trafford: Wigan:	Councillor Tim Pickstone (Bury) (in the Chair) Councillor Stella Smith Councillor Ben Clay Councillor Greg Stanton (Substitute) Councillor Colin McLaren Councillor David Jolley Councillor Tanya Burch Councillor Tanya Burch Councillor Teresa Smith Councillor Anne Duffield Councillor Dave Morgan Councillor Joanne Marshall
In attendance	
GMFRS	Jim Wallace, Chief Fire Officer Tony Hunter, Assistant Chief Fire Officer Jenny Seex, Head of Protection
GMCA	Andrew Lightfoot, Deputy Chief Executive Richard Paver, Treasurer Steve Wilson, Treasurer Paul Morgan, Commercial Manager Jane Forrest, Assistant Director, Reform Miriam Loxham, School Readiness Project Manager Joanne Heron, Statutory Scrutiny Officer Jamie Fallon, Governance and Scrutiny Officer
NORTHWARDS HOUSING	Robin Lawler, Chief Executive
SALFORD CC	City Mayor Paul Dennett
CI31/19	APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Robert Allen (Bolton), Chris Goodwin (Oldham), Kallum Nolan (Rochdale), Dena Ryness (Stockport).

CI32/19 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

The Chair extended thanks to substitute member Councillor Greg Stanton, for his attendance at the meeting.

It was agreed that the December 2019 Committee meeting would be cancelled, given its proximity to the election, and no essential business which couldn't be deferred to the January 2020 meeting.

The Committee were advised that future meetings would include an informal Members discussion, which would be held at 5.30pm, in preparation for the formal Committee meeting at 6pm. The Chair welcomed Members attendance where possible.

Members were informed that Officers would seek to identify a further date, for a GMFRS briefing Session, to be held in early February 2020. The session would focus on the challenges faced by the fire service, so that Members were better prepared to scrutinise, and support the identification of potential deep dive themes.

RESOLVED:

- 1. That the meeting due to be held on 10 December 2019 be cancelled, and the business deferred until January 2020.
- 2. That Officers consult with Members and Officers on developing a GMFRS briefing session in early February 2020.

CI33/19 DECLARATIONS OF INTEREST

There were no declarations of interest received.

CI34/19 MINUTES OF THE MEETING HELD ON 17 SEPTEMBER 2019

The minutes of the meeting held on 17 September 2019 were submitted for approval.

RESOLVED:

That the minutes of the meeting held on 17 September 2019 be agreed.

CI35/19 HIGH RISE TASK FORCE

City Mayor Paul Dennett, Portfolio Leader for Housing, Homelessness and Infrastructure, introduced a report, which outlined the progress of the Greater Manchester High Rise Task Force (GMHRTF), and the Greater Manchester Fire and Rescue Service High Rise Team (GMFRSHRT), in regard to high rise residential buildings in Greater Manchester (GM), and its contribution nationally in this area.

Also in attendance was Jim Wallace, Chief Fire Officer, Tony Hunter, Director of Protection and SPPCI, Jenni Seex, Head of Protection, and Robin Lawler, Chief Executive of Northwards Housing, and Chair of the GM Fire Safety Technical Group.

The following key points were highlighted:

- The GMHRTF had been set up following the Mayoral Summit on the 25 June 2017, with the purpose of overseeing the GM response to the fire at Grenfell Tower.
- The ultimate priority for the GMHRTF, was to provide reassurance on GM fire safety, and to ensure buildings were safe, and that GM could respond effectively to a major high rise incident.
- A survey of residents living in high rise buildings was undertaken over the summer, and utilised as part of the GMHRTF response, to the Governments consultation on 'Building a Safer Future'. The survey was subsequently extended until the start of September 2019 and a final report was being prepared.
- Following the publication of the Hackitt Report, MHCLG working with NFCC and Local Authority Building Control (LABC) had created a series of working groups to consider what work was necessary to develop and deliver a Joint Competent Authority (JCA) arrangement.
- The significantly positive work undertaken by the GMHRTF and the GMFRS High Rise Team in GM, and on the national stage, had been recognised nationally, with GMFRS invited to be a member of the new Protection Board.
- The Grenfell Inquiry Phase 1 report has been published, and included a number of recommendations, which were carefully being considered by the GMHRTF, GMFRS, and partners.
- The GMHRTF currently meet every six weeks, and is attended by GMFRS, representatives of local authorities, housing providers, universities, utility companies, and representatives of managing agents for privately owned blocks of flats.
- The GMHRTF had developed a number of task groups/cells to carry out focused work, and the majority of these were led by GMFRS.
- The current number of blocks where interim measures are required was currently 79. The definition of high rise, was currently buildings which were more than 18 metres in height.
- A major element of the work to ensure operational readiness, was the development of guidance, for the role of operational crews in supporting and ensuring the evacuation of residents at an incident, in buildings, where an evacuation strategy has been implemented. The fire incident at the Cube, in Bolton, on Friday, had tested this response.
- The Operational Assurance team had implemented smoke curtains on all appliances, supported by operational guidance, to support the effective escape of residents, in the event of a fire.
- The main concern was the number of buildings, which still had unsafe cladding on the outside of them, and the associated costs (some in the range of £40,000), which had fallen upon many residents to make their homes safe, as the developers, building owners, and free holders were refusing to take responsibility. This issue continues to be raised with Government on behalf of residents.

Members raised the following questions and comments:

• A Member from Salford, highlighted the challenges they had faced in identifying an appropriate solution to the cladding issues, and the difficulties in accessing funding to

remediate buildings owned by Private Finance Investments (PFI). How were the GMHRTF supporting localities to implement cladding solutions, which were future proofed?

The City Mayor advised that the Government had produced advice note 14, which clearly articulated what solutions were permissible. The Committee were informed that in December 2018, the Government, made an amendment to Building Regulations, to prohibit the use of 'combustible cladding' on buildings over 18 metres, making it simpler to work through the technical solutions available. The complexities in identifying the right cladding for individual buildings were noted, given that a number of factors were at play, which included, weight and wind load.

• A Member asked whether the same requirements to remove and replace cladding applied to buildings, which had cladding on one wall, or on the top floor.

Jenni Seex, advised that there were complexities to consider, but all buildings with category 2/3 Aluminum Composite Material (ACM) on, should be remediated. Cladding which was on the top floors did however, present as lower risk, as the highest risk was regards to a fire spreading horizontally. It was confirmed that elements such as the type and position of cladding, contributed to whether interim measures were adopted in terms of building the evacuation strategy. Robin Lawler, added that housing providers were dealing with buildings on a portfolio basis, with category 2/3 ACM affected, being remediated on a risk based approach. It was noted that Private Finance Initiative (PFI) owned buildings were particularly complex, as Government did not class them as public or private, so funding could not be accessed.

• Had GMHRTF submitted recommendations to Government, which could feed into future regulations? Clarification was requested in relation to whether the aim was to move away from the use of cladding entirely.

It was confirmed that MHCLG attended regular meetings with the HRTF, so were fully sighted on the frustrations and challenges, such as, the requirement to pay VAT, on the removal and replacement of cladding.

The City Mayor confirmed that GM were also lobbying for an emergency fund which went beyond ACM, and felt that it was clear from the phase 1 report, and the Government's Independent Review of Building Regulations, and Fire Safety, that the current regulatory system was not fit for purpose.

It was envisaged that the publication of the Phase 2 report, could prompt Government to implement the fundamental changes required to building regulations, which were required.

Tony Hunter, noted that the tragic incident, at the Cube in Bolton on Friday, involved cladding with high-pressure laminate (HPL), which only emphasised the need for a complete system overhaul. A risk stratified approach to building safety was needed, that was person centric, and prioritised vulnerable groups, such as the elderly, and students.

The Committee were informed that the National Fire Chief's Council (NFCC) had recommended to Government that sprinklers become a requirement in all high rise residential structures above 30 metres in height.

Members were advised that following the amendment to building regulations in December 2018, there were now tighter controls in place, regarding the types of products which can be used. It was noted that glazing systems were currently popular, noting that all buildings over 30 metres were required to have sprinklers, notwithstanding, GMHRTF was lobbying for a lower height threshold.

- The City Mayor referred to the austerity faced by GMFRS, and the requirement to reduce their budget by £12.8m over the next three years. Post Grenfell, Government must acknowledge that further cuts were not acceptable, as resources are needed to focus on protecting public safety.
- Clarity was sought in relation to the number of buildings in special measures. It was confirmed that 80 buildings over 18 metres were in special measures currently, albeit, buildings below 18 metres were potentially affected. The Northern Quarter was highlighted, as an example of where there were a number of multi floor buildings in close proximity, and explored what level of risk these posed.

The complexities were discussed, noting that the aim was to manage those risks by implementing effective evacuation strategies, such as implementing a 'waking watch' or improving the quality of fire alarms, which were installed. Members were informed that an awareness event was held in October 2019, attended by 53 people from across the 1200 blocks in GM. Universities had also been engaged to review their fire safety arrangements.

• A Member referred to media reports regarding the use of cladding in other parts of the buildings, such as internal insulation fillers. Had these wider issues been addressed?

The HRTF were engaging with developers, and consistently reiterating that the focus on ACM was too narrow. Following the initial inspections, it was quickly identified that the issues were complex, and a dedicated team was needed, in order to identify and assess the risks posed, on an ongoing basis. There was an increasing need for blocks to change their evacuations strategy as more information was becoming available. It was noted that converted buildings (from commercial to residential), were being asked to have compartmentation surveys conducted.

The Committee were informed that four buildings had been deemed prohibited, noting the challenges this posed, and impact on peoples lives. A block in Salford, which was affected by internal compartmentation, was quoted costs of more than half its value to correct the issue.

Robin Lawler, added that in the social housing sector, level 3 & 4 risk assessments had been commissioned to check compartmentation. The outcomes of these assessments were generally shared with GMFRS, so that remediation factors could be agreed. It was acknowledged that the costs had impacted on a providers ability to address legacy issues, and make further investments.

• A Member referred to GMFRS's decision to change their policy on Automatic Fire Alarms (AFA's) and explored whether this was still deemed appropriate.

Tony Hunter, reported that they were six months into a 12 month pilot. Within quarter 1, 2000 AFA's had been received, noting that eight incidents attended, requiring only the use of

a fan, to blow the smoke out of the buildings. It was noted that crews had taken these opportunities to familiarise themselves with the buildings, and update their records. Members were informed that AFA's were not factored into how GMFRS determine resource requirements.

- Were residents able to access the assessments conducted by property owners/landlords? The GMHRTF had recommended that this information should be made accessible, and summaries should be produced. The potential impacts on GMFRS in terms of Freedom of Information (FOI's) were noted.
- A Member explored whether newly approved developments were using materials which were future proofed, and would not be affected by future regulations (i.e. deemed unsafe at a later date).

Full assurance could not be given at this stage, however, the Building Research Establishment, were testing cladding systems, and making those outcomes public; to support the Government to provide clarification as to what was permissible.

The City Mayor emphasised the importance that clarification was received, if GM was to meet the local housing needs over the next 20 years, which was to provide 201,000 homes. Localities also had to demonstrate a 5 year land supply, so that valuable green space was protected. GM was continuing to engage with Government within the timescales set.

Members were informed that following the Hackett Review, an Industry Safety Steering Group had been developed, which included 12 working groups, tasked with looking at the competences requirements of different trade associations. In addition, insurers were taking a much more rigid approach, with a number of inspectors unable to renew their insurance, due to the tighter scrutiny, driven by the risks of litigation. This was the biggest driver in terms of improving standards, and ensuring that builds were developed properly.

RESOLVED:

- 1. That the update be noted and the comments of this Committee be taken into account in developing ongoing work.
- 2. That a further update be arranged in the next municipal year as appropriate.

CI36/19 SCHOOL READINESS UPDATE

Jane Forrest, Assistant Director Reform, introduced a report which provided an update on the School Readiness programme, in light of the recent approval of £2.1m investment, from the Health and Social Care Partnership (H&SCP), to accelerate progress.

Members were informed that the challenges to improving school readiness outcomes at a locality and GM level, had been considered by the Committee's School Readiness Task and Finish group, and their findings had subsequently been used to inform the GM programme of work as detailed at paragraph 1.4 within the report. The Task Group's findings were tabled at the meeting, and presented by Councillors Stella Smith and Colin McLaren. It was acknowledged that the findings demonstrated the value of task groups in deep diving into issues in more detail.

The following key points were highlighted:

- Rates of child poverty were important to bear in mind when contextualising GM's GLD results; the proportion of children living in income-deprived households is higher in GM than the national average.
- There had been a positive improvement in outcomes for disadvantaged children and outcomes for pupils eligible for Free School Meals. This had improved by 4 percentage points since 2015, and provisional DfE data showed that we had now closed the gap between the GM and England GLD average, for pupils eligible for free school meals.
- Although the gap between GM and national performance has narrowed slightly in recent years, the trend towards a plateau in performance was a feature of the national trend data as well as the GM data. There was an ambitious objective for GM to reach the national level for GLD within 2 years.
- Performance across GM varied, but results in Tameside and Oldham had improved by 1% and 4% respectively. Over the last 3 years, the proportion of 5 years olds reaching GLD in Oldham had increased by over 7 percentage points, and they were the most improved local authority in the North West, and one of the most improved in the country. Oldham had benefited from additional investment as a DfE funded, Opportunity Area; early years initiatives funded as part of this programme would inform further improvement work across GM.
- Work to embed best practice pathways, had included the recent soft launched 'Tiny, Happy, People website across GM' by the BBC; the website provides resources that can be used by parents and front line professionals to help improve a child's speech, language and communication. GMCA has worked closely with the BBC to develop resources and provided marketing materials, which were being given out by Midwives and Health Visitors to raise awareness with parents.
- GM had been recognised nationally for its work to develop a GM pathway for antenatal parenting support, aligned to the wider work taking place to implement the perinatal and infant mental health (PIMH) strategy across GM. Work was underway with CCG's to ensure that the pathway was embedded within future commissioning plans.
- A roundtable event had taken place (in November 2019), with potential investors and delivery
 partners, to support the development of the GM Early Years Workforce Academy. The
 Academy would aim to take a regional approach to enhance the practice, knowledge and
 skills of the diverse range of professionals, working in early years services and the wider
 professionals within place-based teams.
- The recent mobilisation of the new phase of work for the GM School Readiness Programme, and the additional transformation funding from the H&SCP, would seek to address remaining gaps and challenges that had been identified by localities as barriers to improving early years outcomes. A structured 24 month GM programme of work was now progressing at pace.
- Additional performance data, and GM level data tools were supporting the development of evidence informed strategies and the identification of best practice, to scale and spread across GM.

Members raised the following questions and comments:

• Members welcomed the update and explored why there was an apparent mismatch between the Ofsted ratings and actual GLD scores for children.

Jane Forrest advised that GM was progressing well in terms of the number of education settings, which were rated 'good' or 'outstanding' within GM. It was noted that there was clear evidence to suggest, that a child who goes to a high quality education setting was more likely to do better in school. There are wider family factors to consider, with the home learning environment important.

 A Member explored whether there were any lessons which could be taken from the number of children from poorer backgrounds who actually achieved better grades, because they worked extra hard to get out of their environment. Also, multi lingual children who tended to speak later.

It was advised that there were some really high performing groups/ communities, and the development of the data dashboard, providing data at a granular level, was supporting the identification of those examples, so that the right questions were being asked in the right places. For many children, entering reception class, is the first time they have spoken English, but they still perform well. The importance of defining the measurements were noted in effectively predicting future attainment.

The robust analytical tools, enabled GLD data, to be disaggregated by demographic cohort, and recent results indicated that there had been some successes in GM. Bury had demonstrated strong examples, of how the home learning environment, and working holistically with families could improve outcomes, noting that GM was looking to learn from these examples.

• A Member requested further information regarding the role out of the Early Years Digital Record.

It was confirmed that phase one, would provide Health Visitors and parents with a digital platform to complete the Ages and Stages assessments in stages 2 and 5, using the Wellcomm tool. It was envisaged that digitisation would provide health visitors with additional time to support families. The resource was being rolled out in a phased way (starting with early adopters), to ensure that the right support was in place. Discussions had taken place with Health Visitor leads, in order to identify the teams who were in the right place to adopt, and those with a significant deficit in skills, which needed to be addressed. In the longer term, digital would be embedded within the Workforce Academy models, and discussions were taking place with universities and training providers regarding their pre-qualifying training programmes. Work was also ongoing with the Work and Skills Team within the GMCA.

• A Member explored whether there were early messages identified through the ward level analysis, in relation to what was and was not working.

It was confirmed that initial discussions had taken place, noting that the Early Years Leads within localities, were best placed to understand, the locality factors at play, which were influencing the results, such as cultural capital, or children's centre offer within the area. It was envisaged that more robust evidence would be defined in 2020.

• A Member explored whether 'predicted grades' had a negative impact on children's progress. It was confirmed that the predictive analytics aimed to support early identification, so that the right support and resource could be put in place to support the child.

RESOLVED:

- 1. That the update be noted.
- 2. That a further update be arranged in the next municipal year as appropriate.

CI37/19 WASTE BUDGET AND LEVY REPORT

RESOLVED:

That the report be noted.

CI38/19 WORK PROGRAMME

Joanne Heron, Statutory Scrutiny Officer, introduced the 2019/20 work programme for Members to review, develop and agree.

The Committee's focus in January and February 2020, would be to scrutinise the budget process.

RESOLVED:

That the work programme be agreed.

CI39/19 GREATER MANCHESTER STRATEGY IMPLEMENTATION PLAN AND PERFORMANCE UPDATE

RESOLVED:

That the report be noted.

CI40/19 GREATER MANCHESTER BREXIT PREPARATIONS REPORT

RESOLVED:

That the report be noted.

CI41/19 GMCA REGISTER OF KEY DECISIONS

RESOLVED:

That the Register of Key Decisions be noted.

CI30/19 DATE OF NEXT MEETING

Tuesday 21 January 2020, at 6pm, GMCA Offices.



Date:	29 November 2019
Subject:	Metrolink Fares and Ticketing
Report of:	Andy Burnham, GM Mayor, Portfolio Lead for Transport and Eamonn Boylan, Chief Executive Officer, GMCA & TfGM.

PURPOSE OF REPORT

To seek approval of proposed changes to Metrolink fares and the introduction of two new Metrolink ticketing products from early 2020.

RECOMMENDATIONS:

Members are recommended to:

- 1. Approve the implementation of a weighted average fare increase of 2.2% in early 2020.
- 2. Agree to receive a subsequent report in 2020.
- 3. Approve the introduction of an Early Bird product for Metrolink customers.
- 4. Approve the introduction of a carnet style Metrolink ticket and delegate decisions on the pricing of this product to the Chief Executive Officer, GMCA &TfGM, in consultation with the GM Mayor.
- 5. Delegate the decision on the precise implementation dates of both the fare increase and the introduction of the Early Bird product and the Carnet style tickets to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor.

CONTACT OFFICERS:

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN
		Pa		

Eamonn Boylan	Chief Executive Officer, GMCA & TfGM	0161 244 1020
Steve Warrener	Finance & Corporate Services Director	0161 244 1025

Risk Management – N/A

Legal Considerations – N/A

Financial Consequences – Revenue – This would lead to a short-term reduction in income of £0.3m in 2019/20 and £1.25m in 2020/21. For further detail see paragraph 2.7

Financial Consequences – Capital – N/A

Number of attachments included in the report: None

BACKGROUND PAPERS:

o Item 12 - Metrolink Fares, GMCA Meeting 29 September 2017

TRACKING/PROCESS				
Does this report relate to a majo	or strategic decisi	ion, as set out in t	he Yes	
GMCA Constitution.				
EXEMPTION FROM CALL IN				
Are there any aspects in this rep	ort which	No		
means it should be considered to	o be exempt			
from call in by the relevant Scru	tiny Committee			
on the grounds of urgency?				
GMTC	Overview & Scr	utiny		
	Committee			
N/A	N/A			

1 INTRODUCTION

- 1.1 Greater Manchester has ambitious growth plans over the coming years, with major growth in employment leading to a rapidly increasing population and an urgent need to build new homes. This means our transport network will need to support an additional 600,000 journeys a day across all modes by 2035.
- 1.2 It has never been more important for our transport system to be responsive to the changing city region and its residents and workers, giving the people real choices to change easily between different modes of transport, with simple affordable ticketing.
- 1.3 Earlier this year, the Mayor launched 'Our Network', Greater Manchester's ambitious plan for the next ten years to create a truly integrated, world class transport system, so that getting around the city-region is convenient, accessible and affordable.
- 1.4 Aligned to the 2040 Transport Strategy, and underpinned by the Greater Manchester Strategy, Our Network spans Metrolink, bus, tram train, GM rail, cycling and walking in support of our strategic objectives enabling 50% of all journeys to be made by sustainable transport modes by 2040 and supporting our objective to achieve carbon neutrality by 2038.
- 1.5 A key element of this ambitious plan is to make our transport system accountable: it needs to be run for the people of Greater Manchester, be locally accountable and respond effectively to our changing city region.
- 1.6 In recognition of this, work has been underway to develop a package of measures to support an inclusive and accountable transport network and underpin Greater Manchester's strategic objectives.

2 PROPOSALS FOR CONSIDERATION

Fare Increase

2.1 GMCA / TfGM's medium term financial strategy and the Greater Manchester Transport Fund are predicated on fares increasing by RPI +1% per annum, recognising the increases in operating costs and the required net revenue return required to support the financing of the Transport Fund capital programme.

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- 2.2 Following a four-year 'price freeze' from January 2014, in recognition of the work that was taking place to expand the network into the UK's largest tram system, in September 2017, GMCA agreed, following a Metrolink fares survey, to implement an annual fare increase of RPI+1%+1.33% each year for three years, with the 1.33% being the increase required to recover the 'lost revenue' from the previous price freeze. January 2020 was scheduled to be the third and last of these agreed fare increases.
- 2.3 However, considering the wider Metrolink challenges during early 2020, including the delayed availability of planned new trams and the resultant capacity challenges during the initial phase of the operation of the Trafford Park Line, it is proposed to limit the 2020 fare increase to a weighted average of 2.2%. This is 2.93% points lower than the previously agreed fare increase of 5.13% (using the published July RPI of 2.8%).

					£				
	anytime	1-day	1-day off-	7-day	28-day	annual	family 1-day	family	weekend
Zone(s) Travelled Through	single	anytime	peak	anytime	anytime	anytime	off-peak	weekend	travelcard
	single	travelcard	travelcard	travelcard	travelcard	travelcard	travelcard	travelcard	travelcaru
Zone 1+2	2.80	4.30	3.50	17.60	60.20	676.00	5.20		
Zone 2+3	2.40	3.50	3.10	15.20	52.00	592.00	4.80		
Zone 3+4	2.40	3.50	3.10	15.20	52.00	592.00	4.80		
Zone 1+2+3	3.80	6.10	4.30	25.40	84.20	967.00	7.10		
Zone 2+3+4	3.20	4.70	3.90	20.40	69.60	769.00	6.90		
Zone 1+2+3+4	4.60	7.10	4.90	31.00	101.80	1154.00	7.30	9.50	6.80
Zone 1 only	1.40	2.70	1.90	10.60	36.40	416.00	3.60		
Zone 2 only	1.40	2.70	1.90	10.60	36.40	416.00	3.60		
Zone 3 only	1.40	2.70	1.90	10.60	36.40	416.00	3.60		
Zone 4 only	1.40	2.70	1.90	10.60	36.40	416.00	3.60		

2.4 The proposed adult fares to be implemented in early 2020 are shown in the table below:

- 2.5 The proposed fare change includes the following key features:
 - Within the proposed fare increase all single fares would be held at the 2019 level; adult 1-day anytime and off-peak travelcards would increase by 10 pence; and all other fare increase would be capped at 4%.
 - Operationally the minimum unit fare increase is 10 pence and fares cannot be set to increase by any lower amount. Consequently, where adult fares have increased by the minimum unit fare increase (i.e. adult 1-day anytime and off-peak travelcards) the corresponding child and concessionary fares have been held at 2019 prices. This means that those child and concessionary fares will be less than 50% of the equivalent adult fare.
 - Individual fares would increase within a range of 0% to 5.6% with the highest increases resulting from the impact of applying the minimum unit fare increase of 10 pence on relatively lower value fares (i.e. a £1.80 fare increasing to £1.90). The % fare increases on each adult ticket type are shown in the table below.

Zone(s) Travelled Through	anytime single	1-day anytime		7-day anytime			family 1-day off-peak	weekend	weekend travelcard
	Single	travelcard	travelcard	travelcard	travelcard	travelcard	travelcard	travelcard	travelcaru
Zone 1+2	0.0%	2.4%	2.9%	3.5%	3.8%	4.0%	4.0%		
Zone 2+3	0.0%	2.9%	3.3%	2.7%	4.0%	3.9%	2.1%		
Zone 3+4	0.0%	2.9%	3.3%	2.7%	4.0%	3.9%	2.1%		
Zone 1+2+3	0.0%	1.7%	2.4%	3.3%	4.0%	4.0%	2.9%		
Zone 2+3+4	0.0%	2.2%	2.6%	3.0%	3.9%	3.9%	3.0%		
Zone 1+2+3+4	0.0%	1.4%	2.1%	3.3%	3.9%	4.0%	2.8%	3.3%	3.0%
Zone 1 only	0.0%	3.8%	5.6%	3.9%	4.0%	4.0%	2.9%		
Zone 2 only	0.0%	3.8%	5.6%	3.9%	4.0%	4.0%	2.9%		
Zone 3 only	0.0%	3.8%	5.6%	3.9%	4.0%	4.0%	2.9%		
Zone 4 only	0.0%	3.8%	5.6%	3.9%	4.0%	4.0%	2.9%		

- In terms of volumes, the proposed fares would result in 45% of ticket sales (based on sales made between November 2018 and October 2019) being held at the 2019 level; 50% of ticket sales in that period increasing by 4% or less; and 5% of ticket sales increasing by 5.6%.
- 2.6 Metrolink is operated without public subsidy and the revenues generated cover the costs of operating the network and contribute to the costs of borrowings used to expand the network. As a result, whilst fares must be responsive to the changing city region and its residents and workers, it is important that the long-term revenue projections for the network are maintained.
- 2.7 It is proposed to bring forward a subsequent report, in 2020, on the overall funding position for Metrolink in the context of these proposals, any proposals that are forthcoming from government following the general election, including proposals for financial support for public transport and any other relevant factors.

New Products

- 2.8 The Metrolink network is now carrying more passengers than ever, with more than 44 million passenger journeys made each year. This means there is a need to maximise capacity at peak times by encouraging those that can, to travel outside of peak times where possible.
- 2.9 Offering more travel choices for those with greater flexibility will help to optimise the use of capacity on the network by releasing capacity for those who have no option but to travel at peak time, when congestion and crowding on our roads and public transport network, including on Metrolink, is most likely.
- 2.10 Additionally, there is a need to recognise that many employers are increasingly moving towards more flexible working patterns, meaning that many workers are no longer restricted to the traditional 9-5 start and finish times. When considered along with shift workers and part-time workers, this means that there is a large section of the workforce for whom weekly and monthly products may not represent good value for money.

 GMCA 20191129 Metrolink Fares and Ticketing v[Title]
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 25/11/2019 16:04

2.11 In recognition of these factors it is proposed to introduce two new Metrolink ticketing products in early 2020.

Early Bird

- 2.12 Building on, and learning from, the 'Early Bird' pilot that was launched in November 2018, it is proposed that a revised early morning offer is launched in January 2020. In addition to encouraging existing customers who can, to travel earlier and outside of the weekday peak when trams are less busy, this offer would also seek to encourage new or infrequent customers to use Metrolink and shift towards more sustainable modes of transport.
- 2.13 The new 'Early Bird' product would be available on the contactless payment channel only and would mean that all customers touching in before 07:00 and making subsequent journeys after 09:30 would be charged the reduced off-peak, rather than the peak, travelcard fare. As there is no evening peak time on Metrolink, the same 'off peak' pricing would apply to those who can travel later in the morning and start their first journey after 09:30.

Carnet Ticketing

- 2.14 Alongside the 'Early Bird' product, it is proposed to introduce a carnet style ticket, that would be available to purchase, initially, on the get me there smartcard. It is proposed that the offer is launched initially as a 'pack' of 10 x one-day travelcards, available as zonal peak or off peak tickets. The products would need to be used within a certain period from the date of purchase for example within 28 days and would be priced at a discount compared to purchasing the same number of the equivalent daily travelcards individually.
- 2.15 Further work is required to finalise the pricing proposal for a carnet style ticket and it is requested that this decision is delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor, to ensure that the product can be introduced at the earliest possible opportunity.

3 NEXT STEPS

3.1 Subject to approval:

- The proposed fare changes will be implemented; and the Early Bird and carnet style products will be introduced, as described above, alongside the fare changes, in early 2020, with the decision on the precise implementation dates to be determined by the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor; and
- A subsequent report will be submitted to the GMCA, in 2020, on the overall funding position for Metrolink.

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4 **RECOMMENDATIONS**

4.1 Recommendations are included on the front cover of this report.

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Date: 29 November 2019

Subject: The Mayor's Cycling and Walking Challenge Fund

Report of:Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and
Eamonn Boylan, Chief Executive Officer, TfGM

PURPOSE OF REPORT

To provide an update on progress and to approve the sixth tranche of schemes for Programme Entry for the Mayor's Cycling and Walking Challenge Fund (MCF).

RECOMMENDATIONS:

Members are recommended to:

- (i) note the progress on the first five tranches previously granted Programme Entry for inclusion in the MCF;
- (ii) approve the sixth tranche of cycling and walking schemes to be granted Programme Entry for inclusion in the MCF; and
- (iii) note the progress made in developing a prioritised list of schemes for development and delivery through the Mayor's Challenge Fund as the first phase of the Bee Network.

CONTACT OFFICERS:

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Stephen Rhodes	Customer Director	0161 244 1092
Simon Warburton	Strategy Director	0161 244 1427

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN
		Pa		

Risk Management – see paragraphs 3.2 and 3.9 Legal Considerations – N/A Financial Consequences – Revenue – N/A Financial Consequences – Capital – see paragraphs 3.7 - 3.9

BACKGROUND PAPERS:

- 29 March 2018 Transforming Cities Fund report to GMCA
- 25 May 2018 Cycling & Walking Update
- 29 June 2018 Transforming Cities Fund report to GMCA
- 27 July 2018 Transforming Cities Fund report to GMCA
- 28 September 2018 Mayor's Cycling & Walking Challenge Fund
- 29 March 2019 Mayor's Cycling & Walking Challenge Fund
- 28 June 2019 Mayor's Cycling & Walking Challenge Fund

TRACKING/PROCESS				
Does this report relate to a majo	or strategic decisi	ion, as set out in	the	No
GMCA Constitution				
EXEMPTION FROM CALL IN				
Are there any aspects in this rep	ort which	No		
means it should be considered t	o be exempt			
from call in by the relevant Scru	tiny Committee			
on the grounds of urgency?				
GM Transport Committee	Overview & Scrutiny			
	Committee			
N/A	N/A			

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MAYOR'S CYCLING AND WALKING CHALLENGE FUND

1 INTRODUCTION

- 1.1 On 29 March 2018, GMCA agreed to allocate £160 million of Greater Manchester's £243 million Transforming Cities Fund to develop a Mayor's Cycling and Walking Challenge Fund (MCF).
- 1.2 The fund is being used to deliver the first phase of the Bee Network, which is the walking and cycling element of the *Our Network* plan to transform Greater Manchester's transport system. The Bee Network, which, once complete, will cover circa 1,800 miles and be the longest, integrated, planned network in the country connecting every neighbourhood of Greater Manchester. The initial network plan was contained in *Greater Manchester's cycling and walking infrastructure proposal* (adopted by GMCA in June 2018), as part of a GM *Streets for All* highways improvement programme.
- 1.3 This paper recommends the approval of 25 additional schemes for programme entry taking the total number of schemes to 82 with a total value of £493 million which represents circa one third of the total estimated value of the *Bee Network* plan. The work completed to date shows the scale of ambition across all Greater Manchester Authorities; and highlights the need to secure additional funding from central government to deliver the full network.

2 TRANCHES 1-5 PROGRESS

- 2.1 On 27 July, 28 September, 14 December 2018 and 29 March, 28 June 2019 GMCA approved Tranches 1 to 5 of the MCF fund for Programme Entry, comprising a total of 57 cycling and walking schemes with a current forecast total funding requirement from the MCF of £217.7 million. This figure excludes programme management costs and the GM Bike Hire, which is considered to be commercially sensitive.
- 2.2 TfGM has been working closely with scheme promoters to set up the projects in line with the agreed governance arrangements and continues to utilise the established Cycling & Walking Infrastructure Support Team to provide collaborative support to Local Authority partners to ensure that there is a consistent pipeline of high quality cycling and walking schemes. A programme of specialist training courses has been provided during 2019 enabling officers and members from Local Authorities and TfGM to increase their skill levels in the areas needed to deliver high quality cycling and walking infrastructure. TfGM has also made available specialist resources to support Local Authority partners, such as cost engineers, scheduling and risk support.

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- 2.3 Of the 57 schemes approved for Programme Entry by GMCA previously 12 are classed as "Major" having a MCF cost of over £5 million. The remainder are classed as "Minor" having a MCF cost under £5 million
- 2.4 An overview of the current position in relation to both the Major and Minor Tranches 1-5 schemes is provided below.

Current Majors

- 2.5 **Manchester to Chorlton**: Designs are currently being revised and remodelled following public consultation which generated over 1,500 responses. The northern part of the route has been prioritised for early delivery and is now on site. This phase will include the first 'CYCLOPS' (Cycle Optimised Protected Signal) junction in the UK.
- 2.6 **Route 86 (Northern Quarter)**: Manchester City Council is currently undertaking design work on this scheme.
- 2.7 **Rochdale: Castleton Town Centre Phase 2**: Development work on this scheme will commence following the completion of a Business Case for Phase 1 in early 2020.
- 2.8 **Stockport Interchange Mixed Use**: Outline planning approval for the cycling and walking components of the overall Stockport Interchange Mixed Use scheme was granted in March 2019. Design development for the bridge is progressing.
- 2.9 Leigh Atherton Tyldesley/Standish to Ashton: Development of these two schemes is being brought forward in tandem by Wigan Council. Baseline surveys to inform design development are underway.
- 2.10 **Stockport Heaton Norris Park Bridge:** Scheme initialisation work is ongoing. The scheme is to be developed in discussion with Highways England due to the proximity to the M60 strategic highway.
- 2.11 **Trafford: Sale-Sale Moor-Sale Water Park**: Public consultation underway with residents and businesses which will inform the final proposals.
- 2.12 **Trafford: Urmston Area Active Neighbourhood**: Scheme development work ongoing. Public engagement planned for early 2020.
- 2.13 **GM Safety Camera Digitisation**: Design and development activities are underway.
- 2.14 **GM Bike Hire:** Work continues to develop proposals for a GM-wide scheme in conjunction with Local Authority partners in the Regional Centre.
- 2.15 Engagement with potential bike hire suppliers has taken place to ensure that the proposals meet the stated objectives of increasing overall levels of cycling within Greater Manchester

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and supporting modal shift from cars to cycling for the high proportion of private vehicle trips that are less than 2km. The timescales for delivery of the scheme are being agreed with Local Authority partners. It is currently envisaged that a formal procurement exercise will be launched in December.

Minors

- 2.16 Local Authority partners are currently progressing design and development activities, including a number progressing to public consultations, for the 45 minor MCF schemes that have previously been approved for Programme Entry by the GMCA.
- 2.17 The first MCF scheme, the **Bridgewater Canal Towpath improvements**, was completed in summer 2019 by Wigan Council.
- 2.18 **Mancunian Way / Princess Parkway Junction**: A Design and Build Contract has been let by Manchester City Council and preliminary work on site is now taking place.
- 2.19 There are a further three minor MCF business case submissions which are being considered currently with the aim of being on site early 2020. Local Authority partners are currently forecasting a further four business case submissions before the end of the calendar year.

3 TRANCHE 6

- 3.1 The MCF application process required the completion of a proforma covering strategic fit, costs, level of service, scheme design, procurement, maintenance and value for money.
- 3.2 37 applications were received and scored by a team of assessors from a multi-disciplinary team, including members of the Cycling and Walking Team, with each criteria independently evaluated against an agreed scoring framework. This approach is consistent with previous tranches of MCF.
- 3.3 The evaluation panel recommended to the Greater Manchester Cycling and Walking Board that 25 of the 37 schemes be approved for Programme Entry. The resultant recommendation from the Greater Manchester Cycling and Walking Board to GMCA is that all 25 schemes should be approved for Programme Entry by GMCA. This will result in a total of 82 MCF schemes with Programme Entry approval.
- 3.4 By securing Programme Entry, scheme promoters are given the confidence to proceed with the development of their schemes, including progressing the necessary powers and consents, prior to securing either Conditional Approval and/or Full Approval, and are able to claim back the scheme development and design costs that they incur up to the relevant subsequent approval stage.

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3.5 The table below summarises the prioritised Tranche 6 schemes that are recommended to be given Programme Entry for funding through the MCF.

Promoting Authority	Scheme name
Bolton	Westhoughton Bee Network
Bolton	Astley Bridge-Crompton
Bury	Radcliffe Central
Bury	Elton
Bury	Pimhole
GM	National Cycle Network (NCN) Upgrade
GM	Bee Network Crossings
Manchester	Beswick Filtered Neighbourhood
Manchester	Manchester Cycleway
Manchester	Oldham Road (Inner Radial)
Oldham	Park Bridge (NCN 626) – Ashton under Lyne
Oldham	Oldham Town Centre Improvements
Oldham	Chadderton Improvements
Oldham	Higginshaw Link to Royton
Oldham	Royton Town Centre Connection
Oldham	Chadderton – Broadway Canal Link
Oldham	Park Road (NCN 626) Town Centre Connection
Rochdale	Rochdale/Manchester/Oldham
Salford	Salford Innovation Triangle
Stockport	Romiley Neighbourhood and Links
Stockport	Thomson Street Bridge
Stockport	Heatons WRH
Tameside	A57 Denton to Hyde
Trafford	Seymour Grove
Trafford	North Altrincham Bee Network

Tranche 6 Programme Entry Recommendations

- 3.6 Of the 25 schemes recommended for Tranche 6 Programme Entry, 18 are Minor schemes (less than £5 million MCF funding), whilst 7 are currently considered Major schemes (likely greater than £5 million MCF funding).
- 3.7 Based on information provided by scheme promoters, the current forecast total cost of these 25 schemes is approximately £154 million, including allowances for scheme

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development, design and associated activity and risk and contingency. The current forecast total funding requirement from the MCF for these schemes is circa £141 million.

- 3.8 The 12 schemes that were unsuccessful at this stage will be subject to further consideration for Programme Entry at a later stage, once further development work has been undertaken, and future funding opportunities have been identified.
- 3.9 Appendix 1 provides the forecast funding requirement to deliver all 82 schemes for which programme entry status has been sought in Tranches 1 to 6.
- 3.10 There are several 'Large Major' schemes that offer multi modal solutions that GM Authorities wish to deliver but which are not at the sufficient stage of development to be able to pass Programme Entry. Recommendations on a new development pool will be brought back to a future GMCA meeting
- 3.11 To ensure the delivery of an integrated transport system that gives people a real choice not to drive, a common approach to design and standards is being applied to all MCF funded schemes. Following meetings between the Commissioner and each of the GM Leaders, it has been agreed that the same standards should be adopted for all district cycling and walking schemes going forward, regardless of funding method. To help facilitate this, work will begin on a GM Streets For All Design Guide. An update will be circulated to the CA on this in due course.

4 **PRIORITISATION**

- 4.1 TfGM is working with scheme promoters to support in determining delivery priorities amongst their schemes, as a first phase of MCF delivery. These schemes will utilise the existing £160 million from the Transforming Cities Fund allocated budget and are being determined against the criteria agreed with the GMCA on 28 June 2019. Namely:
 - Delivery timeframe, linked to funding and MCF programme timescales;
 - Level of match funding. Greater levels of local match funding in support of MCF are sought to maximise investment; and
 - Network delivery and strategic fit with the Bee Network.
- 4.2 Following completion of this exercise it is intended that there will be a prioritised list of schemes to be delivered, along with a pipeline of schemes to be developed sufficiently so as to enable early delivery when additional funding is secured. It is proposed to complete this exercise by the end of this year.
- As the funding requirement to deliver all Tranche 1 to 6 schemes (and other schemes that will be developed in future) significantly exceeds the £160 million that is currently available
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from the MCF, it is recognised that further funding will be required for GM to be able to fully meet the Bee Network ambition.

5 **RECOMMENDATIONS**

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

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Appendix 1: MCF Programme Entry Schemes

Scheme name	Current Forecast MCF contribution	Current Forecast Local Contribution	Current Forecast Total Scheme Cost
Tranche 1- Previously Approved for Programme Entry			
B6226 Chorley New Road	1.6	-	1.6
Metrolink Bury Line - Cycle Parking	1.2	-	1.2
New and Upgraded Crossing Points and Junctions	2.6	-	2.6
Manchester to Chorlton	9.5	4.3	13.8
King Street foot/cycle bridge	0.6	0.1	0.7
Union Street West foot/cycle Bridge	0.2	-	0.2
Castleton Local Centre Corridor	1.2	-	1.2
SBNI – Swinton and Walkden	1.3	3.8	5.1
SBNI - A6 Broad Street / B6186 Frederick Road	0.7	2.6	3.3
Chapel Street East Phase 1: Demonstrator Project	4.5	0.5	5.0
Gillbent Road - Crossing Upgrade	0.1	-	0.1
Welkin Road - Town Centre Severance Package	0.4	-	0.4
Tameside Active Neighbourhoods	0.5	-	0.5
A5014 Trafford Road	0.2	-	0.2
Victoria Street/Warrington Road Junction Improvements	0.7	-	0.7
Tranche 1 Total	25.3	11.3	36.6
Tranche 2 – Previously Approved for Programme Entry			
Trinity Way/Springfield Lane Crossing	0.9	0.0	0.9
Swinton Greenway	3.4	1.2	4.6
Monton Town Centre	1.5	0.1	1.6
Hazel Grove Access Upgrades	0.7	0.2	0.9
Talbot Road A56 Chester Road	1.1	0.0	1.1
Standish Mineral Line	0.7	0.0	0.7
Tranche 2 Total	8.3	1.5	9.8
Tranche 3 – Previously Approved for Programme Entry			
Trafford Road	4.8	15.0	19.8
Bridgewater Canal Towpath	0.2	0.1	0.3
Toucan Crossings – Wigan Central	0.7	-	0.7
Tranche 3 Total	5.7	15.1	20.8
Running Total	39.3	27.9	67.2

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Appendix 1 - Continued

Scheme name	Current Forecast MCF contribution	Current Forecast Local Contribution	Current Forecast Total Scheme Cost
Tranche 4 - Previously Approved for Programme Entry	contribution	Contribution	Scheme Cost
GM Bike Hire*	ТВС	ТВС	ТВС
Manchester: Levenshulme Mini Holland	2.4	0.1	2.5
Manchester: Mancunian Way/Princess Parkway Junction	2.9	7.7	10.6
Manchester: Rochdale Canal Bridge 88-80a	1.3	0.0	1.3
Manchester: Route 86 (Northern Quarter)	10.6	1.0	11.6
Rochdale: Castleton Town Centre Phase 2	10.7	0.0	10.7
Salford: Barton Aqueduct	4.8	0.5	5.3
Salford: Liverpool Street Corridor	3.9	2.5	6.4
Salford: Ordsall Filtered Neighbourhood	2.6	0.2	2.8
Stockport: A6 MARRR Links	1.4	0.0	1.4
Stockport: Bramhall Park to A6	4.1	0.0	4.1
Stockport: Crossings package	0.7	0.0	0.7
Stockport: Heatons Cycle Link	2.2	0.0	2.2
Stockport: Interchange	9.0	48.0	57.0
Stockport: Ladybrook Valley	0.8	0.0	0.8
Tameside: Crown Point	2.5	0.0	2.5
Trafford: Wharfedale Way	2.7	0.1	2.8
Wigan: Leigh Atherton Tyldesley	13.9	0.7	14.6
Tranche 4 Total	76.5	60.8	137.3
Sub Total	115.8	88.8	204.5

* no confirmed costs at this stage.

Appendix 1 - Continued

Scheme name	Current Forecast MCF contribution	Current Forecast Local Contribution	Current Forecast Total Scheme Cost
Tranche 5 – Previously approved for Programme Entry			
Bolton: Town Centre Phase 1 (East)	3.5	0.6	4.1
Bury: Fishpool	3.4	0.2	3.6
GM: Active Neighbourhoods Support	2.8	0.4	3.2
GM: Safety Camera Digitisation and Upgrade	9.2	0.0	9.2
Manchester: Northern and Eastern Gateway	4.2	9.0	13.2
Salford :City Centre Package	23.1	5.1	28.2
Salford: RHS Links	1.3	0.7	2.0
Stockport: Heaton Norris Park Bridge	5.8	1.0	6.8
Stockport: Hempshaw Lane	0.7	0.5	1.2
Tameside: Ashton South	1.2	0.0	1.2
Tameside: Ashton Streetscape Scheme	3.5	2.6	6.1
Tameside: Ashton West Retail Centre Link Bridge	1.2	0.0	1.2
Trafford: Sale - Sale Moor - Sale Water Park	8.4	2.0	10.4
Trafford: Urmston Area Active Neighbourhood	11.4	0.1	11.5
Wigan: Standish to Ashton	22.2	10.0	32.2
Tranche 5 Total	101.9	32.2	134.1
Tranche 1-5 Total	217.7	121.0	338.7

Appendix 1 - Continued

Scheme name	Current Forecast MCF contribution	Current Forecast Local Contribution	Current Forecast Total Scheme Cost
Tranche 6 – Recommended for Programme Entry			•
Bolton: Astley Bridge-Crompton	7.7	1.3	9.0
Bolton: Westhoughton Bee Network	4.6	1.2	5.8
Bury: Elton	1.8	0.1	1.9
Bury: Pimhole	3.1	0.0	3.1
Bury: Radcliffe Central	1.5	0.4	1.9
GM: Bee Network Crossings	13.5	0.0	13.5
GM: NCN Upgrade	4.1	0.2	4.3
Manchester: Beswick Filtered Neighbourhood	1.4	0.0	1.4
Manchester: Manchester Cycleway	4.9	0.8	5.7
Manchester: Oldham Road (Inner Radial)	12.9	0.0	12.9
Oldham: Chadderton – Broadway Canal Link	0.2	0.1	0.3
Oldham: Chadderton Improvements	0.6	0.1	0.7
Oldham: Higginshaw Link to Royton	0.7	0.2	0.9
Oldham: Oldham Town Centre Improvements	8.4	2.7	11.1
Oldham: Park Bridge (NCN 626) – Ashton under Lyne	3.5	0.6	4.1
Oldham: Park Road (NCN 626) Town Centre Connection	1.6	0.3	1.9
Oldham: Royton Town Centre Connection	0.7	0.1	0.8
Rochdale: Rochdale/Manchester/Oldham	29.4	0.0	29.4
Salford: Salford Innovation Triangle	15.9	4.0	19.9
Stockport: Heatons WRH	3.2	0.0	3.2
Stockport: Romiley Neighbourhood and Links	3.8	0.1	3.9
Stockport: Thomson Street Bridge	3.3	0.5	3.8
Tameside: A57 Denton to Hyde	2.2	0.0	2.2
Trafford: North Altrincham Bee Network	3.9	0.5	4.4
Trafford: Seymour Grove	7.9	0.0	7.9
Tranche 6 Total	140.8	13.2	154.0
Tranche 1-6 Total	358.5	134.2	492.7