

Overview & Scrutiny Committee Agenda

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

Date: Thursday 12 July 2018

Time: 6.00 pm to 8.00 pm

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

Item No	Title	Page No
1.	Apologies for absence	
2.	Chair's Announcements and Urgent Business (if any) at the discretion of the Chair	
3.	Declarations of Interest To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer at the start of the meeting	Page 5
4.	Minutes of the last meeting held on 5 June 2018 To consider the approval of the minutes of the meeting held on 5 June 2018, as a correct record.	Page 6
5.	Rail Performance in Greater Manchester and the Implementation of the May 2018 Timetable Improvements – Member Question and Answer Session Martin Frobisher, LNW Route Managing Director, Network and Liam Sumpter, Regional Director, Northern will be in attendance for this item	
6.	Walking and Cycling Update Report of Stephen Rhodes, Customer Director, Transport for Greater Manchester (TfGM)	Page 17
7.	Introduction of a Zonal Fare Structure of the Metrolink Network Report of Stephen Rhodes, Customer Director, Transport for Greater Manchester (TfGM)	Page 82
8.	Greater Manchester Spatial Framework (GMSF) Report of Anne Morgan, Head of Planning Strategy, GMCA	Page 91

9. **Register of Key Decisions – July 2018** **Page 95**
To note the GMCA Register of Key Decisions

10. **Work Programme** **Page 103**
Report of Susan Ford, Statutory Scrutiny Officer, GMCA

11. **Date and Time of Next Meeting**
Thursday 16 August 2018 at 10.30 am, GMCA.

- 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).

Membership:	Councillor Shamim Abdullah	Bolton	(Labour)
	Councillor Andrew Morgan	Bolton	(Conservative)
	Councillor Catherine Preston	Bury	(Labour)
	Councillor Dorothy Gunther	Bury	(Conservative)
	Councillor James Wilson	Manchester	(Labour)
	Councillor Paula Sadler	Manchester	(Labour)
	Councillor James Larkin	Oldham	(Labour)
	Councillor Stuart Dickman	Salford	(Labour)
	Councillor Linda Robinson	Rochdale	(Labour)
	Councillor Laura Booth	Stockport	(Labour)
	Councillor Lisa Smart	Stockport	(Liberal Democrat)
	Councillor Mike Glover	Tameside	(Labour)
	Councillor Graham Whitham	Trafford	(Labour)
	Councillor Lynne Holland	Wigan	(Labour)
	Councillor Michael Winstanley	Wigan	(Conservative)

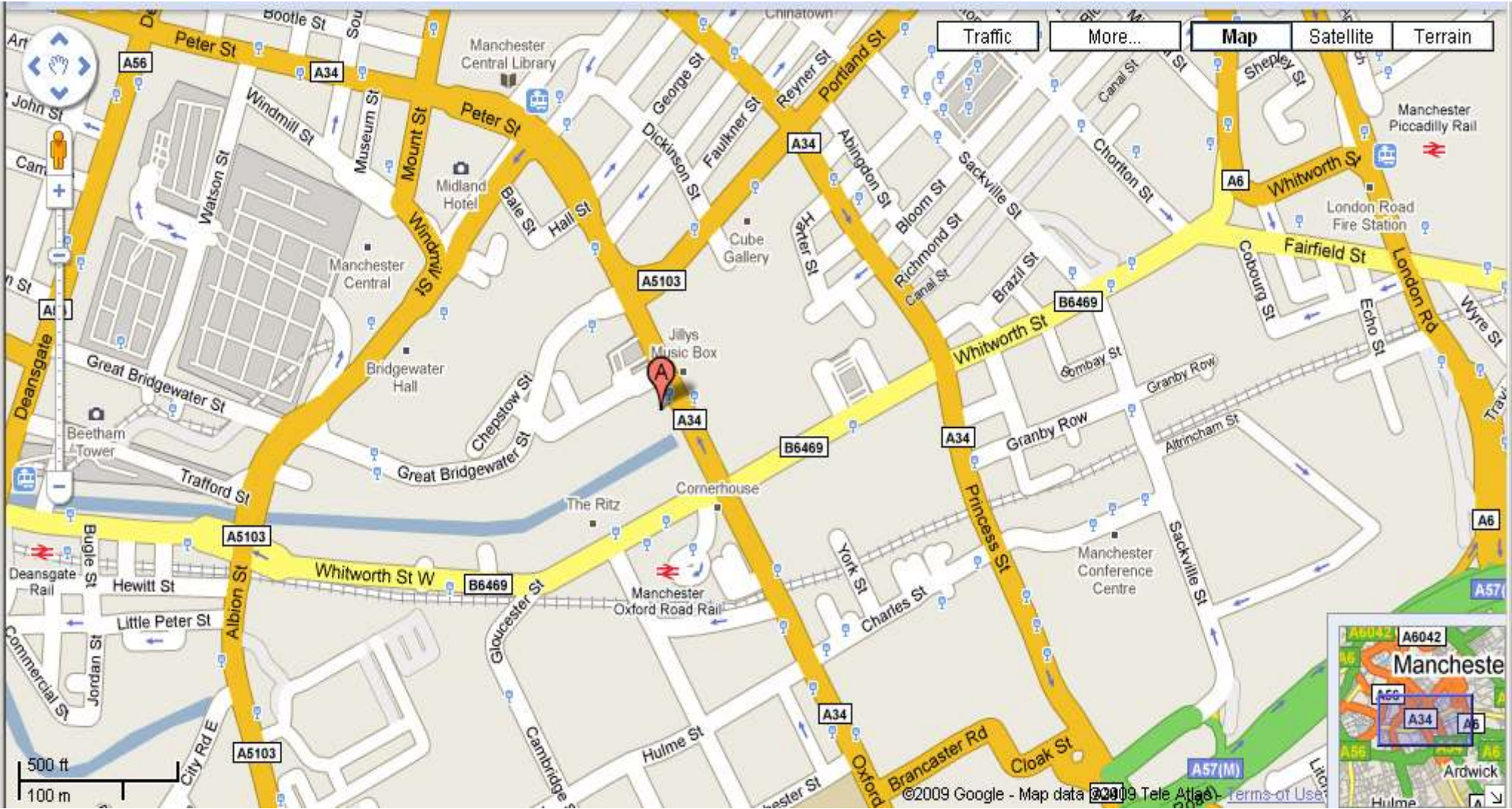
Substitutes:	Councillor Kevin McKeon	Bolton	(Labour)
	Councillor David Greenhalgh	Bolton	(Conservative)
	Councillor John Leech	Manchester	(Liberal Democrat)
	Councillor Hazel Gloster	Oldham	(Liberal Democrat)
	Councillor Ray Dutton	Rochdale	(Labour)
	Councillor Ann Stott	Rochdale	(Conservative)
	Councillor Tanya Burch	Salford	(Labour)
	Councillor Adrian Pearce	Tameside	(Labour)
	Councillor Ruth Welsh	Tameside	(Conservative)

Councillor Amy Whyte	Trafford	(Labour)
Councillor Bernard Sharp	Trafford	(Conservative)
Councillor Fred Walker	Wigan	(Labour)
Councillor James Grundy	Wigan	(Conservative)

This agenda was issued on 4 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
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
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		Personal / Prejudicial / Disclosable Pecuniary

**DRAFT GREATER MANCHESTER COMBINED AUTHORITY (GMCA)
HOUSING, PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE
5 JUNE 2018 AT 10.30 AM AT THE GMCA OFFICES**

Present: Councillor Lisa Smart (Stockport) (in the Chair)

Bolton Councillor Shamim Abdullah
Councillor Andrew Morgan
Manchester Councillor Paula Sadler
Oldham Councillor Hazel Gloster (Substitute)
Rochdale Councillor Linda Robinson
Salford Councillor Stuart Dickman
Stockport Councillor Laura Booth
Tameside Councillor Mike Glover
Trafford Councillor Bernard Sharp
Wigan Councillor Lynne Holland
Councillor Fred Walker (Substitute)
Councillor Michael Winstanley

In attendance:

GMCA Salford City Mayor Paul Dennett (Portfolio Lead for Planning, Housing and Homelessness)
Councillor Alex Ganotis (Portfolio Lead Green City Region)
Andy Burnham (Mayor of Greater Manchester)
TfGM Gareth Turner (Head of Fares and Ticketing, TfGM)
Stephen Rhodes (Customer Director, TfGM)
GMCA Simon Nokes (Executive Director of Policy and Strategy)
Steve Rumbelow (Lead Chief Executive for Planning and Housing)
Steve Fyfe (Head of Housing Strategy)
Kevin Lee (Director of the Mayor's Office)
Julie Connor (Assistant Director, Governance and Scrutiny)
Sarah Mellor (Head of Corporate Services, Waste and Resources Team)
Michelle Lynch (Waste and Resources Team)
Susan Ford (Statutory Scrutiny Officer)
Jenny Hollamby (Governance and Scrutiny)

Apologies: Councillors: Dorothy Gunther (Bury), Catherine Preston (Bury), James Larkin (Oldham), Graham Whitham (Trafford) and James Wilson (Manchester)

Officers: David Taylor (Executive Director, Waste and Resources Team, GMCA), and Dr Carolyn Wilkins (Lead Chief Executive for Green City Region)

The Assistant Director, Governance and Scrutiny opened the meeting and welcomed all those present.

M56/HPE MEMBERSHIP- FOR THE 2018/19 MUNICIPAL YEAR

The Committee noted its membership for the 2018/19 Municipal Year.

RESOLVED: That the Committee note its membership for the 2018/19 Municipal Year.

M57/HPE APPOINTMENT OF CHAIR 2018/2019

The Assistant Director, Governance and Scrutiny invited nominations from Members for the role of Chair for the 2018/19 Municipal Year. Councillor Andrew Morgan (Bolton) was proposed by Councillor Laura Booth and seconded by Councillor Linda Robinson (Rochdale). However, Councillor Andrew Morgan (Bolton) declined the nomination and instead proposed Councillor Lisa Smart (Stockport) and the proposal was seconded by Councillor Lynne Holland (Wigan). It was agreed that Councillor Lisa Smart be appointed as Chair of the Housing, Planning and Environment Overview and Scrutiny Committee for the 2018/19 Municipal Year. Councillor Lisa Smart took the role of Chair, thanked Members for the appointment and welcomed new Members to the meeting.

RESOLVED: That Councillor Lisa Smart (Stockport) be appointed as Chair of the Housing, Planning and Environment Overview and Scrutiny Committee for the 2018/19 Municipal Year.

M58/HPE APPOINTMENT OF VICE CHAIR 2018/2019

The Chair invited nominations from Members for the role of Vice-Chair for the 2018/19 Municipal Year. The Chair proposed Councillor Andrew Morgan (Bolton) and seconded by Councillor Michael Winstanley (Wigan).

RESOLVED: That Councillor Andrew Morgan (Bolton) be appointed as Vice-Chair of the Housing, Planning and Environment Overview and Scrutiny Committee for the 2018/19 Municipal Year.

M59/PHE MEMBER'S CODE OF CONDUCT AND ANNUAL DECLARATION OF INTEREST FORM

Members noted the code of conduct. Members were reminded to complete the annual declaration of interest form contained within the agenda and return it to the Governance and Scrutiny Officer within 28 days of their appointment onto the Committee.

RESOLVED:

1. That Members noted the code of conduct.
2. That Members complete the annual declaration of interest form and return it to the Governance and Scrutiny Officer within 28 days of their appointment onto the Committee.

M60/HPE TERMS OF REFERENCE

Members noted the terms of reference contained within the agenda and agreed the dates of future meetings. A discussion took place about timings of meetings, which covered appropriateness, working arrangements, cost/savings and transport issues for evening meetings. It was agreed that future day time meetings would commence at 11.00 am and evening travel arrangements would be discussed with Members outside of the meeting.

- RESOLVED:**
1. That the Committee's terms of reference be noted
 2. That the Committee's proposed dates and times of future meetings (all meetings to be held in central Manchester) be agreed:
 - 12 July 2018 (6.00 pm)
 - 16 August 2018 (11.00 am)
 - 13 September 2018 (11.00)
 - 11 October 2018 (11.00 am)
 - 15 November 2018 (6.00 pm)
 - 13 December 2018 (11.00 am)
 - 10 January 2019 (6.00 pm)
 - 14 February 2019 (11.00 am)
 - 14 March 2019 (6.00 pm)
 - 11 April 2019 (11.00 am)
 - 16 May 2019 (6.00 pm)
 - 13 June 2019 (11.00 am)
 - 11 July 2019 (6.00 pm)
 3. That travel arrangements for evening meetings would be discussed with Members outside of the meeting.

M61/HPE CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

There was no urgent business.

M62/HPE DECLARATIONS OF INTEREST

Councillor Lynne Holland (Wigan) declared a personal and prejudicial interest in Item 13 – Introduction of a Zonal Fare Structure on the Metrolink Network by virtue of her being a Member of Transport for Greater Manchester (TfGM). Should there be a vote on any matter during consideration of the item then Councillor Lynne Holland would leave the meeting at the appropriate juncture.

M63/HPE TO APPROVE THE MINUTES OF THE LAST MEETING DATED 13 MARCH 2018

The minutes of the last meeting dated 13 March 2018 were submitted for approval.

There was one outstanding action arising from previous minutes and it was explained that further information on the reduction of the number of trips that would be required to achieve the necessary improvements in air quality would be available around 30 July 2018.

RESOLVED: That the Committee approved the minutes of the last meeting on 13 March 2018 as a correct record.

M64/HPE WASTE AND RESOURCE STRATEGY

A report was presented that updated the Committee on the work being carried out in relation to the review of the Waste and Resource Strategy.

The Leader of Stockport Council (Green City Region Portfolio Lead) explained how stronger links could be forged between the waste agenda and the wider Greater Manchester agenda especially in terms of the waste and resource strategy, which needed to be reviewed every five years. Whilst the review would have been undertaken in 2017, it had been delayed to obtain further clarity in both European Union (EU) and national policy. Since the EU released waste targets and the government published its 25 year environmental plan, the review had commenced and was being undertaken by the waste and resources team. Strategy consultation with all key stakeholders would take place over the next three months and the Committee was asked to consider the draft strategy again in September 2018. The strategy would then be implemented at the end of April 2019.

The Head of Corporate Services and Principal Corporate Services Officer provided Members with a presentation, which explained zero waste, the technical solution, the partnership, 2016/17 performance, interim arrangements, the new waste management contract (from April 2019) and next steps.

Officers expanded on the performance achieved contained within the presentation and advised that overall recycling rate for 2016/17 was 46.7%. However, that had dropped by 3% in 2017/18 due to a fire at the Bolton thermal recovery facility and further unsatisfactory facility performance. It was a good news story for waste collection authorities (WCAs) as they were delivering 50% into the contract. The diversion rate was 85% for this year and the Household Waste Recycling Centre (HWRC) recycling rate was 40%. Through the interim contract, facilities were being modified to increase performance and provide further savings

In discussion, the main points raised were as follows:

- Bin contamination and the cost efficiency of the new three pronged procurement approach was discussed. Contamination was a problem at the kerbside and for facilities. Not many loads were rejected as operatives did sort the waste when it was delivered and to allow the maximum amount of product to be recycled. To combat the problem, there was a considerable amount of Greater Manchester communications work to be undertaken to address these challenges. In terms of the Asian markets, it was a complication and districts would need to look at the way they were collecting material for these markets. The PFI contract had been terminated as it was not cost efficient. However, under the new interim arrangements, the mechanical and biological treatment (MBT) plants would be modified to simplify the process and bring costs down over the next 12 months. It was envisaged that the new three pronged procurement approach would make further significant savings.
- National and local best practice, the Waste and Resources Action Programme (WRAP) partnership work, and up to date research informed the waste team's work. New ideas generated were piloted and benchmarking across waste disposal authorities (WDAs) and districts was undertaken. As Greater Manchester was the biggest WDA, it often led the way with innovation and it was the first WDA to drive down the residual waste capacity.
- Disposal of plastics (not just plastic bottles) was a big issue. WRAP was undertaking work in this area with the industry to standardise and minimise plastic waste. It was a

complicated issue and relevant recycling messages for the public and retail industry were needed. Incentives across the market needed to be aligned about using cheap plastic items and the cost of recycling them. China was banning the import of plastics for recycling, which had added a further pressure. How plastics were disposed of was part of a wider challenge for the UK and was part of the 25 year plan. Technology was available to recycle plastics like yoghurt pots however, there was no end market for low grade plastics and so recycling was not cost effective.

- Influencing retailers about their excessive plastic packaging was an issue. End producer responsibility legislation and EU targets through the circular economy would see a step change but it would be slow. To raise awareness more quickly, it was suggested that consumer opinions on excessive packaging would have a greater impact rather than government legislation. Consumers had the most influence.
- Members agreed that the zero waste was the right strategy. However, residents were recycling in good faith as per the packaging. If the packaging said it could be recycled then residents often recycled it. However, Councils could potentially penalise them for recycling incorrectly or for bin contamination. It was extremely confusing. Customer messages in this area were crucial. It was a journey for residents. A concern was raised about common policy, stronger powers (penalties) and whether this was counterproductive.
- It was explained that the diversion rate was material that was not sent to landfill, which was anything on the waste hierarchy from recovery and above such as low grade wood and residual waste being delivered to the centres. It was any material that could not go to the combined heat and power (CHP) facility in Runcorn.
- It was agreed that the waste and resources team would provide Members with recycling statistics in each district. A Member suggested that leaving packaging at the retailers/supermarkets would give them a clear consumer message that excessive packaging would not be tolerated. Officers advised that similar campaign had happened in Bristol. A circular economy with consumer power as the driving force was needed to drive change. The top recyclers were Trafford and Stockport. Each district was monitored and if a contamination problem was identified behavioural change work in targeted areas was undertaken.
- Education and behavioural change work with residents was needed before penalties were applied. Recycling needed to be as easy as possible for residents four bin system was not used properly it could cause contamination. However, it was mentioned that some councils had up to 12 receptacles per household for recycling.
- The GMCA at its April 2018 meeting, agreed to constitute a Committee that considered waste matters and to bring back terms of reference for that Committee in June 2018. The GMCA had made a request for the nine Councils who were part of the waste contract to nominate a person to sit on that Committee. This would then be formally constituted at the end of June 2018.
- It was agreed that an update on the procurement would be considered by the Committee at its meeting on 13 December 2018.

- RESOLVED:**
1. That the report be noted.
 2. That the work being undertaken by the waste and resources team be endorsed.
 3. That the draft Waste and Resource draft strategy would be considered by the Committee again on 13 September 2018.
 4. That the Committee would be provided with a procurement update in December 2018.

M65/HPE GREATER MANCHESTER HOUSING PACKAGE

Consideration was given to a report that updated the Committee on the announcement and the implementation of a Greater Manchester Housing Package including Greater Manchester's commitments and the support the government had agreed to provide.

The Salford City Mayor advised that the Housing Package had recently been agreed with government. Four bids for further funding had also been agreed. In addition, government had announced the provision of £10.25m of funding to Manchester City Council for a scheme in Collyhurst. Greater Manchester had committed to deliver 227,000 homes between 2015/16 and 2034/35, accelerated delivery rates to 12,375 homes per annum. It was crucial to demonstrate GM's ability to deliver. Conversations were underway with government about the level of Benefit Cost Ratio (BCR) to be applied to the fund, and whether this should be 1.5 across the whole package or 1.5 for each scheme. To date some districts' housing fund schemes had not been successful but discussions were taking place with government and Homes England to see how these might be progressed. It was noted that further government funding may not be released if Greater Manchester could not deliver.

Member's raised the following questions:

- Members suggested that more emphasis was needed on delivering appropriate/inclusive housing for those with additional support needs or for GM's aging population. It was noted that there had been housing impacts arising from the welfare reform. Work was underway evaluating health and social care schemes with a view to them being rolled-out. In terms of the housing need, it was a matter for local core plans and strategies and the responsibility for this sat with districts.
- A discussion took place about ceasing the housing market when it was buoyant. Never before had so much government funding been received to deliver. Government knew there was a desire to build. The additional funding would prioritise brownfield land.
- Having a pipeline of schemes ready to go was important and would show that the public sector was capable of delivering. However, there was need for the 10 districts to act strategically and this was a role for GM. Funding had been received for a team that would support this work.
- £350m had been received to unlock difficult sites and it was important to deliver these outputs otherwise future funding could be jeopardised.

- Members wanted assurance about the deliverability of this ambitious programme. Members were reassured that proposed schemes were deliverable and that this would be helped by a central team who would provide support to districts.
- Members were keen to understand how social housing could be supported by this work. A paper on this issue would be considered by the Housing and Planning Commission, and it was planned that a letter would be written to the Secretary of State about working with Greater Manchester on this agenda.
- A Member asked for further clarity about the £2bn of national government funding available to help councils and housing associations build, how the package would help the homeless and would there be quality homes for rent. It was explained that there had been no further details about this funding but Officers would make enquiries with the Secretary of State. Rented/home ownership allocations and were unknown.
- A Member was concerned that on mixed tenure schemes affordable homes to buy and rent were only available on less desirable parts of developments. In response it was suggested that there should not be a difference in quality. These types of issues would be dealt within districts through their plans and their planning committee, but there was a recognised need for high quality mixed tenure housing within any development.
- There were concerns raised about the implementation of the asylum contract in areas of the country with lower housing costs. Work with government to address these concerns was taking place.
- The Chair was concerned that the delay of the publication of the draft GMSF and progress of districts' local plans might impact on the delivery of homes on these schemes. The Committee was assured that districts were under enormous pressure to deliver housing and it was envisaged that this would happen within three years of this programme. It was also noted that Salford was over delivering on their objectively assessed housing need and were in the top five nationally for building homes. Ways to mitigate impact on green belt through the GMSF were the town centre challenge and urban density. Brownfield sites needed to be considered first. The strategic approach to this was extremely important. District collaboration was crucial to delivery.
- To inform the Committee's work programme, the following areas of activity would be added for consideration, 10 year homelessness strategy and ending rough sleeping by 2020. The City Mayor was happy to work with the Committee and his portfolio work programme.
- Information on the Planning and Housing Commission would be circulated to Members with a view to Members attending meetings and appointing a lead Member in this area.

- RESOLVED:**
1. That the Committee welcomed the announcement of the outline of the Greater Manchester housing package.
 2. Discussed and commented (see M65/HPE) the issues outlined in the report to inform the final agreement and implementation of the package.

The GM Mayor presented a report that updated the Committee on the progress with the town centre challenge. The report contained information on the work that had been carried out since the start of the year and the outcomes of a number of meetings and events in different town centres across Greater Manchester.

The report focussed on the progress made and the approach, which was focused on the whole town centre offer and addressing the wider issues of towns outside Greater Manchester. The Land Fund, GMSF and Mayoral powers around intervention could be used as tools to help achieve the desired results. A move to the delivery phase was now required. The GM Mayor had accepted Royton as Oldham's nomination. Thus far the most developed schemes so far were Prestwich, Stockport and Stalybridge. Stockport town centre would be given a considerable boost by the interchange scheme would be signed off by the GMCA in June 2018. If a district council asked, a Mayoral Development Area could be established to stimulate developments including housing. There was a huge appetite for the town centre challenge. The GM Mayor wished to remind districts that this initiative would continue for as long as necessary and no town centre would be left behind.

Members raised a number of questions, which were noted as follows:

- Members agreed that retail opportunities had decreased and so the approach focused on town centre living was welcomed, but wished to know about timescales, delivery plans, district input and plans to mitigate any slippage. The GM Mayor advised that pressure was on the GMCA to deliver on this initiative but timescales were often dependent on the market and private developers. Schemes would move at different times. Stockport was a good example of what the town centre challenge could achieve. Members' attention was also drawn to the work of the Walking and Cycling Commissioner and his team, who had worked quickly with the transforming cities fund and would present the outline of their proposal very soon. In every town centre challenge event, public realm and the improving the quality of life agenda was prominent and would provide the right context for further investment in housing development.
- Members hoped that the Stockport interchange scheme would stimulate the night time economy but that the increased attractiveness of the area could also result in gentrification. It was acknowledged that this was a real challenge but the GMSF would address some of the issues along with ambitions around affordability with policies to support. There was a danger of lifting an area economically, but putting it out of reach of the people who lived there. These impacts would be monitored moving forward.
- A Member welcomed the move from a retail to a leisure and residential focus and asked what support was available for independent bars, shops and the development of cultural offer. The Mayor explained that it was about making town centres attractive place and then housing providers and retailers would want to invest. At the recent district events, organisations who might be able to support the broader regeneration of town centres such as the Arts Council, Canal Trust and National Lottery had been represented.

- A discussion took place about the unforeseen consequences of the town centre challenge, in particular converting old buildings into inadequate, shoddy accommodation and the challenge of strategic sites having multiple ownership. Compulsory purchase orders powers could be used in these circumstances to make the heart of the town attractive. However, this was a matter districts to determine.
- Finally, the Chair advised the GM Mayor that the Committee's remit included transport and suggested that Northern and Network Rail representatives be invited to the next meeting to understand the current issues with the May 2018 timetable disruption. The GM Mayor encouraged the Chair to invite them to the meeting.

- RESOLVED:**
1. That the contents of the report be noted.
 2. That the Committee be kept informed of further work and further announcements over the summer.

M67/HPE INTRODUCTION OF A ZONAL FARE STRUCTURE ON THE METROLINK NETWORK

Members considered a report presented by TfMG's Customer Director and the Interim Head of Fares & Ticketing, about the proposed introduction of a zonal fare structure on the Metrolink network that had been considered and agreed by the GMCA on 25 May 2018 (Annex A of the report) and provided an opportunity for Members to be involved in this work. A further report would be considered by the Committee on 12 July 2018 prior to it being considered by the GMCA.

The idea was to bring about a simpler, more convenient and a better value for money charging system. It was highlighted that Metrolink did not receive public subsidy on an operational basis, it had to entirely cover its costs. Income from fares had to operational cover costs and borrowings to fund system improvements. .

Members asked the following questions:

- Members queried if the short public engagement period was enough and if the website allowed passengers to check how much their fare would increase for a route they would typically take. Members were advised that all the proposed fares under the proposed zonal system were available on TfGM's website to allow the customer's to compare the impact of these changes. However, the fares that would be charged under the current pricing system (ie. if the zonal proposal was not adopted) were not available. These fares would increase under the agreed formula which includes using the retail price index (RPI) which would not be known until July 2018. This formula, agreed by the GMCA in September 2017, is $RPI+1\%+1.33\%$. Members were also advised that TfGM was restricted to 20p increments as child fares were set at 50% of the adult fare and ticket machines did not accept any denomination of less than 10p.
- A Member asked why the consultation period was only two and a half weeks. There were two reasons, the GM Mayor was keen there was a public engagement and secondly, was to allow the implementation of contactless payments to be made at the same time. A longer formal consultation would not allow all changes including

contactless to be made in early 2019. It was recognised that the proposed customer engagement activity was compressed, however it made sense to make all changes together in early 2019. The Chair encouraged more public engagement when changes were planned.

- It was confirmed that the national concessionary pass would continue to give free travel on all parts of the Metrolink after 9.30 am. It was noted that TfGM received national funding for use of that pass only on buses. The extension of the pass for use on rail and tram within Greater Manchester was locally funded. Concessionary fares would increase in line with other fare increases.
- A Member asked about full access to Bury Metrolink station and when it would be fully operational as there had been problems for over two years. Officers acknowledged that it was not good enough but repairs were taking place in July 2018.
- What assurances could TfGM give Members that the transition to the new system would go smoothly and that mitigation plans were in place to tackle any potential issues? Members were advised that the work to implement contactless systems had started six months ago. TfGM had learned from previous projects to move to a more agile approach to delivery. TfGM was piloting contactless implementation to make sure the software was functional followed by a beta phase then finally a launch period at the end of this year.

- RESOLVED:**
1. That the contents of the report be noted.
 2. That the Committee's comments be noted.
 3. That the Committee be kept updated on any progress.
 4. That members are updated on the work to restore full access to Bury Metrolink station.

M68/HPE WORK PROGRAMME 2018/2019

Members considered the work programme for the 2018/2019 Municipal Year. The following items were agreed for consideration at the next meeting on Tuesday 12 July 2018:

1. Cycling and walking update.
2. Green summit springboard report (for information).
3. The performance of Northern and the implementation of the May 2018 timetable improvements.
4. GMSF plans for public consultation.

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

- RESOLVED:** That the above (see M68/HPE) items be considered at the next meeting.

M69/HPE DATE AND TIME OF NEXT MEETING

It was noted that the next meeting would take place on Tuesday 12 July 2018 at 6:00 pm at the GMCA offices.

Housing, Planning & Environment Overview & Scrutiny Committee

Date: 12 July 2018

Subject: Cycling and Walking Update

Report of: Stephen Rhodes, Customer Director, TfGM

1. PURPOSE OF REPORT

- 1.1 To provide an overview of the cycling and walking activities undertaken by TfGM as part of an integrated transport network.

2. RECOMMENDATION

- 2.1 Members are asked to note the contents of the report.

3. CONTACT OFFICERS

- 3.1 Name: Stephen Rhodes
E-mail: Stephen.rhodes@tfgm.com
Telephone Number: 0161 244 1092

4. BACKGROUND

- 4.1 The GM 2040 Transport Strategy places a strong emphasis on enabling people to walk and cycle more easily and safely. Achieving this will help to increase levels of physical activity as well as reducing the significant numbers of very short car trips currently made in our local towns and neighbourhoods, making them more attractive places to live, work and visit. This will, in turn, reduce harmful emissions and traffic noise. Cycling and walking, as modes, therefore have key roles to play in the improvement of health and air quality and help to reduce congestion.
- 4.2 With the appointment of the GM Cycling and Walking Commissioner in 2017, by the GM Mayor, an even stronger focus has been given to Cycling and Walking with the launch of Made to Move, a report to the Mayor from the Commissioner and the very recent publication of Beelines – Greater Manchester’s Cycling and Walking infrastructure proposal. The Cycling Commissioner’s two reports ‘Made to Move’ and ‘Beelines’ have been included for information at Appendix A and B. The Cycling Commissioner will be attending a future scrutiny meeting to discuss his work more fully.
- 4.3 The GMCA has also allocated £160 million from the Transforming Cities Fund, over the next 4 years, to deliver new cycling and walking infrastructure – the Mayor’s Cycling and Walking Challenge Fund. TfGM is working with the Commissioner, the local authorities and other organisations, to develop and deliver a transformational change around Cycling and Walking.

5. CYCLING AND WALKING STRATEGY

- 5.1 Cycling and walking schemes are to be developed and delivered as part of a “Streets for All” delivery programme and in line with an emerging strategy and design guide. This approach has been in development for the last six months through close collaboration between TfGM, the 10 GM local authorities and Highways England. Streets for All is GM’s approach to delivering more people-friendly streets, and to support the creation of more sustainable, healthy and resilient places. As the highway authorities, the 10 GM local authorities are central to the development of the C&W agenda and TfGM works closely with them.
- 5.2 The Streets for All approach enables a more strategic and integrated view of GM’s transport networks (including walking and cycling networks; bus networks; and networks for moving freight and general traffic) and what quality and capacity of provision is needed to support sustainable and inclusive growth across GM. It allows a range of critical issues to be tackled through a single strategic approach.
- 5.3 GM intends to publish a “Streets for All” strategy (a sub-strategy to the 2040 Transport Strategy) in the coming months. The strategy will support the delivery of the GM Strategy and the vision, ambitions and policies set out in the 2040 Strategy. This will also be supported by a Local Cycling and Walking Infrastructure Plan, which is required by the Department for Transport and will be published in late 2018. It will set out clear aspirations for the future cycling and walking network in GM, building on the initial proposals for a cycling and walking infrastructure plan set out in the “Beelines” document.
- 5.4 TfGM, in close collaboration with the GM local authorities, will also prepare and publish a “Streets for All” design guide and supporting checklist, which will set clear and consistent GM design standards for our streets, and ensure that we are creating coherent and attractive networks of streets for different purposes, including for walking, cycling, buses and freight movement.
- 5.5 We will develop a comprehensive GM pipeline of “Streets for All” schemes, working collaboratively across TfGM, all ten local authorities, the Cycling and Walking Commissioner and other key stakeholders. An initial tranche of corridor studies on a number of key radial, orbital and city centre corridors will commence over the summer to test out and refine the “Streets for All” approach.

6. CYCLING AND WALKING PROJECTS

- 6.1 TfGM programme manage specific cycling capital schemes and other programmes that have cycling and walking elements within them. Specific programmes, funded by DfT, have included the Local Sustainable Transport Fund (LSTF) and Cycle City Ambition Grant (CCAG)¹.
- 6.2 The Oxford Road scheme, which was part of the TfGM promoted Bus Priority Package, provides new 'Dutch-style' segregated cycle lanes and bus stop bypasses which are now a key part of Oxford Road. They were introduced to make it safer for cyclists and to encourage people of all abilities to give cycling a go. The Oxford Road scheme was delivered in partnership with Manchester City Council.
- 6.3 TfGM is currently programme managing CCAG², also funded by DfT, which is being delivered by the local authorities and other organisations. This programme is delivering new cycle routes, creating cycle friendly district centres and working with schools and colleges to provide better cycle facilities.
- 6.4 TfGM will also administer the approval process for the Mayor's Cycling and Walking Challenge Fund schemes on behalf of the GMCA. The programme management role provided by TfGM will include scheme scrutiny and approvals, financial, programme and risk management, procurement and legal support.

7. BEHAVIOUR CHANGE- PROMOTING MORE SUSTAINBLE JOURNEY OPTIONS

- 7.1 TfGM also leads on the development and delivery of sustainable journey options where information about travel choices and active travel feature prominently. Working with various audiences, these programmes are designed to enable people to cycle and walk more - one of the commitments outlined in the TfGM Business Plan 2018-21 is around promoting active travel as the first choice for short journeys. Some examples of the work TfGM has previously completed or is currently undertaking are:
- Providing cycle training - broken down into a number of areas, from pre-booked, structured sessions through to the more encouraging, open community group sessions, each acting and serving as a platform in to other skills training;
 - Providing cycle maintenance training sessions, designed to give people the skills they need to make minor repairs to their own bikes and to have an idea of how best to check and maintain them;
 - Festivals and campaigns aimed at promoting walking, including the recent Walking Festival, where 370 free led walks were organised across Greater Manchester;
 - Partnering with Living Streets to deliver two 'Walk to School' projects with 136 primary schools across Greater Manchester;

- Partnering with national walking charity Walking for Health to pilot their 'Every step counts' project with a selected number of workplaces in Greater Manchester;
- Providing a comprehensive planning service to businesses, giving them information and support on travel options for their employees, including the provision of loan bikes to encourage and enable cycling; and
- Providing cycle maps, newsletters and promotions, for example, Winter Cycling.

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.

GMCA Cycling and Walking Governance dated 25 May 2018

https://www.greatermanchester-ca.gov.uk/meetings/meeting/513/greater_manchester_combined_authority

Transforming Cities Challenge Fund dated 29 June 2018

https://www.greatermanchester-ca.gov.uk/meetings/meeting/514/greater_manchester_combined_authority

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

A report to the Mayor by
Greater Manchester's Cycling
and Walking Commissioner



Made to Move

15

steps to transform Greater Manchester,
by changing the way we get around.

Our Goal:

To double and then double again cycling in Greater Manchester and make walking the natural choice for as many short trips as possible.

We must do this by putting people first, creating world class streets for walking, building one of the world's best cycle networks, and create a genuine culture of cycling and walking.



Our 15 steps

We must:

- 1 Publish a detailed, Greater Manchester-wide walking and cycling infrastructure plan in collaboration with districts in 2018.
- 2 Establish a ring-fenced, 10 year, £1.5 billion infrastructure fund, starting with a short term GM Mayor's Active Streets Fund to kick-start delivery for walking and cycling. With over 700 miles of main corridors connecting across Greater Manchester, this is the scale of network we need to aim for.
- 3 Develop a new, total highway design guide and sign up to the Global Street Design Guide.
- 4 Deliver temporary street improvements to trial new schemes for local communities.
- 5 Ensure all upcoming public realm and infrastructure investments, alongside all related policy programmes, have walking and cycling integrated at the development stage.



- 6** Develop a mechanism to capture and share the value of future health benefits derived from changing how we travel.
- 7** Work with industry to find alternatives to heavy freight and reduce excess lorry and van travel in urban areas.
- 8** Partner with schools and local authorities to make cycling and walking the first choice for the school run, and take action on traffic and parking around schools.
- 9** Deliver year on year reductions to the risk per kilometre travelled, by establishing a task force to improve safety on roads and junctions.
- 10** Call for devolved powers to enforce moving traffic offences, and develop strategies for reducing anti-social driving, through public spaces protection orders.
- 11** Prioritise investment based on the measurement of people movement, rather than motor-traffic, and integrate with a new street satisfaction index.
- 12** Ensure local communities are engaged and supported in the development and use of new infrastructure and programmes.
- 13** Deliver greater levels of public access to bikes across Greater Manchester, working with the private sector to deliver low cost and innovative solutions.
- 14** Work with local businesses to help shape our new network and achieve a culture-shift on commuting.
- 15** Launch our own version of a 'Summer Streets' festival, creating low car town and city centres to trial street closures on the network.



There are some great examples of smart, innovative cycling and walking schemes happening across the world, right now. We have lots to learn from and aspire to.



Cargo bikes, Copenhagen



Malmö



London



Williamsburg Bridge, New York



Cycling in Seville



Cycle super highway, London



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When I invited Chris Boardman to become our first Cycling and Walking Commissioner, I asked him to tell me what would be needed to deliver a step change in the numbers of people walking and cycling in Greater Manchester.

The recommendations in this report rise to that challenge. They will inform the development of the Greater Manchester Cycling and Walking Strategy, to be published next year.

This shift in how we travel makes a huge amount of sense, not least on health grounds. Almost four out of every ten people across our city region are not currently getting enough exercise, and this inactivity is costing us dearly, with the impacts of congestion, air quality, and reduced productivity.

I've set a target for 2025 of getting three quarters of people across Greater Manchester active, or fairly active,

through sport, exercise or active travel. We know that this first step towards better health can also lead to other positive changes, such as taking action on smoking, drinking or diet.

To ensure that cycling and walking become our natural choice for short journeys, this report introduces the changes needed in the way we think about and design our streets, roads and public spaces. Other cities have shown that if you build high-quality cycling infrastructure then people will use it.

We need to start counting the movement of people, not just cars. We need to make active travel attractive, safe and easy. We need to make sure that our schools and workplaces are all supported to promote cycling and walking.

Chris Boardman has done a great service to Greater Manchester in presenting us with this challenging report.



I am determined that we meet his challenge, and get people moving.

Andy Burnham
Mayor of Greater Manchester

Riding a bicycle or crossing a street should not require bravery.

©Living Streets

For too long our town and city streets have been designed around motorised vehicles, leaving them unsafe, unattractive and difficult to navigate on foot or by bike.

The Mayor's ambition for Greater Manchester is for it to be the best place in the UK to grow up and grow old in, to live and work in and to get on in life. To achieve this ambition, we could look for inspiration at some of the highest-ranking countries on the world's happiness index: the Netherlands and Denmark.

And what do they have in common? They prioritise walking and cycling above all other modes of transport.

The way we design our streets and transport is key to realising our ambition. That's why the Mayor has

made walking and cycling a priority, and why we are both determined to make Greater Manchester the best city in the UK for walking and cycling.

But the fact is that people will only travel this way if it is easy and pleasant. Riding a bicycle or crossing a street should not require bravery.

We need protected space; uninterrupted, all the way from where I am to where I want to be. Only with safe and attractive space will people that don't walk or cycle now, venture out onto the road in significant numbers.

Not only must we create a joined-up network that spans the city region, it must be something a 12-year-old would choose to use. That '12-year-old' represents a pensioner, a mother, someone with mobility issues, all the people we want to travel by bike instead of car but currently don't. A 12-year-old will be our yardstick.

Our pavement and public realm improvements also need to pass the test of being accessible to all, especially pedestrians, the partially sighted, and a parent with a buggy or double buggy.

There are strong precedents and clear evidence. Other European countries like the Netherlands started to prioritise walking and cycling in the 1970s. There, they've seen child fatalities on the road fall from over 400 to just 14¹ in 2010, while at the same time increasing the proportion of children who cycle to school to over 50%. Here in the UK, just 3% of children cycle to school.²

Although the Mayor, Transport for Greater Manchester (TfGM) and I will take responsibility for leading and delivering this vision, it must be done in partnership with the ten districts of Greater Manchester and in consultation with local communities. We cannot do it without them. Businesses small and large also have a part to play in shaping

our network, and will of course reap the benefits. My job will be to help clear the obstacles out of their way, be they financial, political or social.

Central to our plans is the need for sustained investment in walking and cycling infrastructure to equal that seen in cities like London. To deliver meaningful benefits and meet required standards we need to invest £1.5 billion to put cycle routes on every main corridor and make public realm improvements. Over the next decade, this works out at £150 million per year and will deliver an initial network spanning the main towns or extended urban areas of Greater Manchester. It will give a return of at least £8.3 billion³ in public benefits. It sounds like a lot, but with over 700 miles of main corridors across Greater Manchester, this is the scale of network we need to aim for.

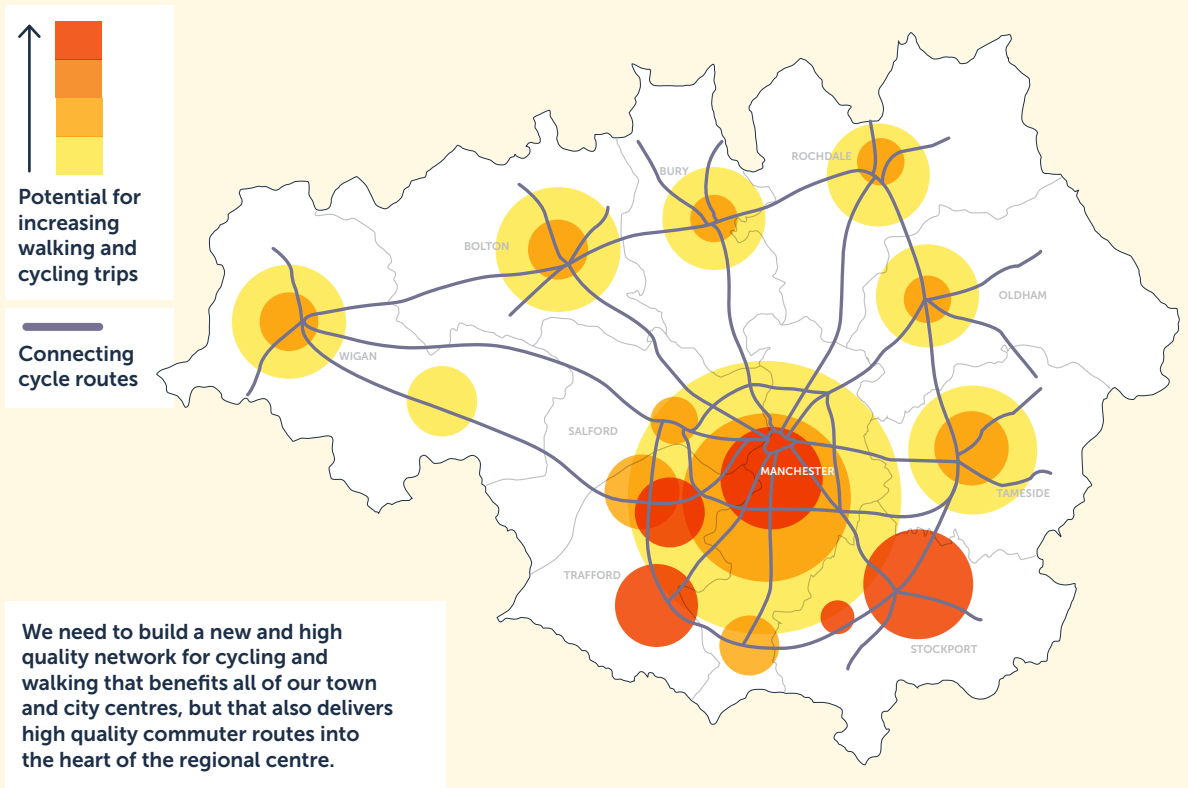
Major investment will take time, and that's why I'm proposing an Active Streets Fund to continue with current programmes, join up with parallel plans across the city region, and sustain our current levels of investment for the immediate future.

We have to get this right. I won't waste people's money or time building a network that won't deliver a fundamental and cultural change in how we travel.



Greater Manchester is poised to lead the way in transport and set the standard for the rest of the UK to follow.

Chris Boardman MBE
Cycling and Walking Commissioner
for Greater Manchester



We need to build a new and high quality network for cycling and walking that benefits all of our town and city centres, but that also delivers high quality commuter routes into the heart of the regional centre.

Delivering the Greater Manchester Network

To make our vision a reality, we must create dedicated networks for walking and cycling. This means building segregated cycling routes on main roads and through junctions supported by traffic-calmed cycling routes. It also means improving the quality of the public realm and better wayfinding to make walking short journeys much easier.

A detailed infrastructure plan will be published in 2018. Some of these routes

will be new – devised in consultation with districts – others have already been planned but without funding to deliver, and some are at an advanced stage with funding in place. The Cycle City Ambition Grant programme and other recent projects have shown what can be accomplished. A lot of work has already taken place and the delivery of key routes has already started. Now we need to join it all together with sustained funding, a common standard and a consistent vision.



If Greater Manchester residents were as likely to cycle to work as the Dutch, commuter cycling rates would increase tenfold.

Cycling routes should be a mixture of wide segregated cycle lanes on main roads, offering quick journeys across Greater Manchester, local cycling routes through communities, and green routes that encourage slow cycling through residential streets. And all these new cycling routes must be delivered to meet to a standard that a competent 12-year-old would choose to use and provide opportunities to learn to ride.

Walking routes must link across difficult junctions, to local schools and shops, and be well signposted with walking times not distance. Improving links to transport interchanges and

improving public spaces, pavements, side road crossings, places to rest and high streets will enable more walking in the community. If roads and pavements are not accessible to someone with a buggy or mobility difficulties then they have failed as public places open to all.

The Propensity to Cycle tool shows that if Greater Manchester residents were as likely to cycle to work as the Dutch (for trips of similar length and hilliness) commuter cycling rates would increase ten-fold, from 2.2% to 21.3% of all journeys.⁴ This tool, alongside a similar Propensity to Walk tool, will be used to help prioritise investment.

New, better and more innovative design

Greater Manchester is known for innovation and, in terms of new transport infrastructure, it has already had success with schemes such as the Oxford Road bus route and Wilmslow Road corridor. We need to see more innovation trialled across our roads, to make us truly world-leading. This could mean trialling new street design by temporarily reclaiming street space – filtering traffic, creating protected bike lanes incorporating trees to screen noise and improve air quality, and claiming public space from under-used parts of roads to create places

to rest, socialise and play. Cities right across the world have already used this approach; now it's Greater Manchester's turn. And if it doesn't work and people aren't happy, we can change it.

Our new, dedicated networks need to be distinctively branded and mapped, making them fun and easy to use, whether by bike or on foot. These routes will enhance the whole streetscape and provide benefits to communities and road users through tree planting and improved road surfaces.

Safer streets and junctions

Shopping and commuting generate the most journeys, so it makes sense to focus efforts on our local high streets and junctions. The Mayor's ambition is to see revitalised town centres and safe communities, where everyone can enjoy green spaces and breathe clean air.

To do this, we need to identify a priority list for making improvements to local high streets to make them accessible for walking and cycling. Implementing 20mph limits that actually result in 20mph speeds are crucial to the success of creating safer communities. Everybody should be

able to cross the road safely, directly and without delay. Crossings should be positioned in the right place and give everyone enough time to cross the road. We must also identify new green routes through residential streets, which will enhance the street for everyone.

Junctions pose the greatest danger on the roads. Two thirds of all collisions take place at junctions; this increases to three quarters of all cycling collisions.⁵ We must undertake a review all important junctions, rating them in terms of the level of service they provide to people walking and cycling.

**We must trial new street design
– filtering traffic, creating
protected bike lanes and
claiming public space from
under-used parts of roads.**



Reclaiming the school run

The school run has ceased to be anything of the kind. Each morning and afternoon the zones outside our school gates are dangerous, congested places where parents – ironically fearful of the dangers of traffic – drop off their kids by car. This critical part of a child’s daily exercise has become a polluted short journey by car, contributing to a lack of exercise and a build up of air pollution in residential areas.

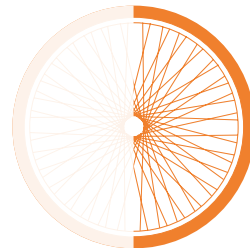
Many parents idle or park illegally directly outside school so the risk of illness or injury is made even worse.

As well as making walking and cycling to school safer for parents and children alike, through new and better quality cycle lanes and walking routes, we must work harder to ensure parents have viable alternatives to cars for this essential daily journey with their children.

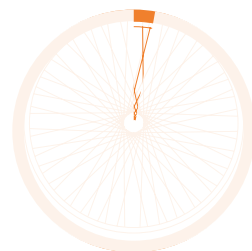
Genuinely joined up public transport

Walking and cycling are the natural partners to public transport. These combination journeys can reduce people’s reliance on driving. But we must aim for seamless integration between these modes, which means designing transport hubs that prioritise walking and cycling for passengers. Alongside this, smart ticketing, reduced fares for young people and improved bus services will encourage people to make the change.

The proportion of children that cycle to school (%)⁶



Over 50%
in the Netherlands



Only 3%
in the UK

Taking action

- 1** Publish a detailed, Greater Manchester-wide walking and cycling infrastructure plan in collaboration with districts in 2018.
- 2** Establish a ring-fenced, 10 year, £1.5 billion infrastructure fund, starting with a short term GM Mayor's Active Streets Fund to kick-start delivery for walking and cycling. With over 700 miles of main corridors connecting across Greater Manchester, this is the scale of network we need to aim for.
- 3** Develop a new, total highway design guide and sign up to the Global Street Design Guide.
- 4** Deliver temporary street improvements to trial new schemes for local communities.
- 5** Ensure all upcoming public realm and infrastructure investments, alongside all related policy programmes, have walking and cycling integrated at the development stage.
- 6** Develop a mechanism to capture and share the value of future health benefits derived from changing how we move.
- 7** Work with industry to find alternatives to heavy freight and reduce excess lorry and van travel in urban areas.



The way we travel is killing us

In 2016, the Royal College of Physicians estimated that ambient air pollution causes 40,000 premature deaths per year in the UK, at an estimated social cost of £22 billion per year. Adjusting these figures proportionally to account for population, this means that there are 2,000 premature deaths in Greater Manchester per year.⁷ Our children suffer with asthma at twice the national average.⁸ And all this is principally caused by excess motor traffic.

Traffic congestion has a £1.3 billion annual cost to businesses in Greater Manchester.⁹ As our economy and population grows, it has been estimated that we'll be taking 800,000 more daily journeys on our transport network by 2040.¹⁰ We can't afford for those journeys to add to congestion.

Across the country the average number of walking trips is 16% lower than 20 years ago.¹¹ This has been an important contributor to the obesity crisis. Around two-thirds of adults in Greater Manchester are overweight

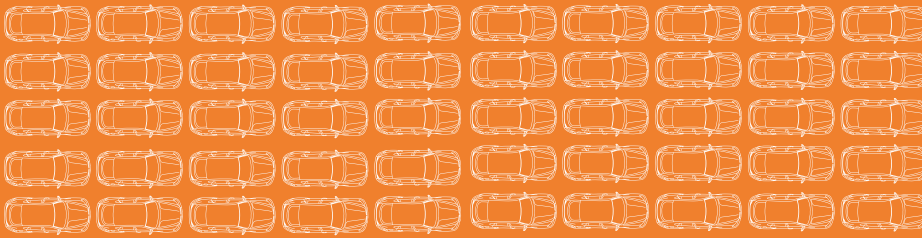
or obese – rates are even higher among children and continuing to rise.¹² And 50% of adults in Greater Manchester are physically inactive,¹³ with a cost to the local NHS of more than £500,000 per week.¹⁴

Despite this, Greater Manchester residents drive for many journeys that could easily be biked or walked. And even though 30% of households don't own a car,¹⁵ it is the less affluent who have the worst air quality, as they are often close to the busy roads that others use to exit the city, emitting pollution and noise as they pass.

Aside from pollution, it's a shocking fact that more than 600 people are killed or seriously injured on Greater Manchester's roads every year,¹⁶ with around half being people who were walking or riding bikes.

For all of these reasons, cycling and walking has to be given a much higher priority. More people travelling this way will lead to significant benefits for the whole community, even those who never choose to ride a bike.

The road space used by 50 cars compared to the same number of travellers cycling, using the bus or walking



50 people
in 50 cars



50 people
on bikes



50 people on a
double decker bus



50 people

50%

of adults in GM are
physically inactive



£500,000

This costs the local NHS more
than £500,000 per week

30%

of trips **under 1km** in
GM are made by car,
the equivalent of:



mins walking



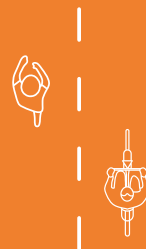
mins cycling



One recent UK study showed
that walking or cycling to work
led to an overall 46% reduction in
the risk of cardiovascular disease ¹⁷

600

More than 600
people are killed or
seriously injured on
GM roads every year



10 people

in GM every day die early
from air pollution

£1.3bn

Traffic congestion has
a £1.3 billion annual
cost to GM businesses



People want change

Eight out of ten residents – equivalent to 2.2 million people across Greater Manchester – want cycling and walking to be safer.¹⁸ In fact, over two thirds of people would walk and cycle more if they felt safer.¹⁹ Despite these numbers, and this clear potential, we have consistently prioritised moving vehicles not people.

To realise the vision outlined in the Greater Manchester Strategy, ‘to make Greater Manchester one of the best places in the world to grow up, get on and get old’, a rapid increase of ambition and resources relating to cycling and walking is essential.

Enabling more cycling and walking is not an end in itself; this strategy must help to deliver against the broader priorities for Greater Manchester. The region needs more housing and more efficient transport infrastructure, so our strategy must ensure new developments are located within walking or cycling distance of existing transport hubs. New developments must also contribute to the improvement of these networks so they become more joined up over time. Greater Manchester’s existing strategies on air quality, congestion, climate change and population health can also use cycling and walking to deliver their outcomes.

Devolution can deliver

The appointment of the Greater Manchester Mayor is an opportunity for a new way of working. He has taken responsibility for the cycling and walking agenda and is preparing to overturn decades of underinvestment. He has already made a commitment to build up investment for a dedicated cycling budget, eventually totalling £17 per person.²⁰

The Mayor’s appointment of the Cycling and Walking Commissioner clarifies the decision-making structure and shows clear intent to leverage cycling and walking to improve the life of people across the city region. Other new powers and priorities in the

areas of public health, air quality and cutting congestion give the opportunity to link the various objectives.

It is the Cycling and Walking Commissioner’s job to set the strategy and actions for Greater Manchester, with TfGM as the principal delivery agency, and work in partnership with the Mayor, leaders, and heads of all relevant agencies. Responsibility for the strategy may lie with the Mayor, but it can only be delivered in partnership with local leaders.

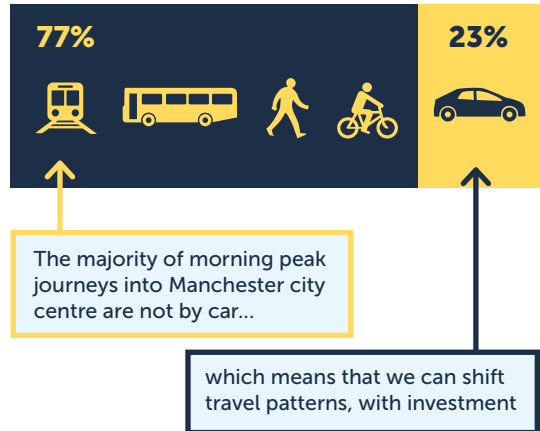
This will be the first ever city region cycling and walking strategy to be supported and delivered in collaboration with partner districts.

Sound evidence and a bold vision

This strategy relies on robust evidence, and schemes must demonstrate that they deliver benefits to the majority of people. Some schemes will benefit people walking more; others may benefit those driving more, because it helps to release space elsewhere. We need to measure and recognise how people use the whole street space.

Across the UK we measure success by vehicle movement, not people movement. It is an outmoded approach that stems from the day when city planners thought there would be no alternative to the car. Times are changing quickly and people are adapting their behaviours. Greater Manchester will be the first to start measuring how everyone uses highways and public spaces – counting people as well as vehicles. This is a far more accurate and equal way of measuring what happens on our streets. Crucially, it values people not vehicles.

Morning peak time commuting into the regional centre (modal share)²¹



Alongside this evidence base, we must listen to what people want – an approach that could transform our transport network. And we must measure and share outcomes not only in raw numbers but also people’s satisfaction of their community.

Taking action

- 8** Partner with schools and local authorities to make cycling and walking the first choice for the school run, and take action on traffic and parking around schools.
- 9** Deliver year-on-year reductions to the risk per kilometre travelled, by establishing a task force to improve safety on roads and junctions.
- 10** Call for devolved powers to enforce moving traffic offences, and develop strategies for reducing anti-social driving, through public spaces protection orders.



Our people-first priorities

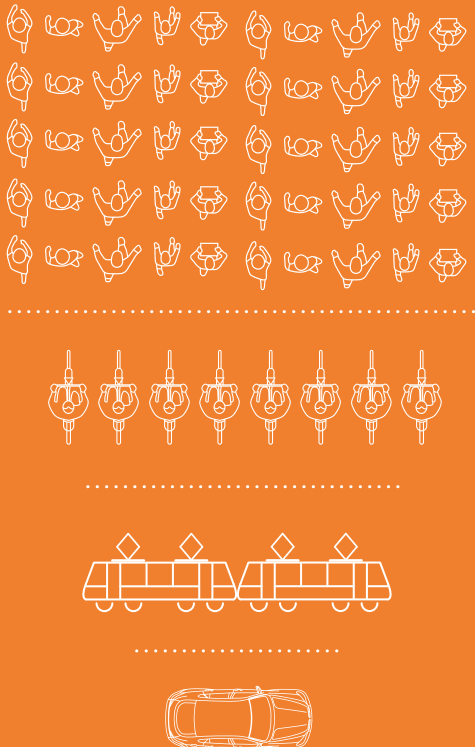
The Greater Manchester Mayor was elected with a manifesto developed by communities, for communities. The future Greater Manchester Cycling and Walking Strategy must follow the same model. Streets need to be developed by communities and for communities.

There needs to be a clear understanding of who streets are for when planning and approving investment, one that puts people first by prioritising how the street should be used for the benefit of the whole community.

Enabling people to walk and cycle improves the region's economic

prospects by increasing residents' mobility. In Denmark, the poorest households travel 25% more than the equivalent families in the UK, mostly due to cycling.²²

We must work with the highways directors and urban traffic control team to review upcoming schemes and ensure that a total highways approach is adopted - one that works for people, not just the vehicles they drive. It's also key that we listen to how people want their streets improved and should develop a fund to eliminate rat running on residential streets.



Link and place approach

Our strategic approach for planning and investment will set out which transport modes will be a priority on each street in Greater Manchester. This will put people first, prioritising walking and cycling in more residential and shopping streets and public transport and motor traffic on linking roads.

Place - such as residential streets are for walking, cycling and car access only

Link - such as a connector road for public transport, driving and cycling



Public bike hire schemes are shown to increase dramatically the number of trips cycled in urban areas.

Increasing people's access to bikes

To enable more journeys by bike, we must build on our bike hire schemes. Public bike hire schemes are shown to increase dramatically the number of trips cycled in urban areas as they remove some of the barriers that come with owning a bicycle, including the cost, maintenance or a lack of appropriate storage. It's also important to work with industry to increase access to E-bikes, which allow people to cycle longer distances or hillier journeys compared to a conventional bike.



Culture shift

We must hold events to bring people together and celebrate the new opportunities to try walking and cycling, to temporarily reclaim space, create 'play streets' and use iconic public spaces. This could include low car weekends, highlighting how streets could be used if there were fewer journeys.

In terms of our day-to-day journeys, we need to work with residents, businesses and communities to enable their staff and customers to walk and cycle more. We must also work with schools to make sure all children have the opportunity to learn to ride a bike, and encourage families to walk and cycle to school through proven and innovative projects.



Efficient investment

To deliver meaningful benefits to communities and meet the required standards we need to invest £1.5 billion in a Greater Manchester-wide walking and cycling infrastructure network. This would have routes on all the main corridors, and place making improvements to make communities more permeable for walking and cycling. Over the next decade, this works out at £150 million per year. This could deliver an initial network spanning the main conurbation of Greater Manchester and give a return of at least £8.3 billion in public benefits.²³

To make this happen, we need to identify funding options from a variety of sources. The first phase is to ensure there is no reduction in

delivery. The second phase will be to commence a long term pipeline to deliver the necessary infrastructure delivery. The Mayor said that he would work towards London’s investment in cycling of £17 per head per year, which adds up to £47.6 million. To genuinely grasp the opportunities, a combined budget for walking and cycling needs to significantly exceed this. Our priority is to make this a reality with short term funding to deliver projects that will change how we travel in the next couple of years.

When people are more active they are more productive at work, happier and more prosperous. Access to a bicycle and a network to use it means people travel more.

Cost of doing nothing

When considering costs and value for money, it is important to ensure the cost of not taking action is also quantified. The below evidence gives an indication of what ‘not acting’ is currently costing us. It is clear at a glance that even small changes in transport habits can produce significant savings.



Walking and cycling offer an outstanding return on investment and significant indirect economic benefits, returning at least £5.50 for every £1 invested.²⁸ There is an 86p per mile net benefit for each mile cycled instead of driven. If Greater Manchester could meet the target of 10% of journeys cycled there would be annual benefit to society of £350 million.²⁹

There is also a public call for more to be spent. When surveyed, people wanted to see £26 per person per year spent on walking and cycling.³⁰



Cycling and walking offer an outstanding return on investment, returning at least **£5.50 for every £1 invested**

More journeys are cycled than taken on Metrolink,³¹ yet there is no comparison with the level of investment. Schemes to enable more cycling and walking are extremely low cost compared to other transport investment, but that doesn't mean we can do it on the cheap. A cycle lane can be created for £50,000-£2million per km.³² And if cycle lanes are created at the same time as overall highways maintenance, that cost is significantly reduced.

"My single biggest regret as Mayor is that I did not do it sooner... knowing what I do now, we would have blasted ahead with our new segregated cycle lanes from the beginning."

Boris Johnson, Mayor of London (2016)

In London, approximately £100 million per year is being invested over a 10-year period on developing cycling infrastructure.³³ The initial network was created without significant amounts of segregated lanes but, following a number of tragic fatalities, the emphasis has shifted to creating fully segregated lanes on busy roads.

Working with TfGM, we are determined to make sure that central government gives Greater Manchester the right deal. But that's not all. We also need to identify innovative ways to guarantee a long-term funding stream. Some of the options to be explored include using the transport levy to deliver local priorities to all districts, developing a workplace parking levy, using the air quality funds, and seeking support from health and economic growth funding, given the clear return on investment that can be offered.

It will take time to develop these income streams. The creation of a dedicated Active Streets Fund would ensure no dips in funding. To be successful, all ten districts must identify the routes to be enhanced. Our strategy must align to other Greater Manchester and district strategies.

Taking action

- 11** Prioritise investment based on the measurement of people movement, rather than motor-traffic, and integrate with a new street satisfaction index.
- 12** Ensure local communities are engaged and supported in the development and use of new infrastructure and programmes.
- 13** Deliver greater levels of public access to bikes across Greater Manchester, working with the private sector to deliver low cost and innovative solutions.
- 14** Work with local businesses to help shape our new network and achieve a culture-shift on commuting.
- 15** Launch our own version of a 'Summer Streets' festival, creating low car town and city centres to trial street closures on the network.



Conclusion

Greater Manchester was the city that led the world into an industrial revolution. It has trailblazed in so many areas of science, industry and social progress. From modern computing, to women's suffrage to the discovery of graphene, our city region defines change, embraces progress and sets the bar for other cities across the world.

At the moment, we are nowhere near where we need to be for walking and cycling, and it will be my mission to work with partners right across Greater Manchester to achieve a dramatic transformation in the next decade.

There is so much to be gained by changing how we move around our city region. Health, pollution, congestion, public safety and climate change.

These are the biggest problems facing our region – and our planet – today. Evidence shows that by changing the way we travel, we can have the single biggest impact on all of these areas and in the process create happier more vibrant place to live.

And excitingly, surveys tell us that this is what you want to do, so it's down to us to clear away the obstacles and deliver.

I truly believe Greater Manchester can lead the way and show the UK what can be done on a scale never before seen.

What are we waiting for?

And what this means for you

Beyond the policies and the funding streams, lies the critical question of 'what will all this mean for me?' Here are ten ways in which Greater Manchester's cycling and walking ambition will transform your life.

The child with asthma

If we cut car journeys dramatically we can start to deliver the clean air revolution that our children deserve to start bringing the incidence of respiratory illness down.



The woman recovering from road collision injuries

For those who have suffered a collision, there will be the peace of mind that the lessons are being learned and that action is being taken.

The lover of beautiful city spaces

With a focus on better design, more liveable streetscapes and high quality new cycling and walking infrastructure, we can deliver a more beautiful city region.

The long-lived and life-loving octogenarian

The new, segregated network means that young and old alike can keep fit and active as they get from A to B, keeping in great physical and mental shape.





The city physician

With a £2 billion gap between our health budget and our health costs, NHS workers will welcome the greater health outcomes brought about through much higher levels of walking and cycling.

The emergency responder

Shifting people from driving to walking and cycling cuts KSIs and improves public health for hard-pressed NHS workers.

The free-range 12-year-old

After decades of heavy traffic that kept kids out of the saddle, a new generation of young people will be able to cycle themselves around the city, to friends, to school and to sports.

The everyday driver

Even drivers will benefit, as more cycling and walking takes short journeys off the roads, reducing congestion for those who are reliant on a vehicle for work.

The employer who loves her team

With bike loans, in-work facilities and an active walking and cycling plan, bosses will see that a fitter, happier workforce is a worthwhile investment.

The newly employed apprentice

With new, well planned cycling routes right across Greater Manchester, getting into work, for free, will bring more opportunities and better health, too.



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Beelines



Greater Manchester's cycling and walking infrastructure proposal

tfgm.com/beelines
#Beelines

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01. The challenge



Chris Boardman

Greater Manchester's Cycling and Walking Commissioner

Greater Manchester has a once-in-a-generation opportunity to revolutionise the way we all get around.

The city region shares common problems that are being felt across Britain — an obesity epidemic, air quality issues, and streets that are often clogged with motor traffic during peak hours.

With congestion alone costing businesses in Greater Manchester £1.3 billion annually¹, we cannot afford to go on with business as usual. European countries such as the Netherlands, Denmark and Germany, and even cities in the US such as New York and Portland, Oregon, have taken similar approaches to that proposed in this proposal. The evidence is clear that enabling residents to travel actively will lead to healthier, happier and more prosperous cities.

My report for the Mayor, *Made to Move*, published in December 2017, set out a 15-step plan to transform Greater Manchester. This report was adopted unanimously by the district leaders. The first and most crucial step was the publication of a detailed, Greater Manchester-wide walking and cycling and infrastructure proposal, in collaboration with all ten local authorities.

Beelines is a vision for Greater Manchester to become the very first city region in the UK to have a fully joined up cycling and walking network; the most comprehensive in Britain covering 1,000 miles. We've outlined plans for over 75 miles of segregated cycling and walking routes, plus 1,400 new crossings that will connect every community in Greater Manchester.



The Mayor's decision to allocate £160 million to kick-start the project means that Greater Manchester's spend on cycling and walking is now at least £15 per head per year, almost putting us on a par with great liveable cities like Amsterdam and Copenhagen. We intend to increase this number significantly with match funding and new innovative strategies to fund infrastructure.

This proposal sets out our vision to connect every neighbourhood and community in Greater Manchester, as well as a clear strategy for effective delivery of a network that will make cycling and walking a viable choice for those that don't do so now.

Crucially, the proposed network is not for people who already cycle or walk for the majority of their journeys. Its focus is to enable the two thirds of people who currently use their car, as their main mode of transport.² Numerous surveys have told us they do this because at present, cycling and walking doesn't feel safe, attractive or easy. We need thousands of Greater Manchester residents to look out of their car windows and think: "That appeals to me." In the few places where we have safe, attractive infrastructure, that is exactly what has happened.

One of the keys to unlocking walking and cycling's potential across Greater Manchester will be building major, fully segregated cycle ways on key routes; these must be safe, attractive spaces alongside high quality footpaths. But they are not the only requirement, and not even the first.



Many local trips to schools, GP surgeries and shops could be made on existing quiet streets. At present, this is not possible due to most low-traffic, quiet areas being hemmed in by busier, intimidating roads. We can unlock the potential of our local roads and communities by providing easy crossing points, thereby unlocking opportunities to walk and cycle. It is worth noting that 80% of cycling trips in Amsterdam happen where there is no segregation. These strategically-placed crossing points will feed local walking and cycling trips into the more costly, fully-segregated routes, enabling even longer journeys to be made actively.

To help ensure consistency across Greater Manchester's network, we are proposing a single identity be applied across all ten local authorities. Synonymous with industry, and more recently with unity, the design of the Beelines network uses the symbol of the worker bee with a twist and — once applied — will be a trusted symbol, promising good quality. It will also be a crucial aspect of the proposed wayfinding system.

The *Made to Move* report highlighted that this mission has to be owned and driven by the local authorities. In line with that promise, this network has not been created in isolation by engineers, it has been created by all of Greater Manchester's ten local authorities. The networks were drawn collaboratively by council officers, local highways engineers, as well as local cycling, walking and community groups. And crucially, they held the pen; another UK first.

Beelines is a truly inspirational vision for how we can transform Greater Manchester for the better. Now, let's get on with it.

1. TfGM Congestion Conversation 2017
2. TfGM TRADS travel survey, 2015-2017



Photograph
TfGM



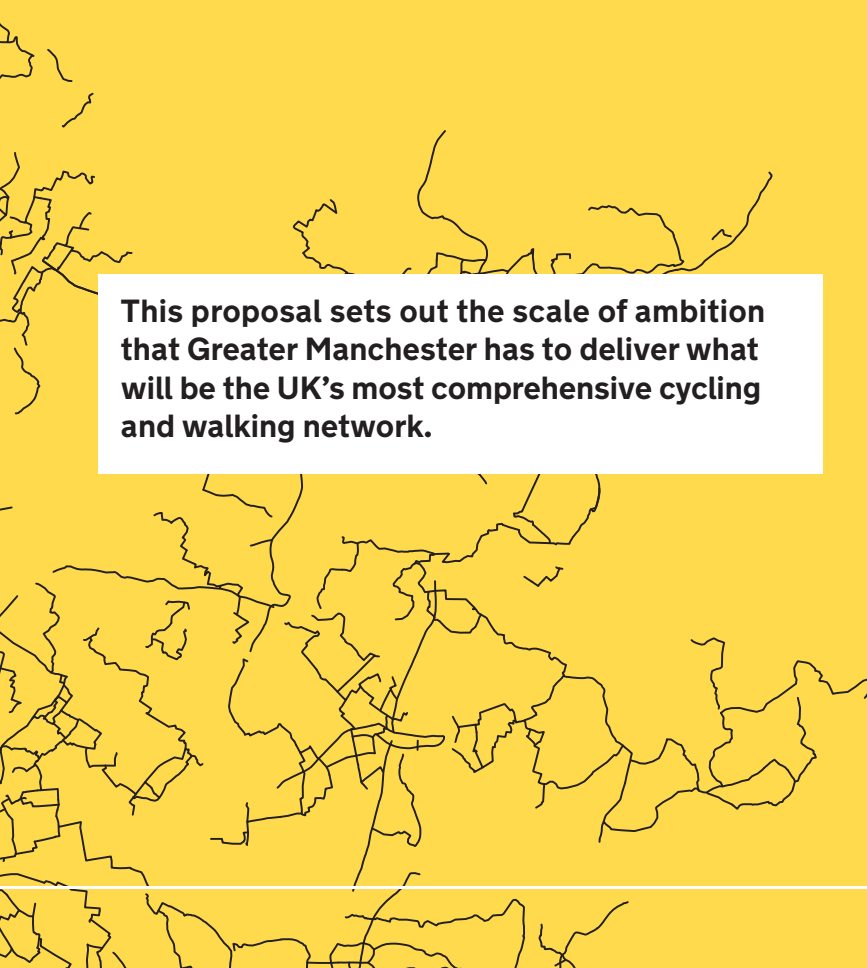


02. Developing the network

Setting the scene

This proposal incorporates the ambitions set out in Chris Boardman's 2017 *Made to Move* report, as well as the broader policy direction set out in the Greater Manchester Strategy, The Greater Manchester Transport Strategy 2040 and Streets for All, Greater Manchester's emerging strategy to deliver more people-friendly streets.

It sets out the scale of ambition that Greater Manchester has to deliver what will be the UK's most comprehensive cycling and walking network. The proposal also details the collaborative approach, how we will invest widely in walking and cycling as part of an integrated transport network, and the design principles and tools that will ensure consistent quality.



This proposal sets out the scale of ambition that Greater Manchester has to deliver what will be the UK's most comprehensive cycling and walking network.

Collaborating with local authorities to create our network

To ensure Greater Manchester's cycling and walking infrastructure proposal was embraced by all ten local authorities, each authority took charge of creating their own plans.

Throughout March and April 2018, a series of practical cycling and walking network planning sessions were held.

The aim of the workshops was to gather a local view of potential routes. This informal approach allowed the team to tap into detailed local knowledge.

The workshops resulted in a series of maps showing routes for major interventions, routes for minor interventions, and proposed crossings. The outcomes of each workshop were then referenced against existing planned networks and network development being undertaken by the local authorities and Transport for Greater Manchester (TfGM). The result was an infrastructure proposal for Greater Manchester.



The network maps are a considered first take on where crossings, infrastructure interventions and routes could be located. They have been published both to show the scale of ambition that Greater Manchester has and to ensure that even more detailed local feedback can be obtained.



The philosophy behind Beelines

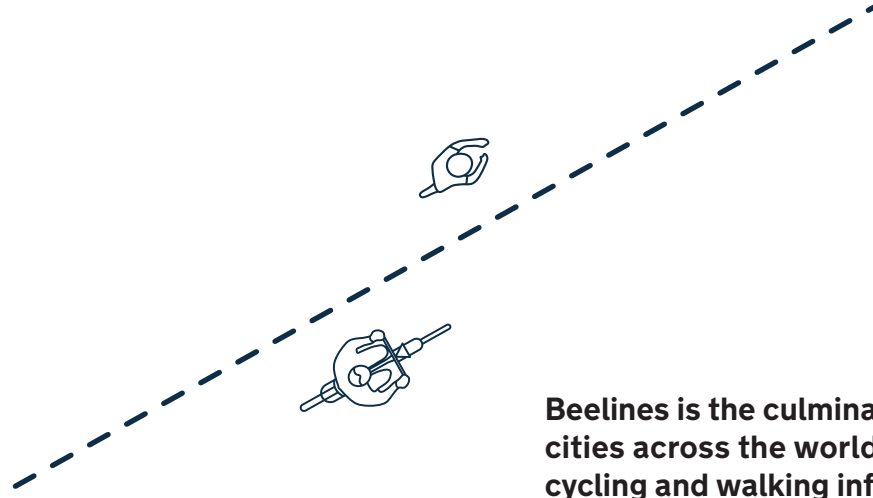
This proposal for Greater Manchester is the culmination of looking at how different cities across the world have developed cycling and walking infrastructure over many years.

One common theme identified in how people move around communities is that they nearly always navigate by identifying a series of points along their route. For example, the church at the end of the street, which then takes you past the school.

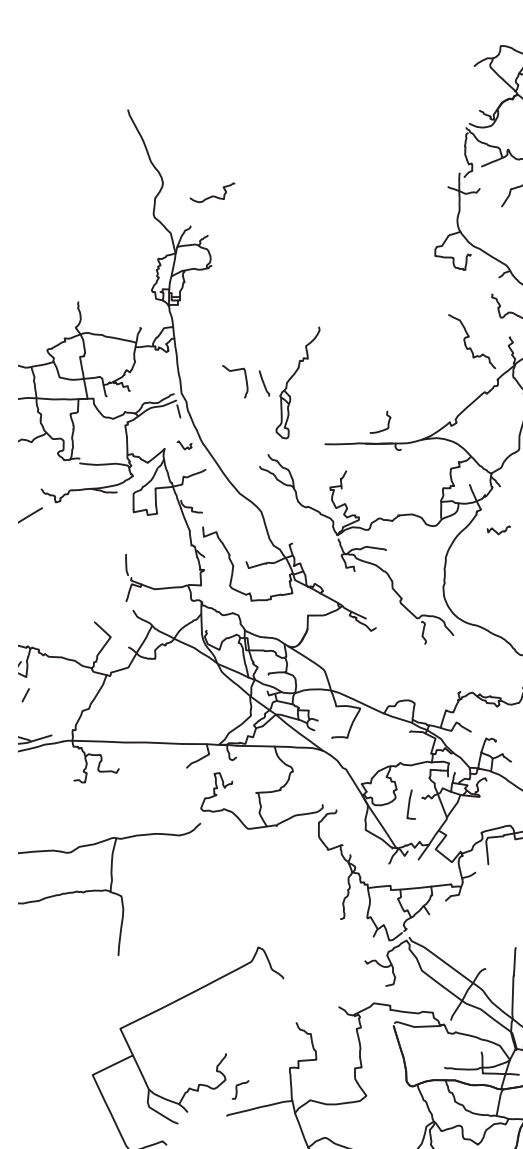
Instinctively, when cycling or walking, people seek out quieter roads where possible, rather than travelling on or alongside a busy main corridor with no protected space.

For this reason, roads with more than six cars per minute would be classified as 'busier routes' and would be therefore less desirable for cycling or walking. The remaining roads — adding up to more than 80% of streets — can be deemed 'quiet' and pass the 'usable by a competent 12-year-old' and 'usable by someone with a double buggy' test in terms of traffic flow, as set out in *Made to Move*. In practice, this means that the roads are accommodating to people who have completed national cycle training programme Bikeability level 2 standard: able to ride a bike on-road for local trips and have basic handling skills. The 'double buggy test' will not only ensure that pavements and roads are fit for people pushing a double buggy, it means that they are also suitable for people with mobility problems, physical impairments or adapted bikes for example.

The remaining quieter roads can therefore be classified as Beelines routes that require little intervention. All that is needed to capitalise on these large areas is a safe and attractive way to cross the busier roads. By using this simple method, huge areas of streets can be linked up, enabling people to cycle and walk in safety.



Beelines is the culmination of looking at how cities across the world have developed their cycling and walking infrastructure over many years. Our approach will open up communities and neighbourhoods across Greater Manchester to people of all ages.



What are Beelines?

Beelines are routes that get people from A to B, connecting up communities across the whole of Greater Manchester. They can be a fully segregated route or a network connected via a series of crossing points on quieter roads. They are a marker for quality and 1,000 miles of routes will be delivered if this proposal is fully realised.

This approach will open up communities and neighbourhoods across the whole of Greater Manchester, making them much more accessible and pleasant places to be. And because this approach is largely reliant on wayfinding signage and paint on the ground, it should be cost-effective and fast to implement. It is estimated that the entire network for Greater Manchester could be completed as early as 2023.

To cater for people who want to walk or cycle along main arteries, much more intervention is required. The majority will only do so if they are fully protected from motor traffic. The ambition is to have at least one of these interventions per district, each fed by the network of quieter roads.

This approach has been successful in many cities across the world, all of which are regularly lauded as being great places to live for people of all ages.





The two types of infrastructure being delivered

The two walking and cycling infrastructure approaches that have been identified to ensure successful delivery of the network are:

Beelines on quieter streets

Signed routes showing the shortest possible route between the crossing points connecting neighbourhoods.

Some Beelines will require traffic management and design interventions. However, most will initially require very little intervention. Funding will be focused on side road interventions. This approach makes use of zebra crossings to promote courteous driver behaviour when turning, and to prioritise pedestrian movements. Cyclists will also benefit from the slower movement of turning motor vehicles. Off-road, green routes may also be considered as Beelines if they reach the necessary quality standard. Ideally, these Beelines will have 20mph speed restrictions in place.

The second element of neighbourhood design is the provision of filter points, which allow for movement of people walking or on bike but do not allow through motor traffic (except, potentially, for buses and emergency vehicles). This may allow new opportunities for improvements to streets, such as creating mini parks, that make them more people-friendly places to spend time in.

Beelines on busier roads and in towns

Main road corridors with protected links and junctions for cyclists and area-wide treatments to improve walking and cycling links to town centres.

At least one corridor and town per local authority is desired.

Beelines on busier roads are, by definition, on direct main road corridors and so a higher level of design intervention is required to enable people to walk and cycle. Interventions may include full and light segregation for cyclists as well continuous footpaths and side road zebra crossings for pedestrians.

Many junctions will require major interventions to accommodate Beelines. In most cases, standard junction design approaches will not meet quality thresholds. Ensuring these approaches are of a high standard is critical if we are to create trust in the network. Innovative approaches to junction design will be required that meet the level of service needed to enable significant modal shift.

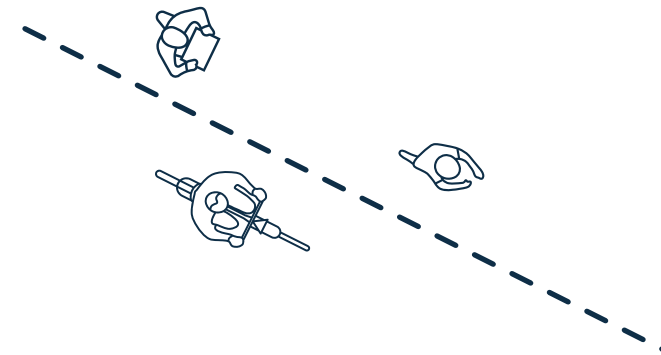
Town centre improvements will require multiple connections. The main element will be crossing points, which help pedestrians and cyclists move easily into and out of town centres. These will take the form of parallel signalised crossings, parallel zebra crossings, minor signal-controlled junctions, toucan crossings and, in some cases, priority crossings.

All infrastructure projects will include funding for cycle parking at various points along the network. A lack of easy bike parking is another known deterrent to making the journey in the first place and is often overlooked.

The LCWIP process (Local Cycling and Walking Infrastructure Plan) which has been underway for some time, will provide the detailed evidence needed for the larger, more complex and expensive Beelines. Beelines on quieter roads will provide easy access to these direct corridors, as they are implemented.

What is a filtered neighbourhood?

A neighbourhood where the movement of people is prioritised over the movement of motor vehicles. Typically this is achieved by creating cul-de-sac style access for cars but allowing through traffic for people walking and cycling. This approach creates spaces to play and socialise and enables more green areas to be created.





The district maps

A tailored approach for each local authority

The draft network maps for each local authority set out on the following ten pages (figures 1 to 13) clarify the extent of infrastructure required.

The Before maps show the following:

- Red areas:** Neighbourhoods that are currently closed off as they do not have any quality and accessible crossing points.
- Orange areas:** Neighbourhoods that are partially open, with one good access point.
- Green area:** Neighbourhoods that have accessible crossing points already.
- Blue points:** Existing crossing points.
- Red lines:** Busy roads acting as severance.

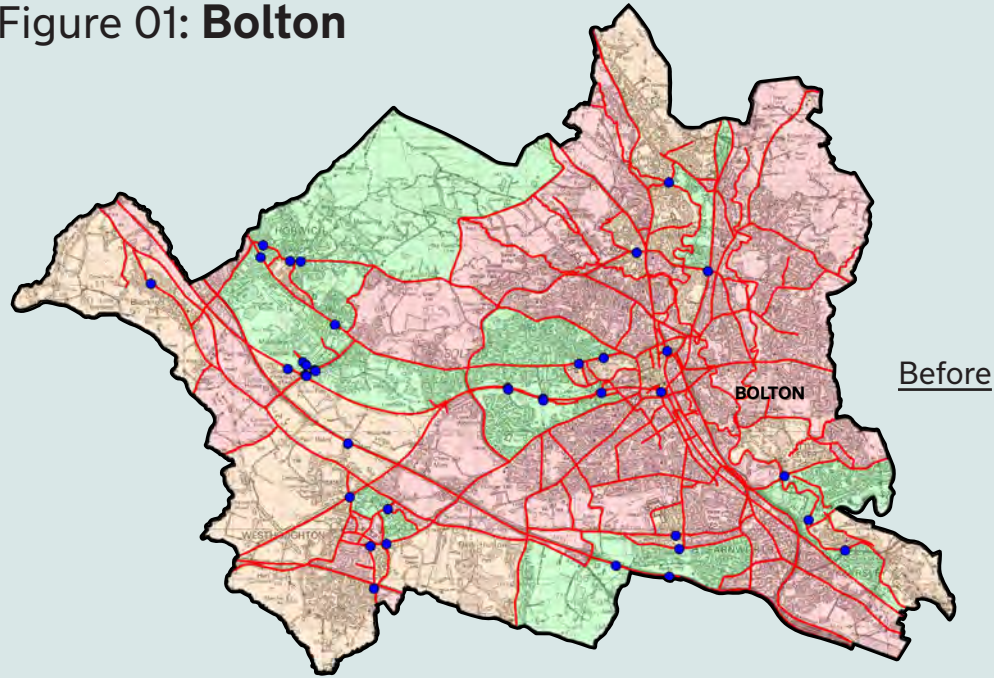
The After maps show the following:

- Green points:** Proposed crossing points
- Blue points:** Existing crossing points
- Yellow lines:** Beelines
- Thicker yellow lines:** Beelines on a busy road
- Hashed yellow areas:** Filtered neighbourhood

These maps show how the infrastructure, if delivered as planned, will open up neighbourhoods and communities.



Figure 01: **Bolton**



In Bolton, 124 new or upgraded crossings are proposed enabling 83% of the population to use Beelines. Eight miles of Beelines on busy roads are proposed.

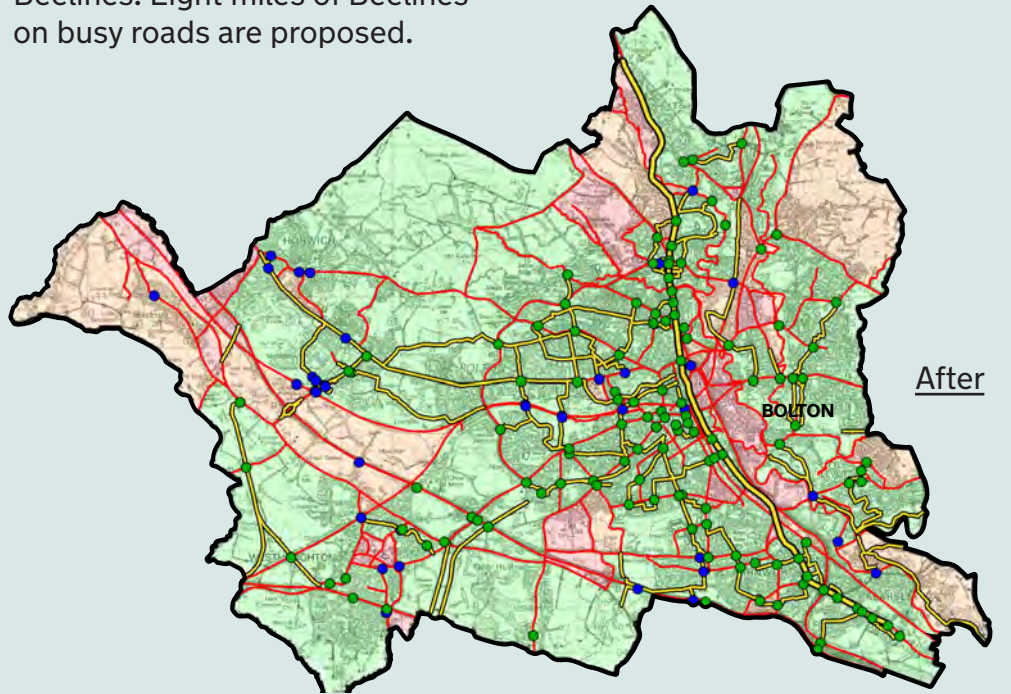


Figure 02: **Bury**



In Bury, 71 new or upgraded crossings are proposed enabling 88% of the population to use Beelines. Five miles of Beelines on busy roads are proposed.

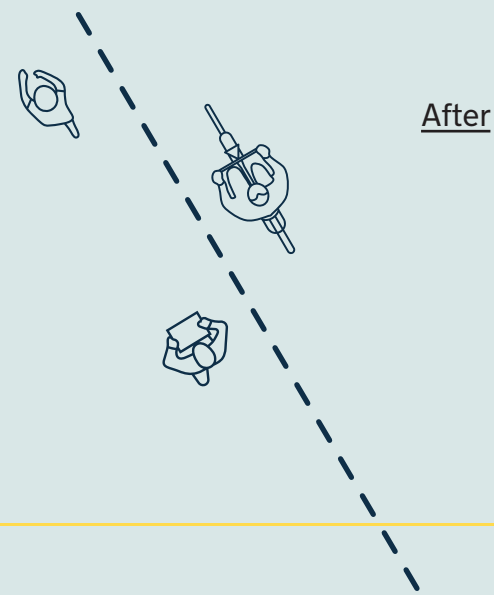
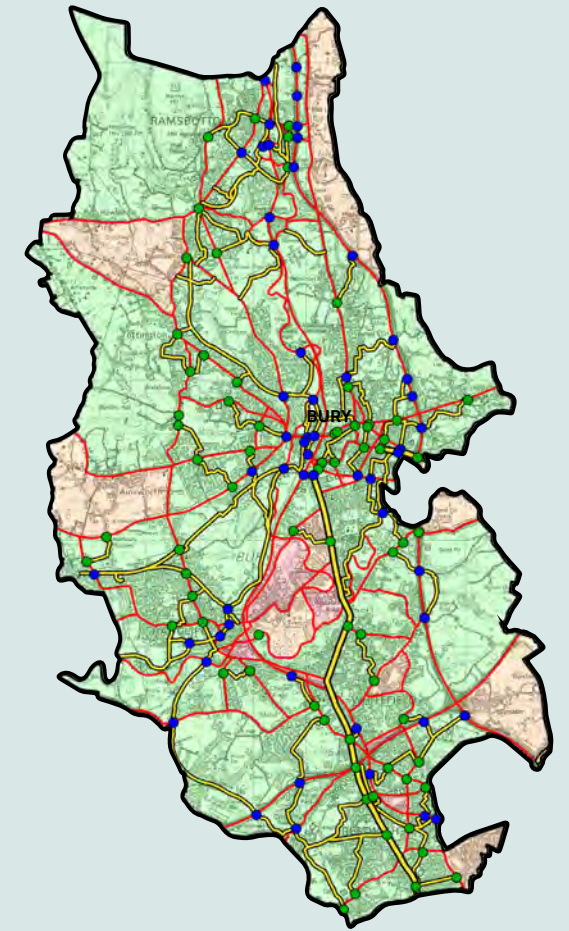
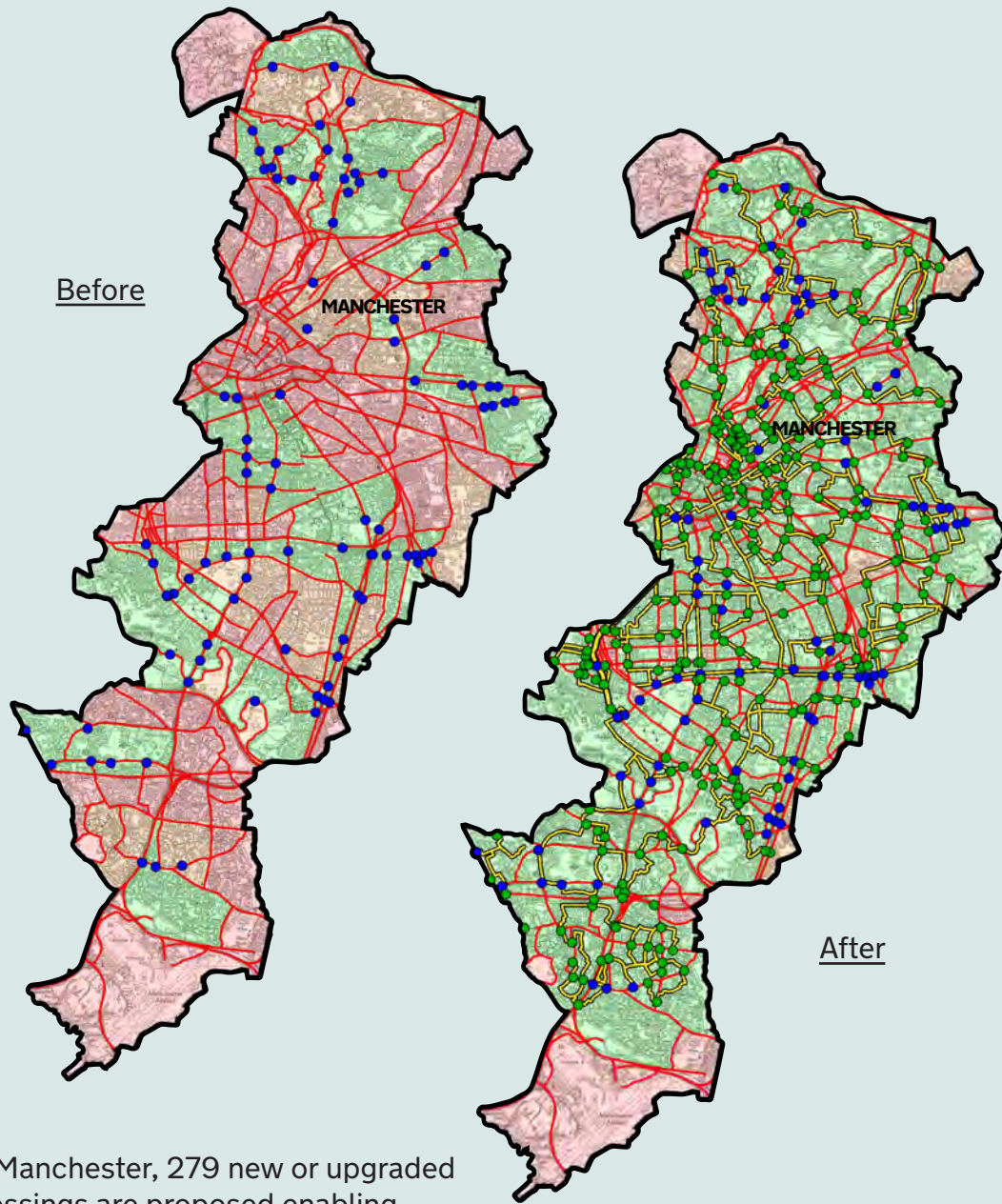




Figure 03: Manchester



In Manchester, 279 new or upgraded crossings are proposed enabling 94% of the population to use Beelines. Three miles of Beelines on busy roads are proposed.

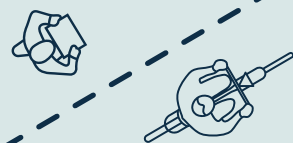
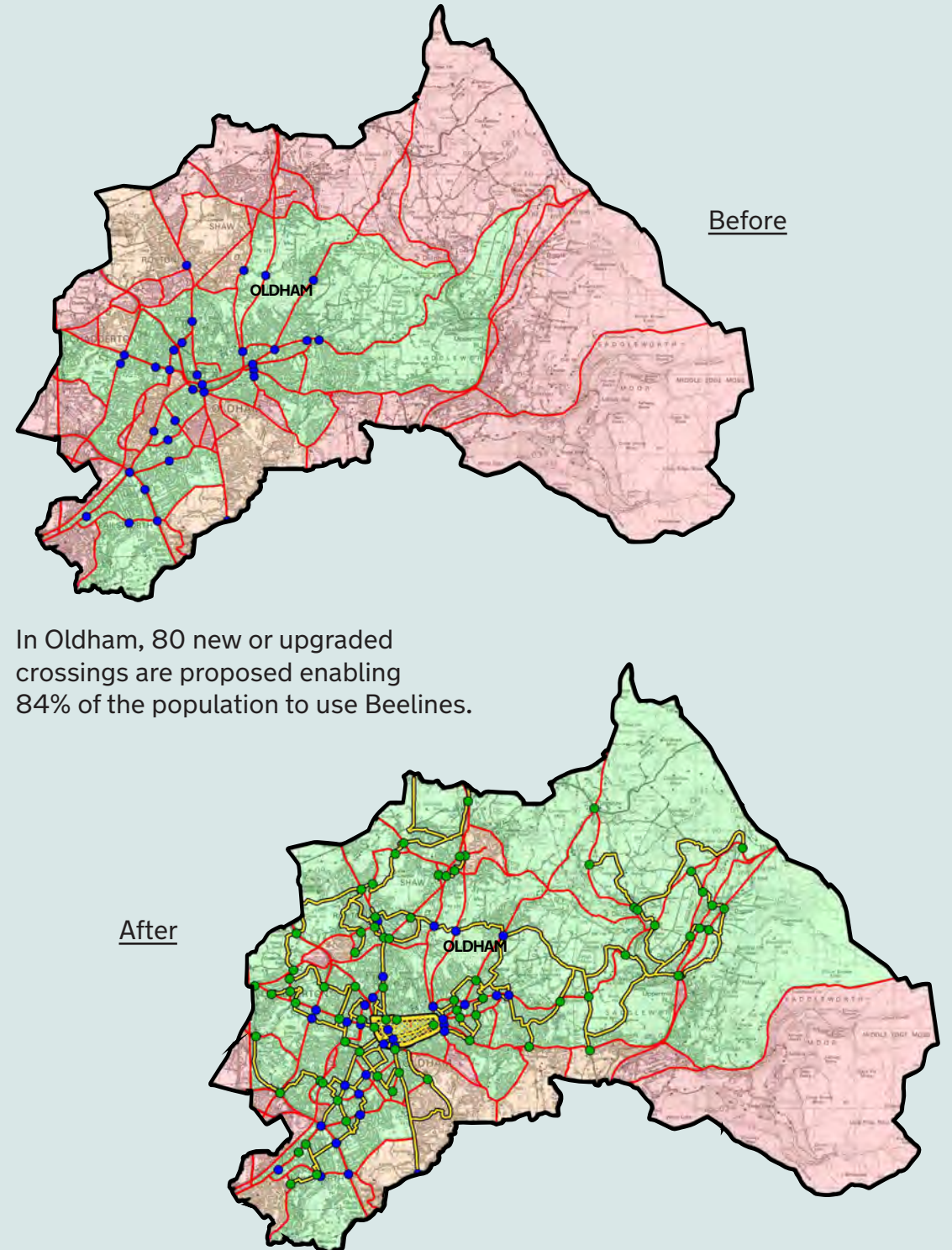


Figure 04: Oldham

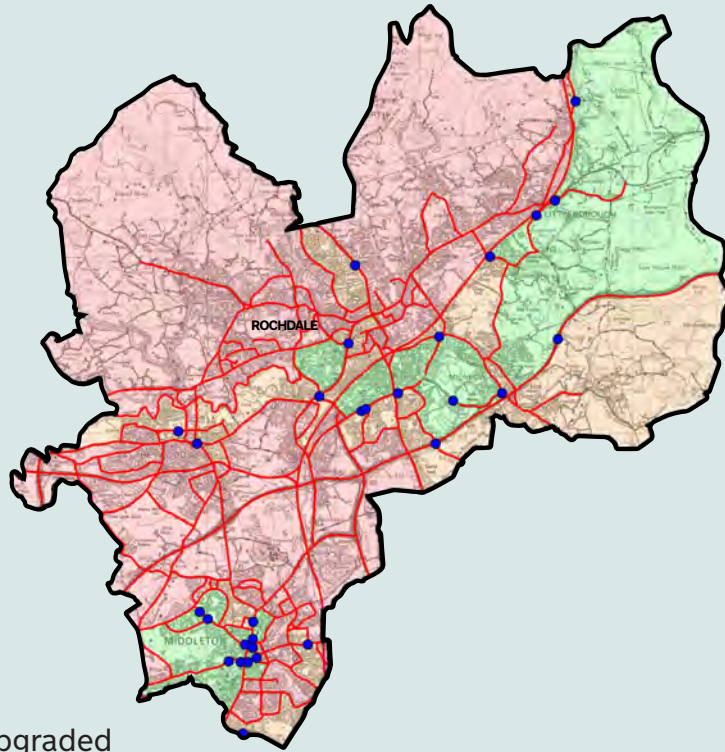


In Oldham, 80 new or upgraded crossings are proposed enabling 84% of the population to use Beelines.



Figure 05: Rochdale

Before



In Rochdale, 136 new or upgraded crossings are proposed enabling 89% of the population to use Beelines. Six miles of Beelines on busy roads are proposed.

After

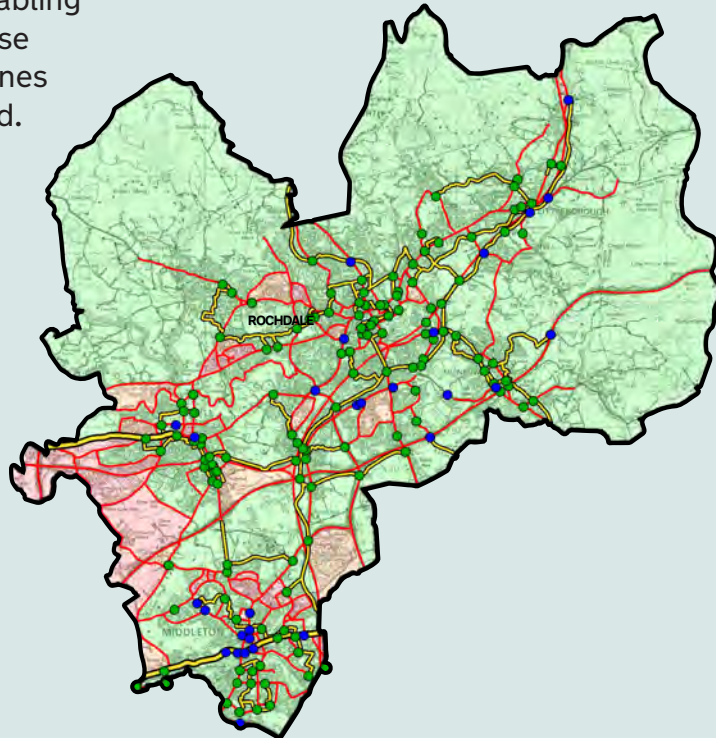
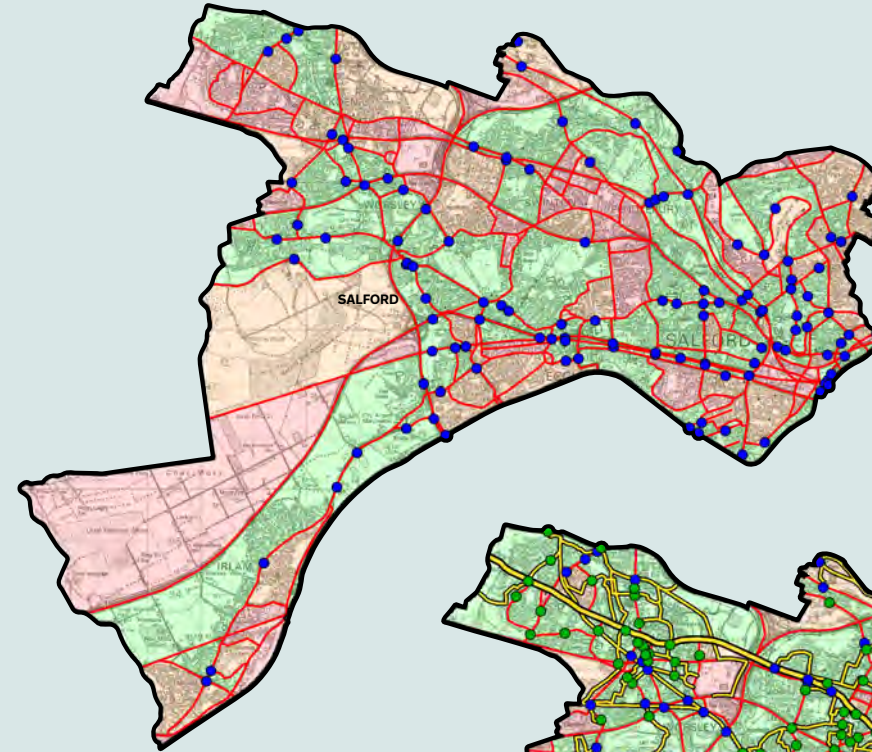
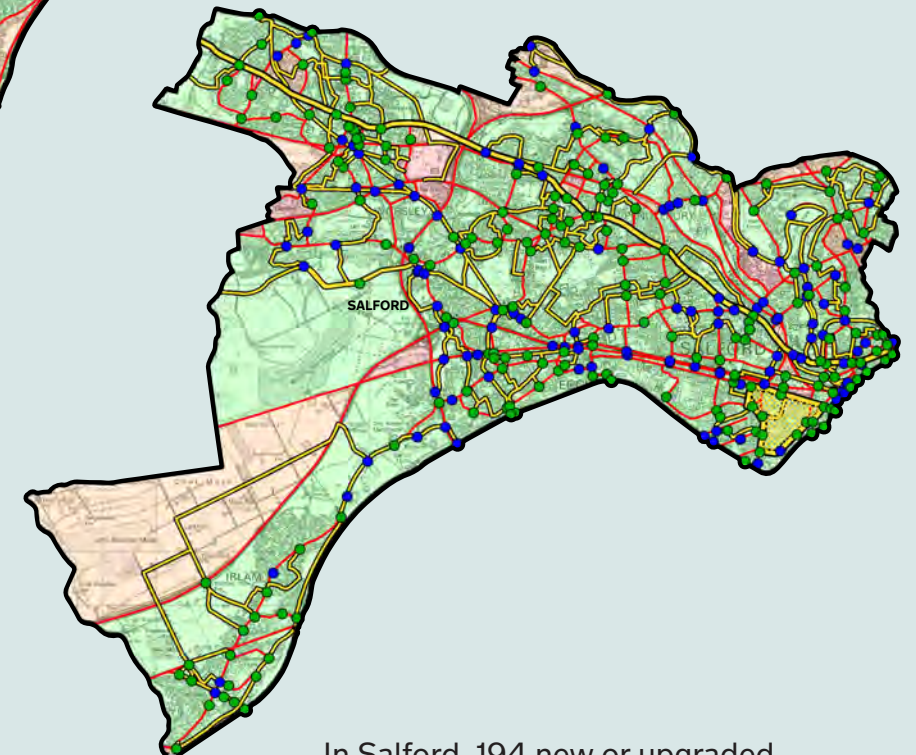


Figure 06: Salford

Before



After



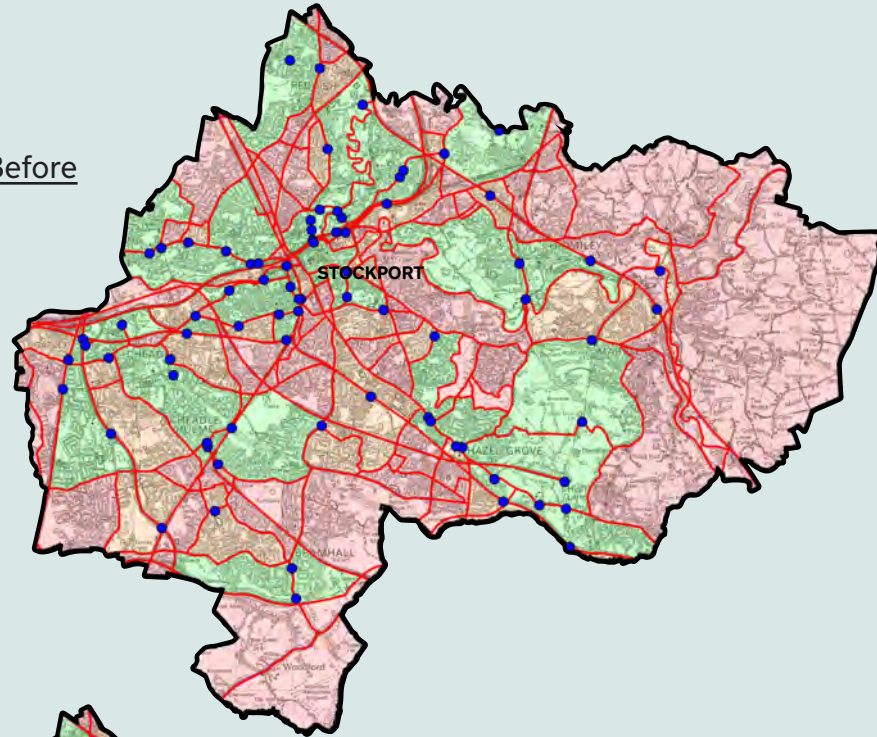
In Salford, 194 new or upgraded crossings are proposed enabling 94% of the population to use Beelines. Nine miles of Beelines on busy roads are proposed.



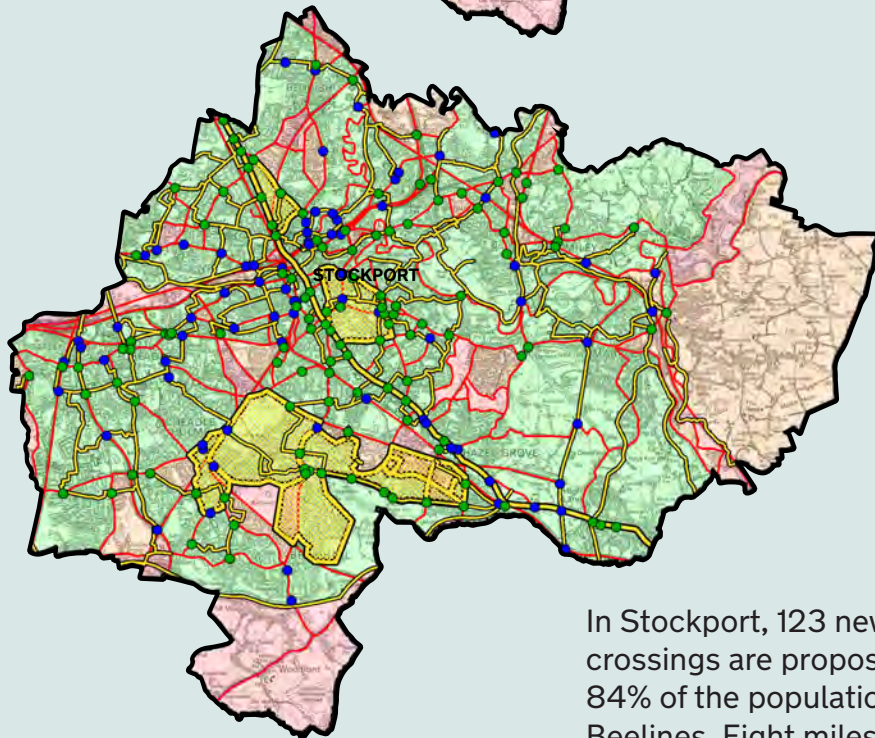


Figure 07: Stockport

Before



After

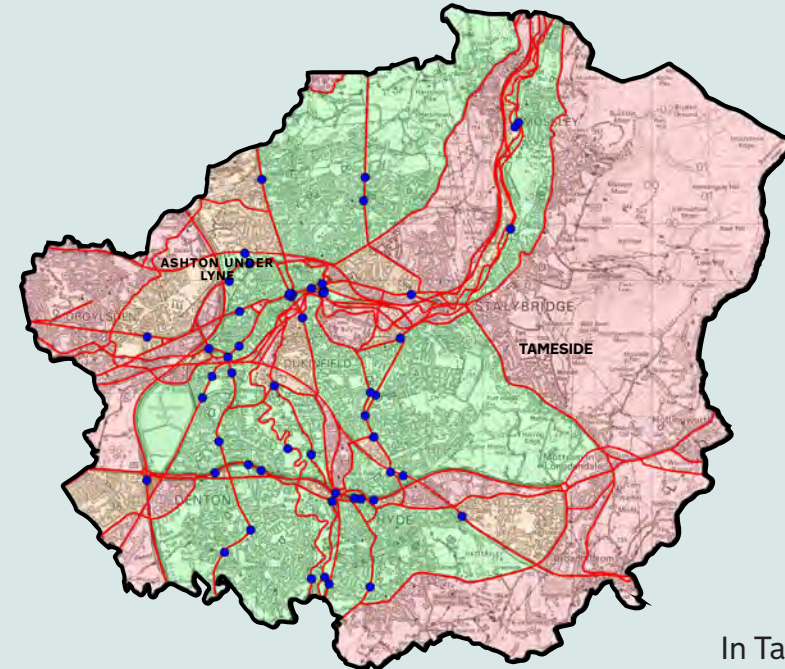


In Stockport, 123 new or upgraded crossings are proposed enabling 84% of the population to use Beelines. Eight miles of Beelines on busy roads are proposed.

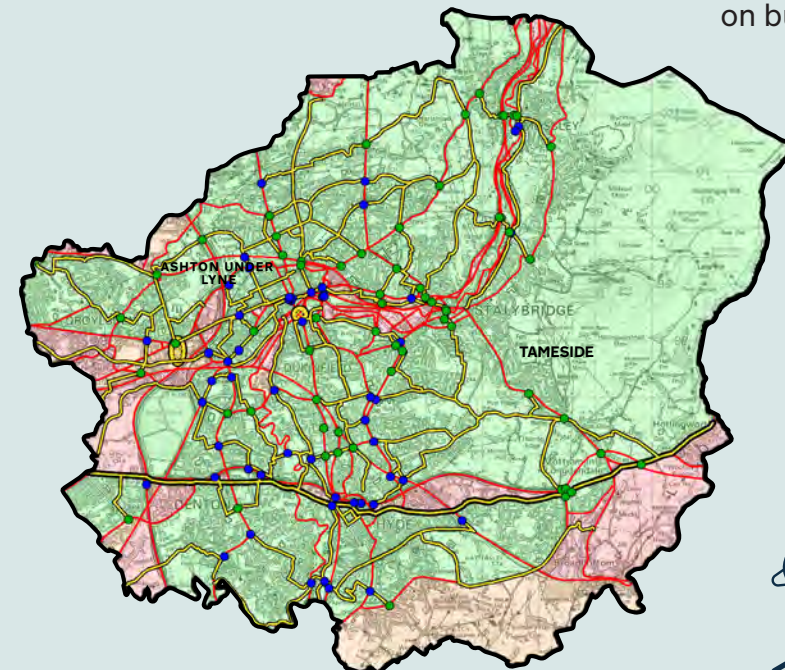


Figure 08: Tameside

Before



After



In Tameside, 63 new or upgraded crossings are proposed enabling 90% of the population to use Beelines. Seven miles of Beelines on busy roads are proposed.

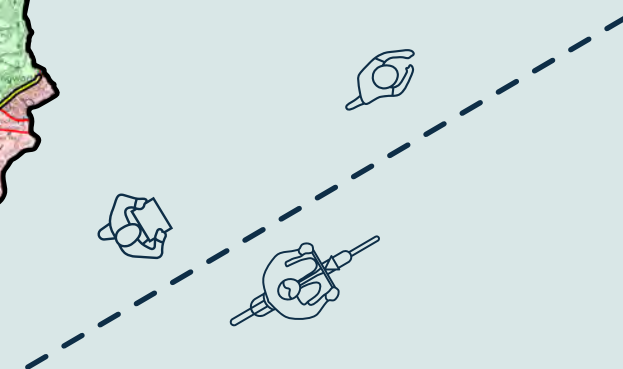
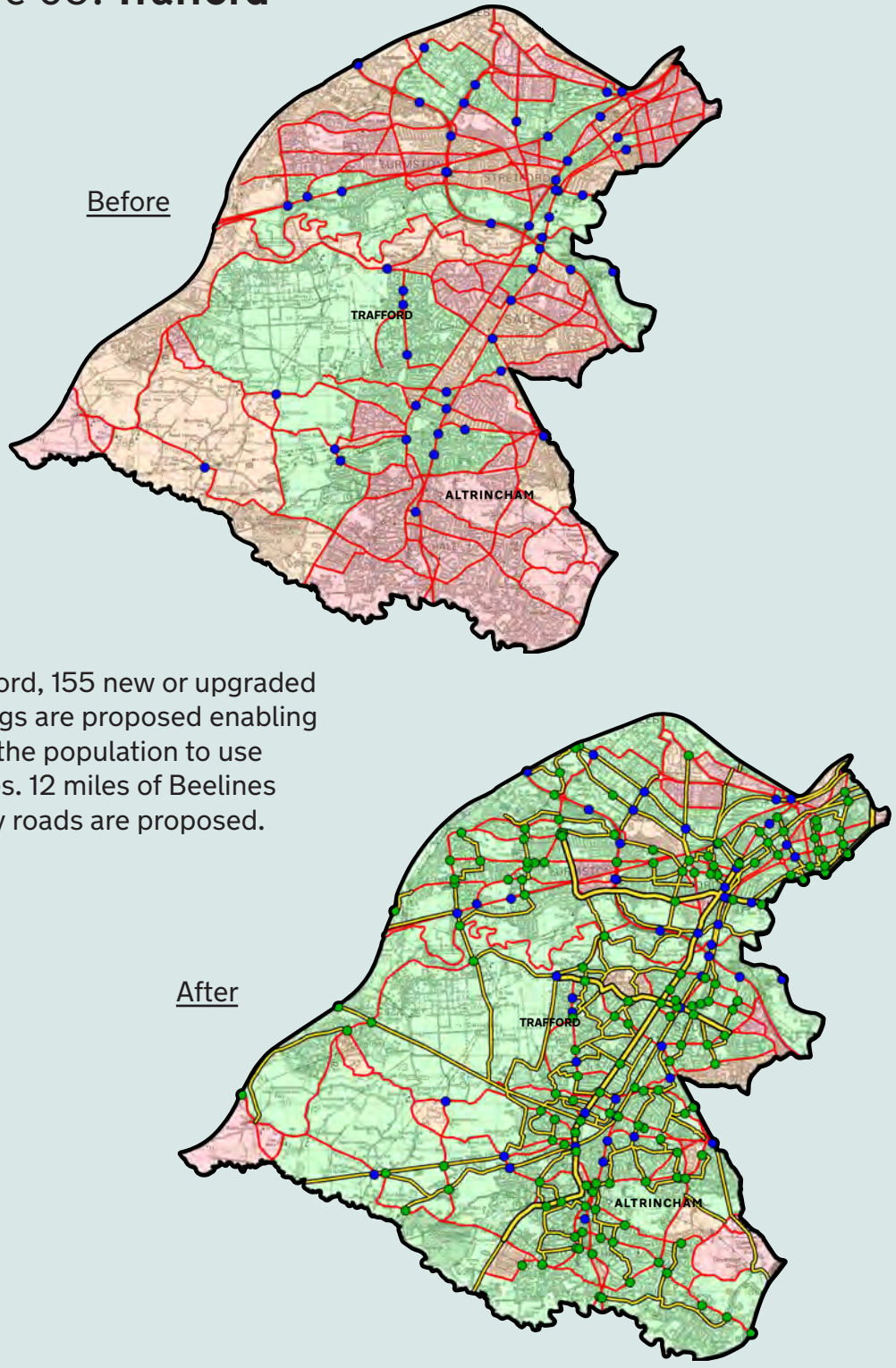


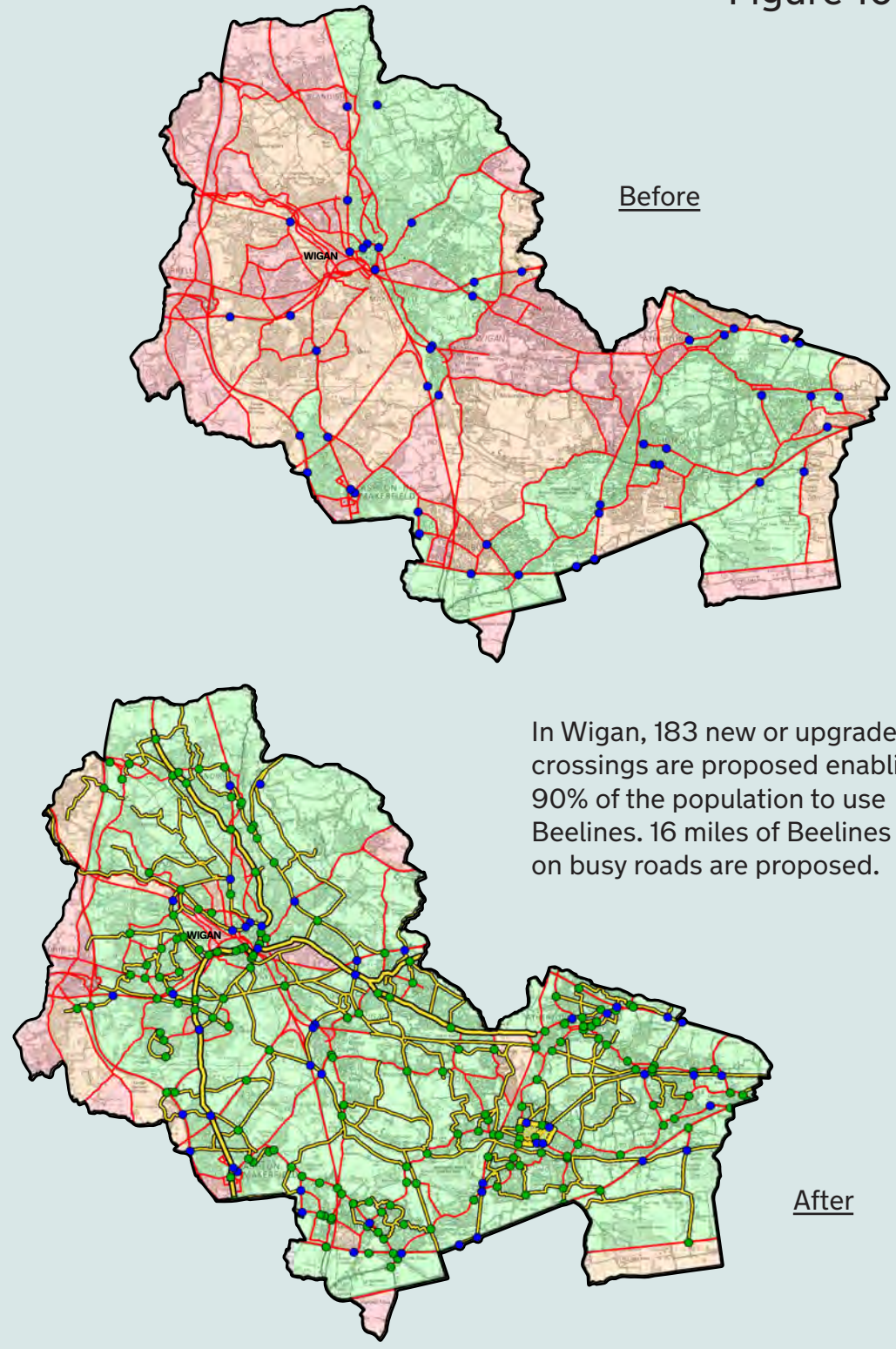


Figure 09: **Trafford**



In Trafford, 155 new or upgraded crossings are proposed enabling 91% of the population to use Beelines. 12 miles of Beelines on busy roads are proposed.

Figure 10: **Wigan**

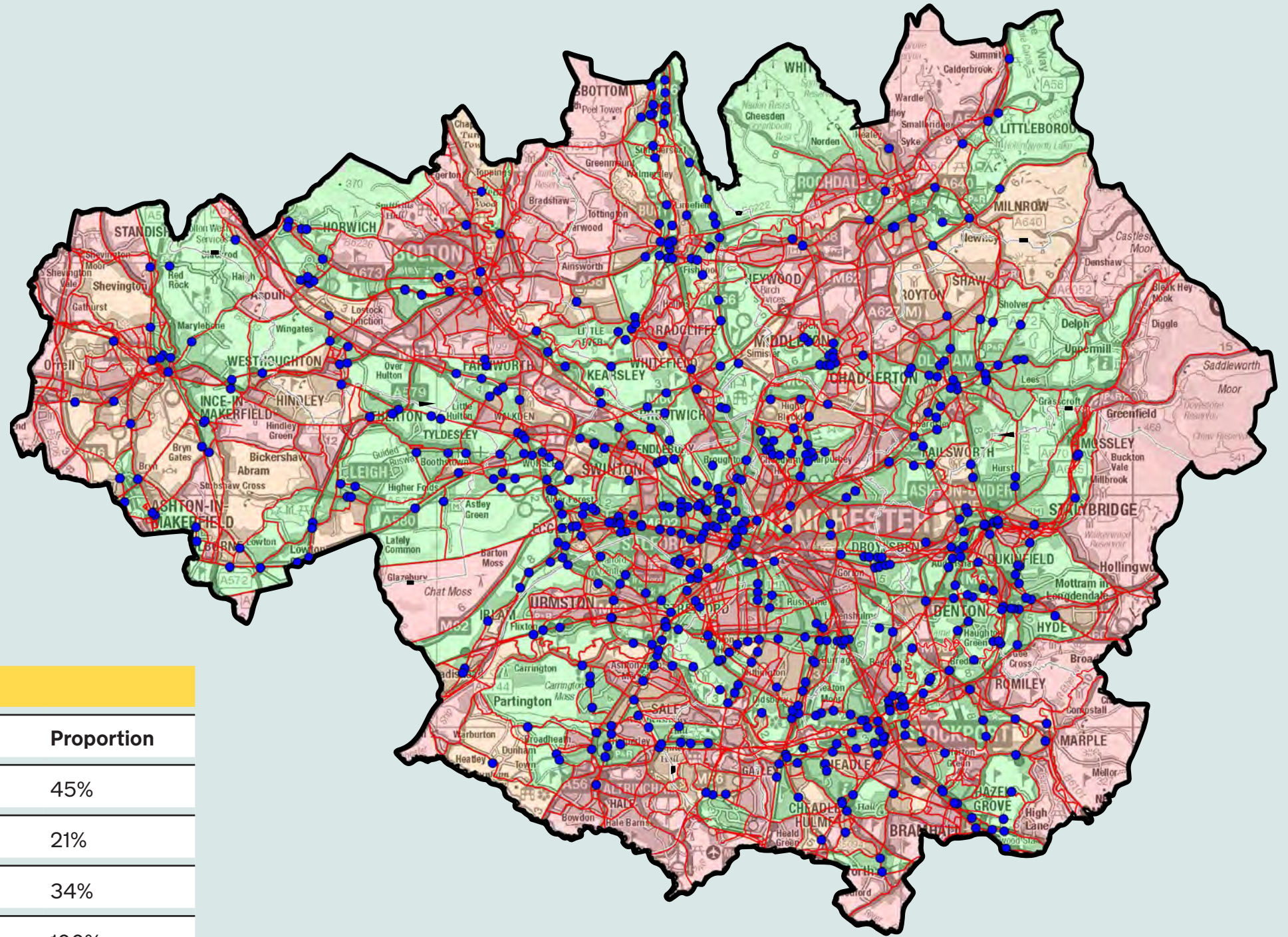


In Wigan, 183 new or upgraded crossings are proposed enabling 90% of the population to use Beelines. 16 miles of Beelines on busy roads are proposed.





Figure 11: Greater Manchester – Before

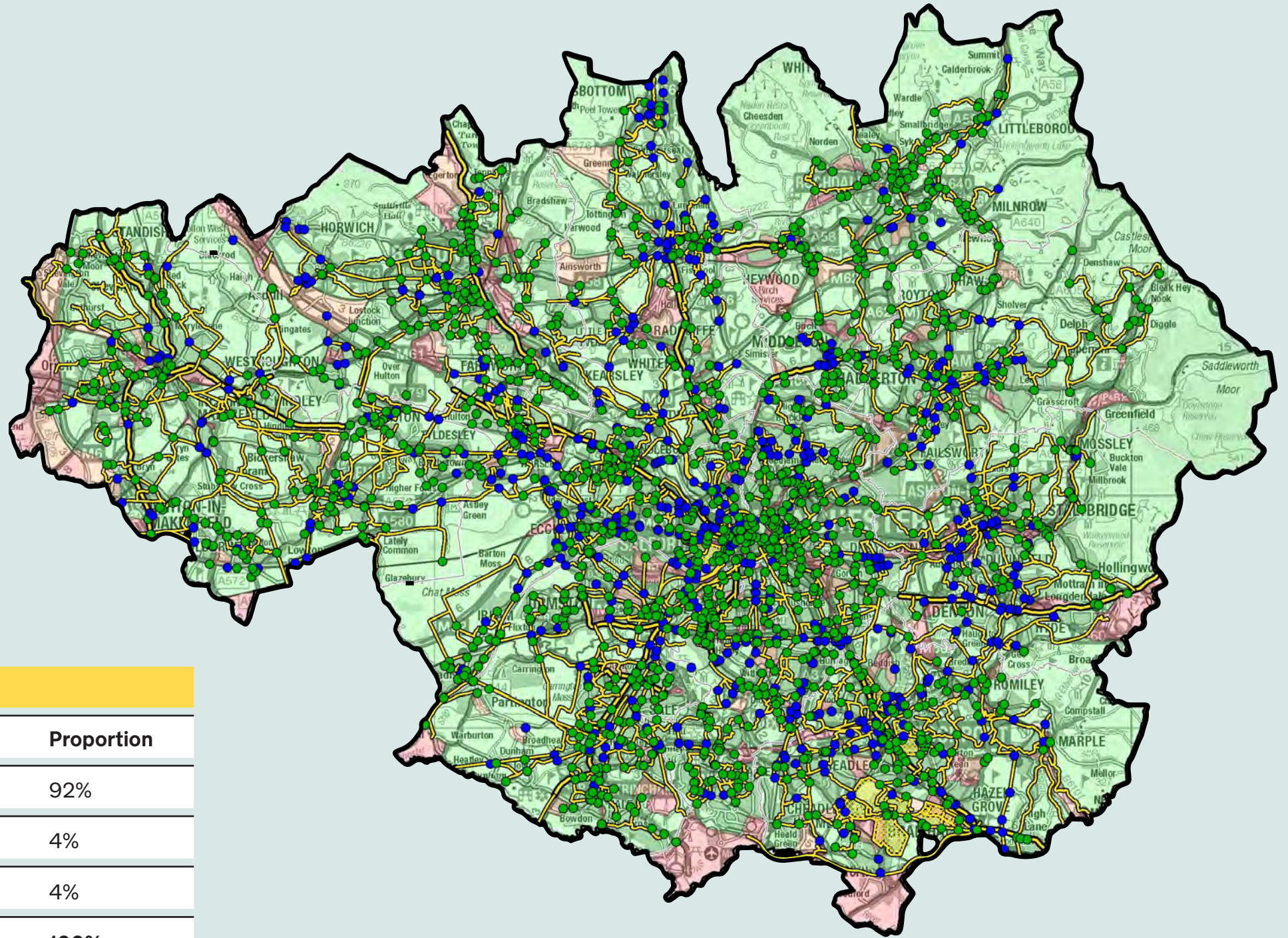


GM Wide		Existing	
Neighbourhood Status	Population	Proportion	
Open	1,246,034	45%	
Partially Open	595,894	21%	
Closed Off	950,265	34%	
Total	2,792,193	100%	





Figure 12: Greater Manchester – After



GM Wide		Proposed	
Neighbourhood Status	Population	Proportion	
Open	2,575,982	92%	
Partially Open	118,281	4%	
Closed Off	97,930	4%	
Total	2,792,193	100%	

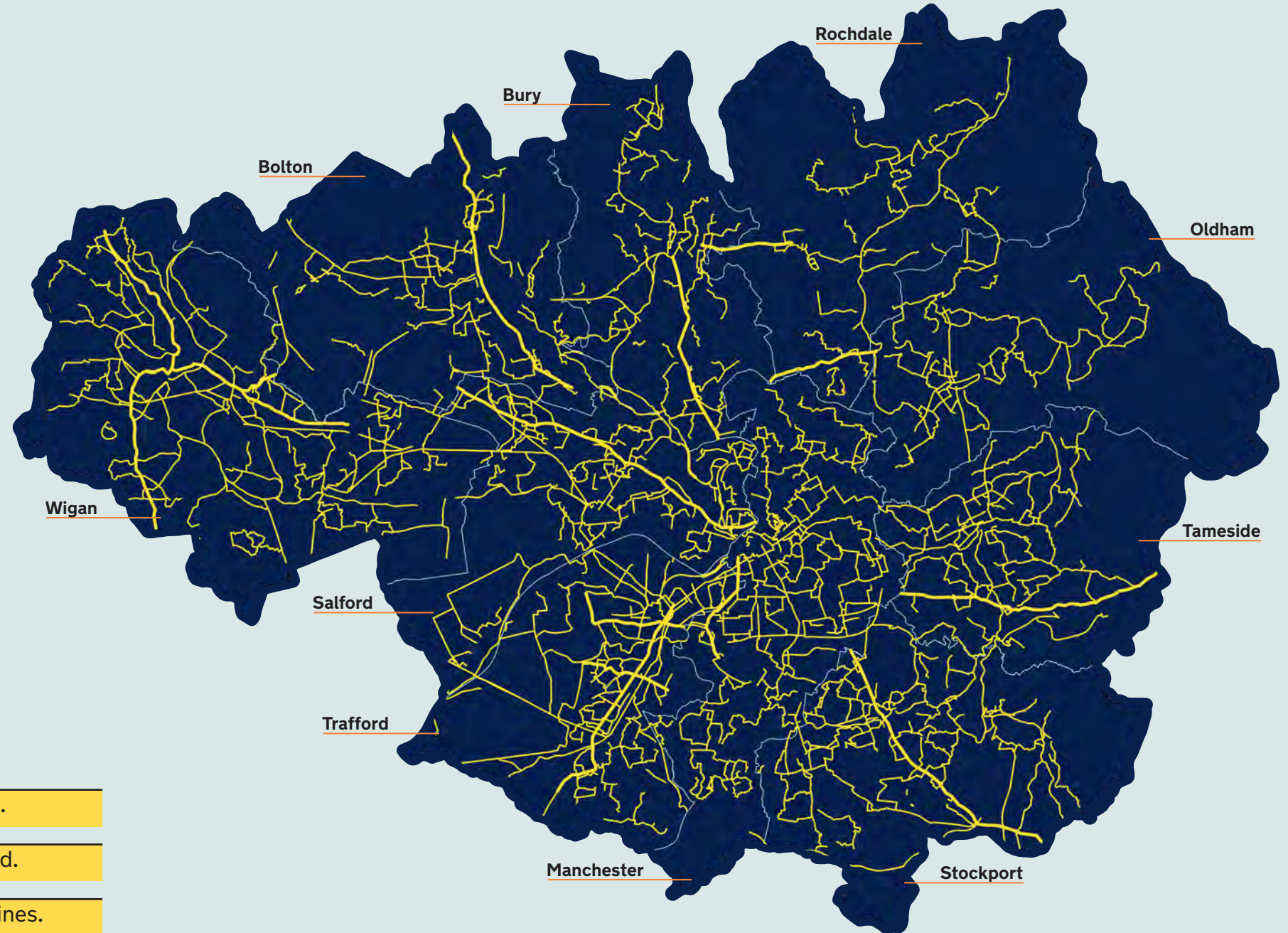




Figure 13: **Beelines. Greater Manchester.**

Key

- Yellow lines:** Beelines
- Thicker yellow lines:** Beelines on a busy road, offering full segregation and public realm improvements



Beelines is a vision for Greater Manchester to become the very first city region in the UK to have a fully joined up cycling and walking network; the most comprehensive in Britain covering 1,000 miles.

We've outlined plans for over 75 miles of segregated cycling and walking routes, plus 1,400 new crossings that will connect every community in Greater Manchester.

1,408 new or upgraded crossings proposed.

75 miles of Beelines on busy roads proposed.

Enabling 92% of the population to use Beelines.



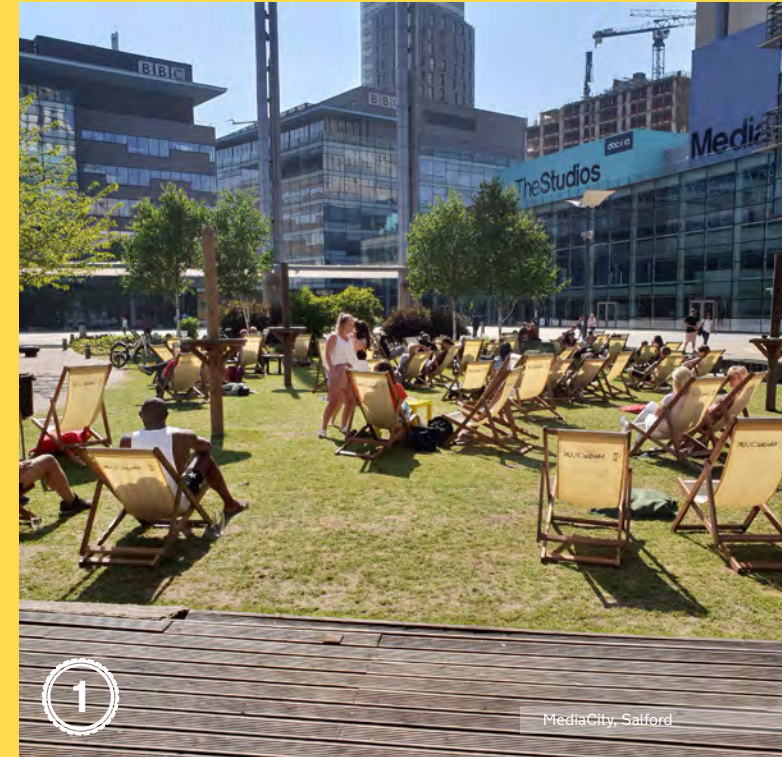


03. Design

Design principles

The aim of *Made to Move* was to deliver transformational change in the way our streets operate and, in doing so, enable a significant shift away from private car use in favour of cycling and walking.

The following design principles support this ambition in a practical way and are intended to help frame options around humans rather than vehicles.



1

Streets should be places where people choose to spend time socialising rather than just save time passing through

Opportunities should be identified to improve our streets to make them more pleasant places for people to spend time in. Creating filtered neighbourhoods and reducing traffic speeds and volumes can allow opportunities for play streets, parklets or new seating areas, improving the quality of life in our towns and neighbourhoods.

2

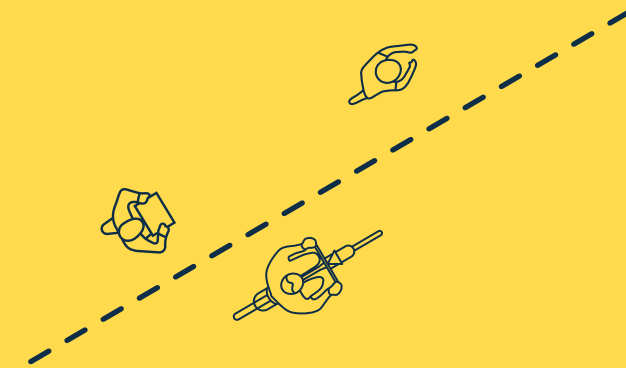
Street design should focus on moving people rather than traffic

Installing protection for cyclists or introducing straight-across crossings for pedestrians at busy junctions can slow down motor vehicles but also make more efficient use of the available road space. Reducing capacity for motor vehicles should not be the reason to abandon the measure. Other design techniques can mitigate impacts on motor traffic, creating a better balance between movement and place.

3

Dedicated separate space should be provided for walking and for cycle traffic

Providing for cycling by converting footpaths to shared use is an approach that can deter people from both walking and cycling and it is an approach that we plan to avoid. However, it can be appropriate to encourage considerate cycling in existing shared public spaces.





4

People should feel safe, relaxed and secure on the street and not just in a car

People travelling by bike on key corridors should be given appropriate safe space that functions as part of the main carriageway. Footpath widths should be appropriate to the number of people using them. The Dutch safe systems approach should be used to maximise safety. Personal security is also important, and streets should be well-lit with as much activity as possible so that people feel comfortable using them at all times of day and night.



Church Street, Liverpool



Hackney, London



Leicester

5

People should feel like they can stroll without delay and linger without issue

This is especially important in places such as high streets, near rail stations and in town and district centres where there are more people walking.

6

Protection and priority should be given to people cycling and walking at junctions

At main junctions with traffic lights, people walking and cycling should have time and, where appropriate, dedicated and protected space to cross to improve safety and to make crossing or turning at junctions less stressful.





7

Health benefits should be highlighted and quantified for all street improvements.

Health benefits derived from reduced mortality should be standard calculations for all highway schemes so that designers can see the benefits they are bringing, rather than focusing solely on journey time and traffic impacts.

More high-quality cycle routes mean more people being able to ride to train stations to make longer trips. The Dutch planning system is based on residential properties being within a 15 minute cycle ride of a train station. In the UK, the situation is not always friendly for people travelling on foot or by bike and therefore people chose to drive very short distances, creating a vicious circle of traffic



Enfield, London

8

Walking, cycling and public transport should go hand-in-hand

Public transport cannot work efficiently if people cannot walk or cycle to it in pleasant conditions. Evidence shows that if the distance to public transport from residential properties is greater than a 15-minute walk, most people will not consider it. However, nearly all train stations, Metrolink stops and bus stations are within a 15-minute cycle of residential areas in Greater Manchester.

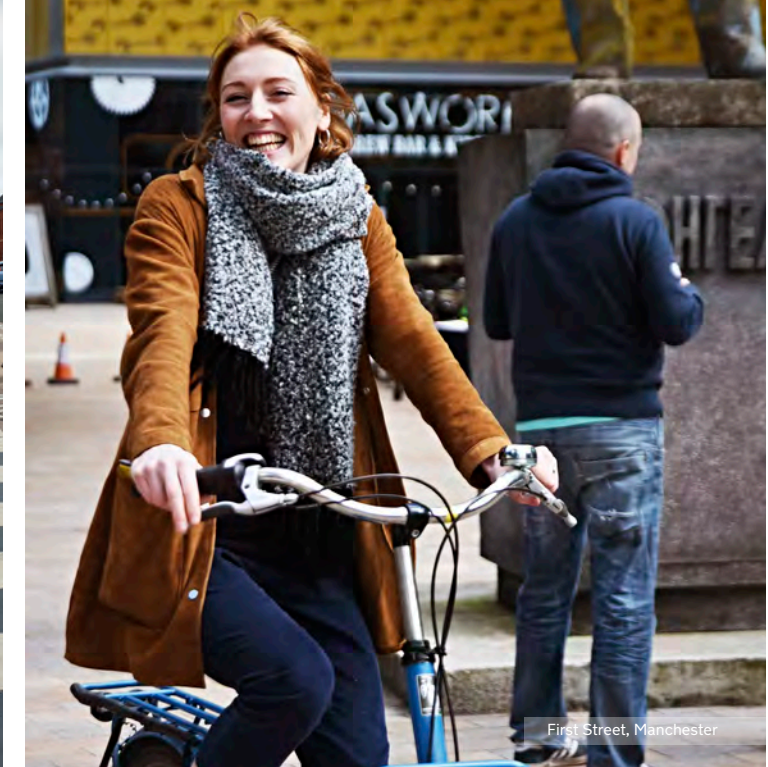
around active travel hubs. Active travel is a system, requiring all three elements — walking, cycling and public transport — to work together. On main corridors it is important to balance the competing demands of different road users and to ensure that space for buses and cyclists is designed effectively. Bus and cycle provision can work harmoniously on main road corridors if it is prioritised over private car use.



Oxford Road, Manchester



Bury, Greater Manchester



First Street, Manchester



Piccadilly Place, Manchester





What will it look like?

Figure 14.
Beelines visualisation of a side road zebra



Figure 16.
Beelines visualisation of a busier road



Figure 15.
Beelines visualisation of a filtered neighbourhood



Figure 17.
Beelines visualisation of a crossing





What will it look like?

Figure 18.
Example of a parallel zebra crossing



Figure 22.
Example of segregated cycle track



Figure 19.
Example of pedestrian priority



Figure 20.
Example of placemaking on a busier road

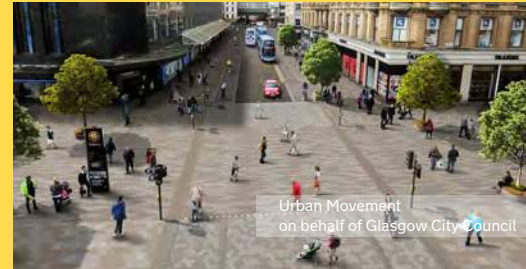


Figure 23.
Example of a place being created to socialise and relax



Figure 24.
Example of a footpath level cycle track



Figure 21.
Example of a SUDS segregated cycle track





To bee or not to bee?

To help ensure consistency across Greater Manchester's network, we are proposing a single identity applied across all ten districts. We hope that, over time, this identity will become a mark of good quality, and will also be a crucial aspect of the wayfinding system.

The worker bee was originally the symbol of a hard working society and of industrial ingenuity. It is now visible across Greater Manchester, featuring on numerous coats of arms, and symbolising our collective togetherness, of hope for the future.

The bee now has features to represent all of these things: it seeks to connect a large community in a fun, healthy and sustainable way, taking the most direct route for users. It is an emblem that evokes nature and pollination to reflect our aspirations for Greater Manchester to become more biodiverse, greener and cleaner. Our bee has been adapted slightly, to signify walking and cycling, with handlebar antenna and striped wings that give a gentle nod to the zebra crossing users will find along their route. There are ten stripes in total, one for each of the ten Greater Manchester districts.

We can think of no other emblem to better represent what the Greater Manchester community intends to achieve with this endeavour: the worker bee, figuratively and literally, leading the way.



Naturally, the signature colour is yellow. This fits with the bee, of course, but it also acknowledges the visibility of Metrolink wayfinding on our streets. A pilot project will see our zebra crossings brought to life out in Salford initially.



The Beelines network

The Beelines wayfinding system relies on visually connecting quiet routes to form a network.

There are three wayfinding elements to the Beelines network:

- Vertical signs on posts at turning and key decision points.
- Zebra crossings at all side roads along the route.
- Cycle symbols on the road to advise on appropriate positioning.

Decision points will be found where two or more Beelines meet. People will travel along Beelines following the zebra crossings and vertical signs, which show how long it will take to get to the next neighbourhood. At a decision point, a vertical sign will show the name of the next neighbourhood and a number will be used as a decision point reference.

As shown in figure 26, if someone was riding from the start of one area of the city region to the finish, they would only need to remember the numbers 4, 7 and 8. Using this approach, people could plan long trips by simply writing down or remembering a few numbers.

This approach mimics the Knooppunten system used in the Netherlands and Belgium and could be extended beyond the region. Figure 27 shows a plan view indicating where wayfinding elements will be placed along a Beeline.

Figure 25: Schematic of the Beelines wayfinding system

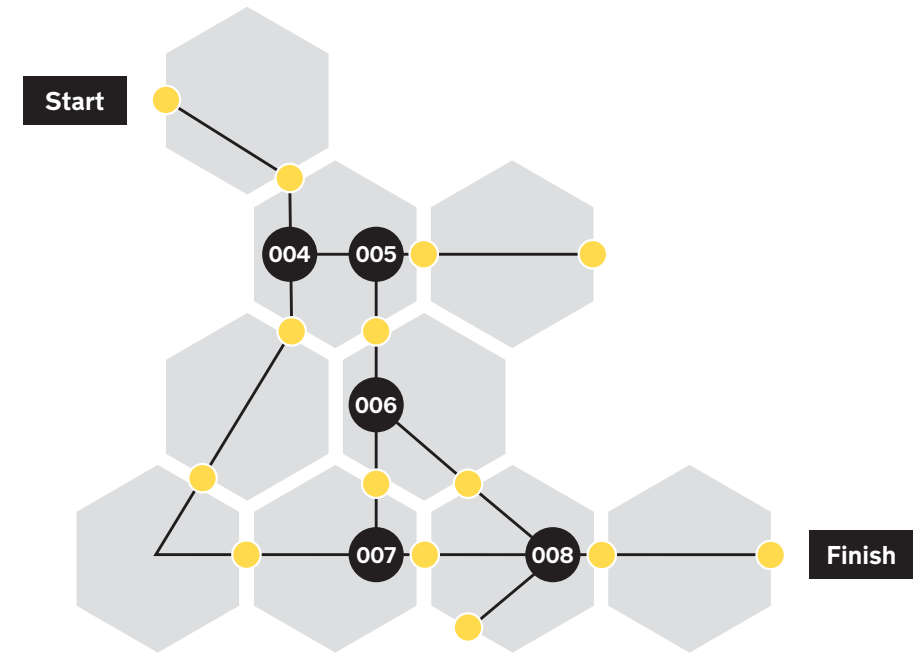
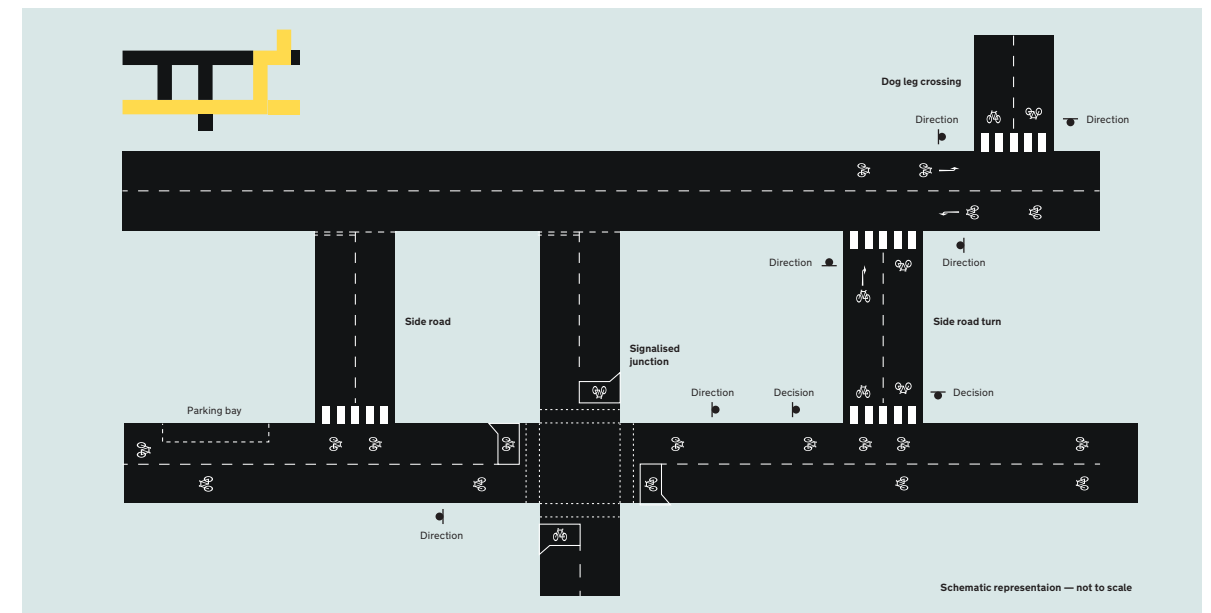


Figure 26: A plan view indicating where wayfinding elements will be placed along Beelines.





What the signage will look like

Direction signs will be used along the Beelines route where there is a direction change. It is intended that every time there is a turn, there is a sign. As zebra crossings will effectively line the route, they will also act as wayfinding elements. The times shown are walking and cycling times to the most recognisable position in the next neighbourhood.

Figure 28 shows the technical specifications for the Beelines signage. The signage features the Beelines motif and the form of information. **It is important that all signage and wayfinding information across the whole of Greater Manchester is consistent.** This will also create the potential for a Beelines app and an interactive website which would provide online bespoke route planning.

Figure 27:
Beelines sign specification



Figure 28:
Example decision point Beelines signs

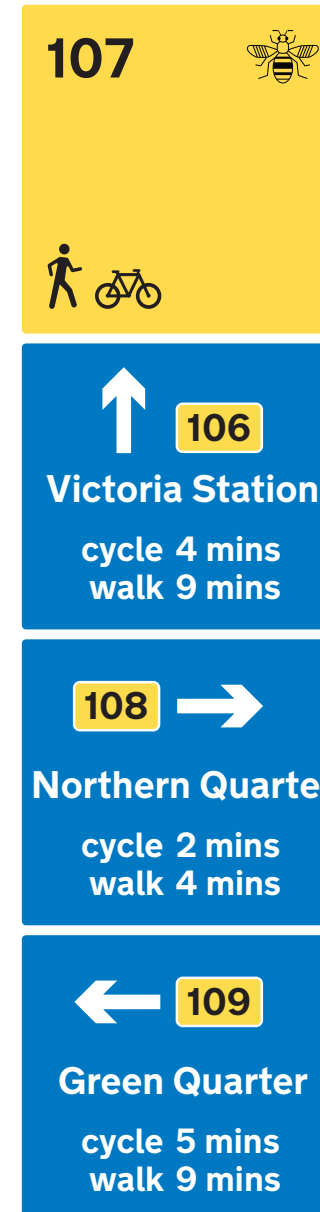
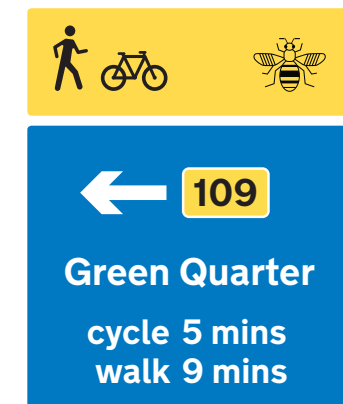
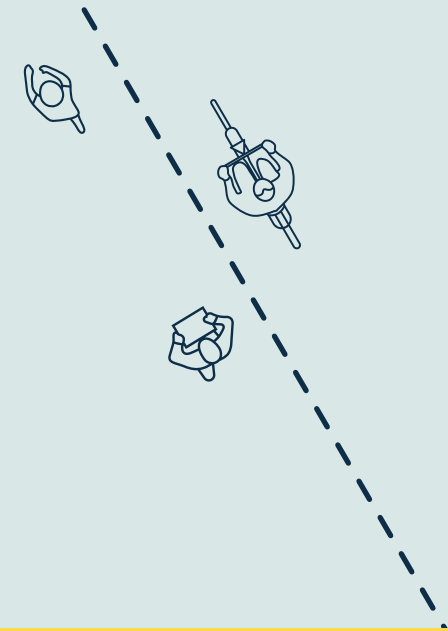


Figure 29:
Example direction Beelines signs





Ensuring good quality design

A Streets for All Check is being developed to assess design quality for the network and a proforma will be made available to all those interested or involved in the delivery of the network. Stakeholders will be able to highlight design issues where necessary.

The Streets for All Check will be the key determinant as to whether the 'competent 12-year-old' and 'double buggy' tests have been passed. All schemes will conform to the Equalities Act to ensure that the needs of visually and mobility impaired people are met.

For signal-controlled junctions, a Junction Assessment Tool will be used. This approach asks designers to think of all possible movements for people travelling on foot or by bike and considers how well they are catered for.



04. Delivery

How investment in walking and cycling will be prioritised

To ensure maximum return on investment, schemes and networks will be prioritised based on both need and the ability to change travel habits. It is essential that everyone in Greater Manchester feels the benefit of the schemes that are delivered.

Schemes will be prioritised for investment based on:

- Their contribution to building a wider network of walking and cycling improvements
- Quality of design
- Levels of community and political support, feasibility
- Whole-life costs
- Ability to secure local contributions
- The need to deliver a balanced programme of improvements for walking and cycling across Greater Manchester

The Mayor's £160million Cycling and Walking Challenge Fund provides the opportunity to kick-start delivery of the proposals set out in this proposal. Decisions on how this funding is spent will be approved by the newly established Greater Manchester Cycling and Walking Board, overseen by Greater Manchester Combined Authority.

Monitoring and evaluation

Monitoring and evaluating the benefits of investment in walking and cycling will be critical, and will enable us to make the case for future investment in our streets. Monitoring will be carried out for individual schemes and the whole programme of network improvements. More detailed guidance will be prepared on monitoring and evaluation, but it will be important that the programme demonstrates a range of economic, quality of life and environmental benefits (in support of Greater Manchester's 2040 Transport Strategy).

Maintaining the network

Active travel corridors need special consideration in terms of maintenance. Defects that may be acceptable for motor traffic can unseat people travelling by bike or trip people on foot. The maintenance of Beelines is crucial and will be an essential commitment in any funding agreements. All assets delivered should be maintained by the local authorities. Further to this, it is proposed that key walking and cycling routes are prioritised in maintenance programmes. Traditional highway surveys may flag defects such as rutting and spalling as being minor in nature, but these could seriously affect walking and cycling safety and comfort. As most Beelines on major roads will feature segregation of one type or another, the riding surface should not wear as quickly as the main carriageway, which is being used by heavier motor vehicles.

Enforcement

TfGM and Greater Manchester's ten local authorities will work closely with Greater Manchester Police to collaborate and explore enforcement of footpath parking and speed limits, both critical to success. Discussions with national government regarding the potential for local authority enforcement of moving traffic offences will also continue.





05. Engagement

Stakeholder and community engagement

Interested local people will be invited to participate in project planning and delivery to ensure that each scheme is owned locally and supported by the delivery team, not the other way around. It is vital that local communities are involved in decisions that affect them. Most elements of the programme will provide benefits for all users of the street, but some aspects may lead to changes in travel patterns for some people in a community. The ten local authorities and TfGM will work closely with communities to keep them engaged in the process.

Involving local people and groups in planning from the outset

It is critical to involve local people, who will by nature have the most detailed knowledge of their streets, at every stage of the network's creation. To that end, and to ensure that TfGM and local authority planners create the best possible network, the first iteration of the Greater Manchester network map will be published online using the mappingGM.org platform. It is hoped this approach will ensure that the best solutions are identified for the 1,000 mile network from the outset.

How we will consult on schemes

The Beelines programme will result in some travel network change, with the potential for some to alter their travel patterns. Consultation offers a chance for all those affected to be heard. However, political leadership may also be required to ensure weight is given to positive change supported by the majority. Only by ensuring that evidence guides decisions can the best ones be made for each local authority.

Creating more local experts

Training will be held for all delivery partners as well as specific technical workshops covering innovative approaches including data analysis, making the economic case for walking and cycling interventions, and how to approach street design.

Behaviour change

A comprehensive behaviour change programme, across a wide range of audiences, will be delivered by TfGM in partnership with the local authorities. This may include, but is not limited to, marketing and behaviour change advertising campaigns; community and school workshops; business engagement; bike maintenance courses; and cycle training. Delivering and embedding a walking and cycling culture across Greater Manchester cannot focus solely on infrastructure; behaviour change programmes go hand-in-hand and are a key enabler.

TfGM will develop engagement programmes with schools and businesses to ensure that any infrastructure put in place is maximised locally.





How Beelines will improve all of our lives

Greater Manchester has a fascinating history of reinvention and industry, of doing remarkable things and doing them first.

Historically, the city-region has never been afraid to take bold steps about how people and goods move around. The Manchester Ship Canal cost the equivalent today of £1.65 billion and quickly became the largest river navigation canal in the world, enabling the newly created Port of Manchester to become the third busiest in Britain, despite being 40 miles inland. The Liverpool and Manchester railway was, in 1830, the world's first inter-city passenger railway. And, more recently, our tram system is the biggest light rail network in the UK.

Now, Greater Manchester is set to add the next link to the truly modern integrated transport system we are striving for. Beelines is a vision for our city-region to become the very first in the UK to have a fully joined-up cycling network, the most comprehensive in the country, covering 1,000 miles.

By giving people a true alternative to the car, we will tackle many of our health, congestion and air quality issues in one go. Environmentally-induced inactivity alone is costing our NHS in Greater Manchester more than £500,000 per week. Health and where people live have often been linked in worldwide studies — and people who live in walkable places are much less likely to be overweight.

The Beelines network will connect every community in Greater Manchester, opening up our neighbourhoods and making it far easier to travel on foot or by bike to school, to the shops, to work.

This vision is not anti-car; it is about giving people an attractive alternative, especially for short journeys within our communities.



This is what a city in America — Portland, Oregon — started doing in the 1990s, going against the grain. Now they are reaping the benefits. Portland residents now drive 20% less than the rest of the USA, saving them money which they instead spend locally on recreation, contributing to their local economy.

Young people have been moving to Portland in droves — a 50% increase in the last 10 years, a rate five times higher than the national average. So not only has making walking and cycling easier in Portland saved their residents considerable money in their daily lives, it has also transformed their city into a healthier, more pleasant place where people want to be. This economic strategy focused on people and place has more than paid off.

Our vision isn't just about walking or cycling, it's about quality of life. Beelines, Chris Boardman and the districts' network vision for Greater Manchester simply makes sense. The evidence behind this proposal is overwhelming. Now let's make it a reality and enjoy the benefits that it will bring to us all.



Andy Burnham
Mayor of
Greater Manchester



Photography and visualisations
TfGM, Urban Movement, Planit-IE

Design
Creative Concern

ANDY BURNHAM
MAYOR OF
GREATER
MANCHESTER

GMCA GREATER
MANCHESTER
COMBINED
AUTHORITY

 Transport for
Greater Manchester

Housing, Planning & Environment Overview & Scrutiny Committee



Date: 12 July 2018

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

Report of: Stephen Rhodes, Customer Director TfGM

1. PURPOSE OF REPORT

1.1 This report details a proposal by the Mayor of Greater Manchester and TfGM to introduce a zonal fare structure on the Metrolink network in early 2019. Subsequent to the May 2018 report to the GMCA that was reported for information to the Committee on 5 June 2018, this report summarises the proposal and sets out the results of a public engagement exercise.

2. RECOMMENDATIONS

- 2.1 Members are asked to:
- a) note the summary of the proposal, as reported to GMCA in May 2018.
 - b) note and comment on the approach to the public engagement exercise that ran between 1 June and 17 June 2018, the response rate and the wider level of engagement undertaken.
 - c) note and comment on the results of the public engagement exercise.

3. CONTACT OFFICERS

- 3.1 Gareth Turner, Interim Head of Fares and Ticketing, TfGM
Gareth.Turner@tfgm.com
- 3.2 Stephen Rhodes, Customer Director, TfGM
Stephen.Rhodes@tfgm.com

4. BACKGROUND

- 4.1 Approval to implement a phased, three year fare increase, commencing in January 2018, was sought and granted at the GMCA meeting of 29 September 2017. The proposal was covered by Item 12: Metrolink Fares.
- 4.2 Approval to introduce a zonal fare structure on the Metrolink network in early 2019, subject to the results of a public engagement exercise, was sought and granted at the GMCA meeting of 25 May 2018.

- 4.3 A report on the introduction of a zonal fare structure on the Metrolink network was submitted to the Planning, Housing and Environment Overview & Scrutiny Committee on 5 June 2018.

5. INTRODUCTION

- 5.1 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. Similar zonal fare systems are widely used in the operation of tram and light rail systems around the world.
- 5.2 The proposal would facilitate greater transparency of fares and allow the removal of historic anomalies in the current fare structure across Greater Manchester. It would also provide a simpler and more attractive customer offer, and address comments raised by Leaders when approving the January 2018 Metrolink fare changes at the GMCA meeting of 29 September 2017.

6. PROPOSAL SUMMARY

- 6.1 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.
- 6.2 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.
- 6.3 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.
- 6.4 In the proposal, fares are calculated based on the number of zones a trip passes through, with each zone only counted once. For example, 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 result in higher fares for cross-city journeys.
- 6.5 The proposed zonal fare structure would 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.

- 6.6 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 by ensuring a more consistent approach to pricing across zones.

7. PUBLIC ENGAGEMENT APPROACH

- 7.1 The objectives of the public engagement exercise were 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 that will be incorporated into the final design (as far as is possible), while still mitigating the financial and operational risks related to the proposal.
- 7.2 An online survey was used to seek public views on the proposal through informal, 'open conversation' style activity. The survey questions were designed to capture feedback on the convenience, simplicity and value for money proposition of the proposal, relative to the current fares system, by combining closed questions with open text fields for comment.
- 7.3 The survey was supported by a dedicated web page (tfgm.com/zonal) that provided further detail on the proposal, including fares detail and maps illustrating the proposed zones. The web page was designed to encourage respondents to review the supporting information prior to submitting their responses. Links for further background were provided, as were contact details for anyone with a query or requiring additional information.
- 7.4 The survey was live for over two weeks, launching on Friday 1 June (the week following GMCA approval of the proposal in principle) and ending at midnight on 17 June, to provide people with a reasonable period to hear about the proposal, alongside wider considerations linked to the development and introduction of contactless payment on the Metrolink network; and to have the opportunity to respond.
- 7.5 Awareness of the public engagement exercise was raised using an integrated approach across owned, earned and paid media channels. A press release was issued at the launch of the survey (in addition to the press release issued with the May GMCA paper); posters on each of the 93 Metrolink stops were used to target Metrolink users; and social media activity resulted in the majority of traffic to the survey landing page and conversion to responses.
- 7.6 In addition to the public engagement exercise, TfGM have engaged with Leaders, Members and officers to discuss the policy aims and expected customer benefits of the proposal, and to discuss the local impacts of the proposal on individual Districts.

8. SURVEY OUTPUTS

8.1 A total of 4,981 completed survey responses were received. Additionally, there were 1,369 'partial' responses (those started but not submitted). While the total number of responses is the key indicator of the level of interest in the survey, awareness of the proposal has also been tracked by monitoring the number of visits to the web page during the survey period (23,000), as well as the reach of activity on some of the key channels that helped to drive traffic to the web page. The awareness campaign generated 139,020 impressions on Twitter (i.e. the number of times our Twitter content has been seen), and a reach (i.e. the number of people who have seen the zonal content on Facebook) of 224,521 on Facebook.

8.2 The public engagement exercise was an 'open conversation', with responses dictated by the level of interest in Metrolink; 99% of respondents had used Metrolink in the previous year. The vast majority of respondents had an awareness of zonal fares outside Greater Manchester and lived close to tram routes. Compared to the Transport Focus annual Tram Passenger Survey respondent profile, the Metrolink Zonal survey had a younger age profile (over half of respondents were aged between 25 and 44) and a higher percentage of male respondents (52% male, compared to 44% female).

8.3 The numeric data from the responses has been analysed to identify any statistically significant differences in responses from different demographic groups, respondents using stops in each of the four proposed zones, respondents using each of the Metrolink lines, and those respondents who are using stops which are on the boundaries of the proposed zones. Where respondents chose to give comments, they have been thematically coded to allow meaningful analysis and to identify prevalent topics.

8.4 **Ease of Understanding**

8.5 As noted in the report to the GMCA in May 2018, "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."

8.6 The survey asked: "Have you ever used zonal fares in another town or city?" and "How easy or difficult is it to understand the proposed zonal fares?"

8.7 The majority of respondents had previously used, or were aware of, zonal fare systems in other locations and 73% said that they thought the proposal is easy to understand.

Those respondents who said that they found the proposal difficult to understand tended to live in the outer zones or on the border between two zones. In particular, there was some

- 8.8 confusion / misunderstanding about how fares would be calculated based on travelling in certain zones and in which zones 'boundary stops' would be located.

From the survey it is evident that, although the response in relation to 'ease of understanding' was generally positive, there is a need for further clarification regarding how fares are calculated and what tickets are required to permit travel within certain zones. If the proposal is approved, this will be managed by a communications campaign prior to the introduction of the new fare system, and a managed transition period including both assisted (e.g. staff to guide customers through the purchasing process on stop) and self-serviced (e.g. website guides) methods.

8.9

Convenience of zonal fares and impact on Metrolink use

As noted in the report to the GMCA in May 2018, "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."

8.10

The survey asked: "To what extent do you think that the proposed zonal fares would make using Metrolink more or less convenient than the current fares system?" and "Do you think the new zonal fares would encourage you to make more of fewer journeys using Metrolink than you do now?"

8.11

Over half of respondents thought the proposed zonal fares would make using Metrolink more convenient than the current fares system. Those living in Zone 1 and Zone 2 were the most likely to feel that the proposed zonal fares would be more convenient than the current system. However, those living further away from Manchester City Centre, in Zones 3 and 4, were more likely to feel that the proposed zonal fares would be less convenient.

8.12

Amongst respondents who felt that the proposals would make using Metrolink less convenient, the reason given most frequently was that it would mean more expensive journeys. This has been addressed below in the section that considers the responses relating to the perceived value for money of zonal fares.

8.13

8.14 Half of the respondents did not feel that the proposed changes would make any difference to the number of journeys they make using Metrolink. However, almost a third said they would make more journeys and a fifth said they would make fewer journeys.

Respondents who said they would travel more as a result of the proposal also said they would mainly do so at evenings and weekends. Meanwhile, those who said they would travel less

8.15 stated they would mainly reduce their morning peak trips. The responses seem to be proportionate to the absolute price of fares, with those living in the outer zones being more likely to say they would use Metrolink less under the zonal fare system.

8.16 Demographic analysis by location against Acorn data shows that those living in more affluent areas (i.e. those areas with Rising Prosperity) were more likely to say they would use Metrolink more often with the introduction of zonal fares, as too were those at the opposite end of the scale (i.e. those living in Urban Adversity).

8.17 These responses support the policy goals of the proposal, reported to the GMCA in May 2018, “to improve social inclusivity across Greater Manchester by making Metrolink more accessible to residents and to increase use of public transport and encourage modal shift to more sustainable travel modes with the associated benefits for congestion and air quality.”

Perceived value for money of zonal fares

8.18 The survey asked: “Do you think the proposed zonal fares would make using Metrolink better or worse value for money than currently?” The responses to this question were relatively more polarised, with 42% feeling they would provide better value for money than the current system and 37% feeling they provided worse value for money.

8.19 It is evident from analysis of open comments that respondents have not considered the proposal within the context of the fare increase (of RPI+1%+1.33%) that was approved by the GMCA in September 2017 and will be applied in early 2019 irrespective of the zonal proposal. This information, including the reference to the GMCA decision in September 2017, was made available on tfgm.com/zonal during the engagement exercise but it does not appear to have been fully understood and/or considered by those who have responded.

8.20 It is important to note that 78.5% of the proposed zonal fares are lower than the assumed 2019 non-zonal fares, while 10% of fares are the same and 11.5% of fares are higher. The extra flexibility of zonal fares is being offered without the introduction of a price premium in excess of the aforementioned fare increase, and as a result, the proposed fares will offer better value for money than the current fare structure in the majority of cases.

It was apparent from the survey response that there is a general view that Metrolink fares do not represent good value for money. Metrolink is operated without public subsidy, and consequently its revenues must cover the costs of running the network as well as the costs of borrowing used to develop the network. 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

- 8.21 million) of forecast revenue at risk in 2019. This is a result of harmonising different fares within the new zones to the lowest current price point, as detailed in the May 2018 report to the GMCA.

Other Comments

At the end of the questionnaire, respondents were offered the opportunity to provide any other comments they might have. Many re-iterated their responses to previous questions, but other comments mainly related to commonly raised issues, including: better integration of the public transport system; network capacity; then introduction of contactless payment; and fare evasion. These comments have been passed on to the relevant functions within TfGM for further consideration.

9. RECOMMENDATIONS

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

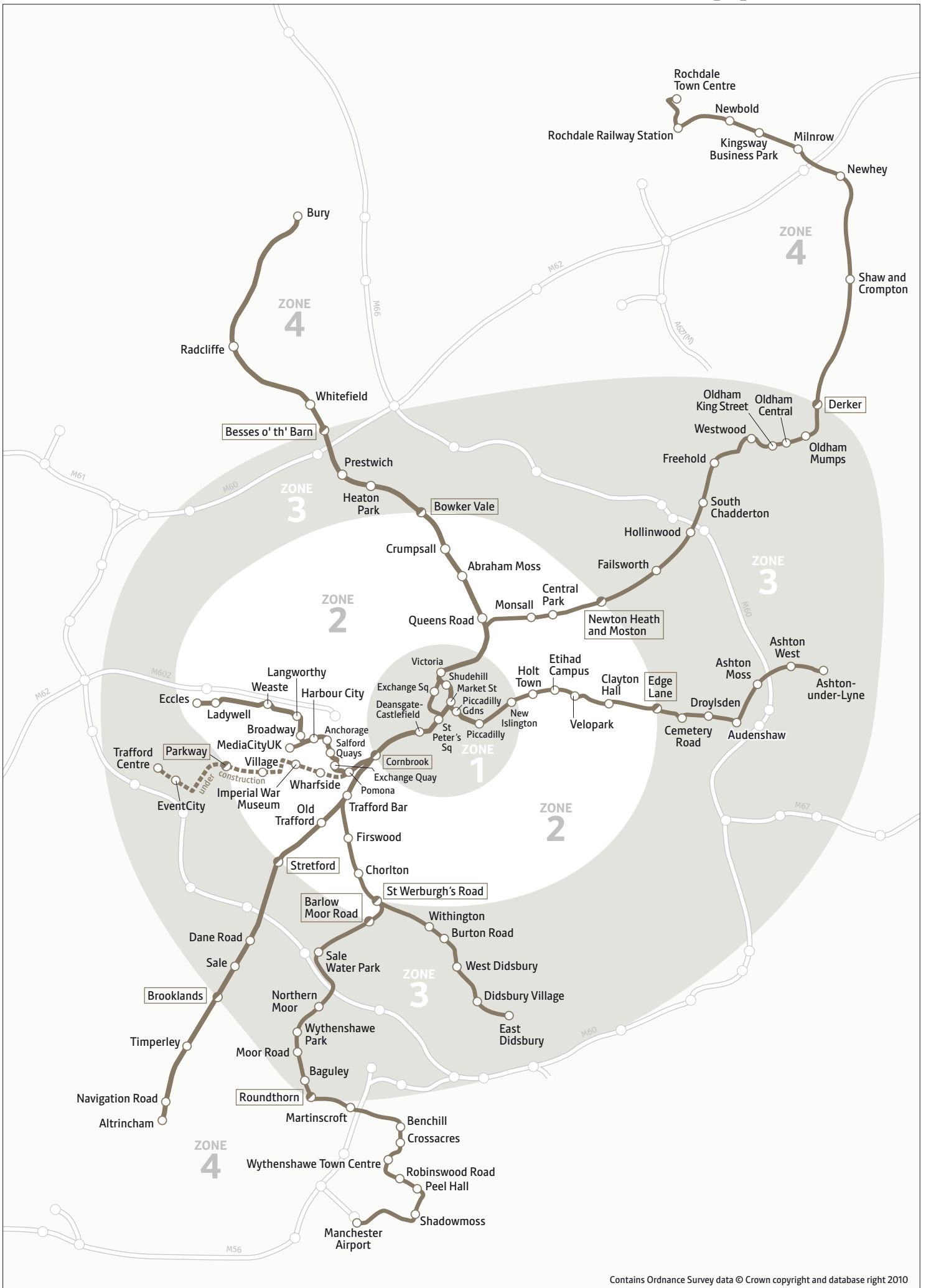
The following is a list of the background papers on which this report is based in accordance with the requirements of Section 100D(1) of the Local Government Act 1972. It does not include documents, which would disclose exempt or confidential information as identified by that Act.

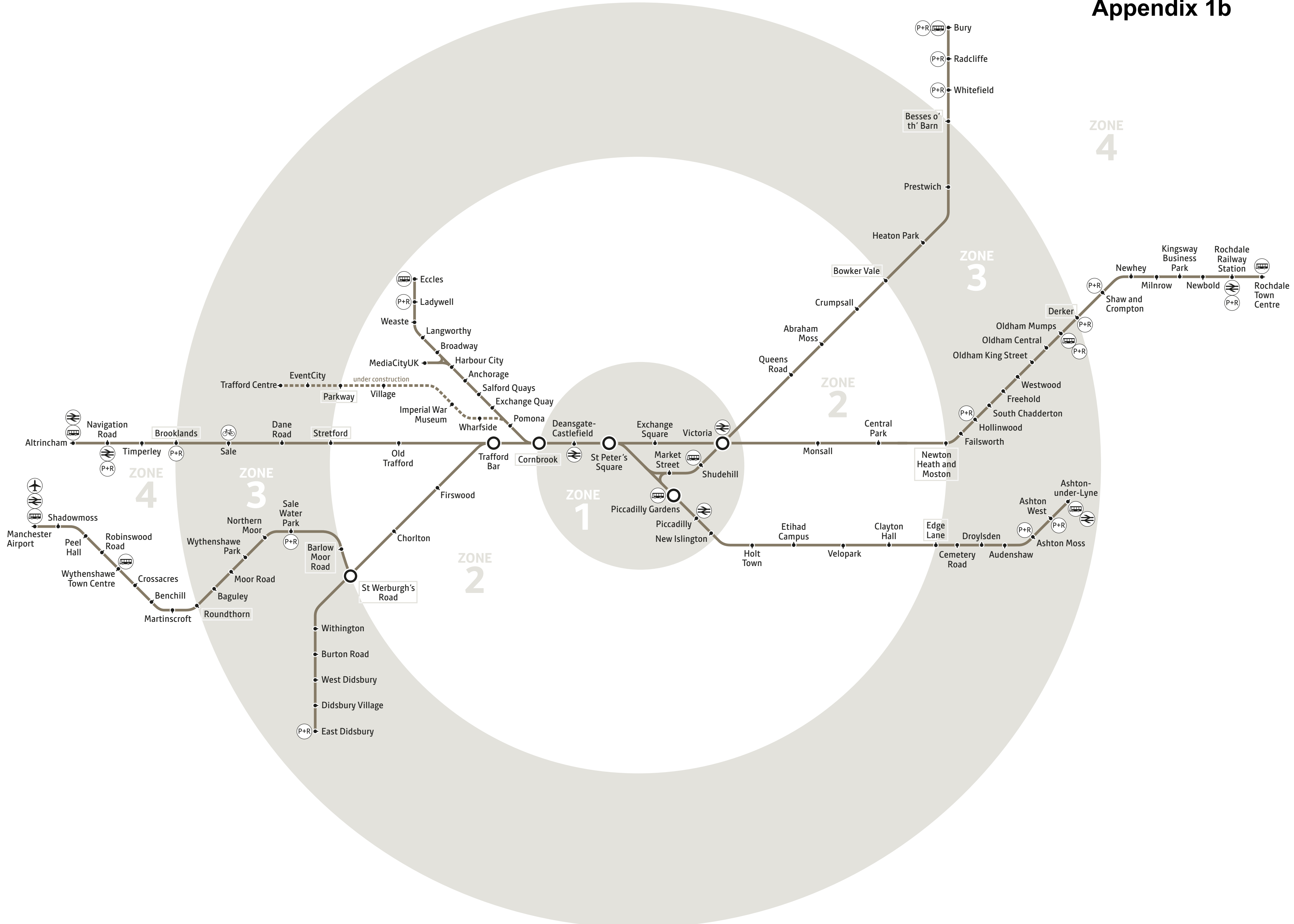
Introduction of a Zonal Fare Structure on the Metrolink Network considered by the Housing, Planning & Environment Committee on 5 June 2018

https://www.greatermanchester-ca.gov.uk/meetings/meeting/524/housing_planning_and_environment_overview_and_scrutiny_committee

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

Appendix 1a





Housing, Planning & Environment Overview & Scrutiny Committee



Date: 12 July 2018

Subject: Greater Manchester Spatial Framework (GMSF)

Report of: Anne Morgan, Head of Planning Strategy, GMCA

1. INTRODUCTION

- 1.1 The Greater Manchester Spatial Framework is our plan to support sustainable growth, to help secure jobs, provide housing in the right place and protect our valuable and valued green spaces.
- 1.2 Consultation on the next version of the plan was intended to be July 2018. However, the Greater Manchester Combined Authority (GMCA) agreed at its meeting on 29 June to delay the consultation until October. The driver for the delay is the need to consider carefully the implications of the Office for National Statistics' (ONS) 2016 Sub National Population Projections (SNPP) published on 24 May 2018. The scale of growth is a critical component of the plan – ensuring that the right number of new homes in Greater Manchester are planned for.
- 1.3 The SNPP are important as they feed into the Sub National Household Projections (SNHP) which in turn are a key input to the Government's standardised Local Housing Need methodology - what was formerly Objectively Assessed Housing Need (OAHN). The Sub National Household projections are due to be published in September 2018.

2. SUB NATIONAL POPULATION PROJECTIONS

- 2.1 The Sub National Population Projections (SNPP) were published on May 24th. <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/bulletins/subnationalpopulationprojectionsforengland/2016based>
- 2.2 These update the 2014-based projections. Some of the changes are due to changes in methodologies and various improvements in procedures. As 2014-SNPP is not reissued the comparisons are not on a direct like-by-like basis. However, the changes are expected to make the projections more robust and therefore the change over time for 2016-base should be more realistic. It is difficult to say in each area what proportion of the change is due to methodology or other changes rather than actual demographic change.

2.3 The 2016-SNPP are predicting a slower growth in population – for Greater Manchester this amounts to 15% reduction by 2036 – around 43,000 people than 2014-SNPP. Table 1 illustrates the changes.

	Difference between 2016-based SNPP and 2014-based SNPP	
	Difference	% difference
Bolton	- 5,700	-27%
Bury	- 7,400	-44%
Manchester	- 1,800	-2%
Oldham	1,900	11%
Rochdale	2,100	22%
Salford	- 5,600	-13%
Stockport	- 3,100	-11%
Tameside	- 4,400	-29%
Trafford	- 8,600	-25%
Wigan	- 11,100	-53%
	-	
Greater Manchester	-43,600	-15%
	-	
North West	-73,200	-15%
	-	
London	-588,100	-31%
	-	
England	- 1,547,800	-22%

Table 1. Difference between 2016 based SNPP and 2014 based SNPP.

2.4 Key messages include:

- Slower overall growth between 2016-36 - the population is projected to grow by 240,000 over the 20 years
- All districts are still projected to experience growth but overall growth is significantly down on that in the 2014-SNPP.
- Rochdale (change now 2,200 greater) and Oldham (1,900 greater growth) are expected to show larger growth than before.
- The largest decline in growth occurs in Wigan with 11,100 (53%) less growth than before. Trafford 8,600 (25%) and Bury 7,400 (44%) also show large reductions in growth.

3. SUB NATIONAL HOUSEHOLD PROJECTIONS

3.1 The Sub National Household projections are due to be published in September 2018. Whilst it is not possible to predict the precise impact the SNPP will have on the Sub National Household Projections, it is expected that the 2016 SNHP will be lower than the 2014 projections.

3.2 The Office for National Statistics has recently published the proposed methodology for calculating the household projections for consultation. This closes on 18 July. The proposed methodology can be found at:

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/methodologies/2016basedhouseholdprojectionsforenlandchangestomethodology>

3.3 Given the importance of this information in understanding what housing need we should be planning for, the Mayors and Leaders consider that it is necessary to wait until the household projections are published in September. In the meantime the following work is underway:

- Meeting with ONS to understand more fully the proposed household projections methodology and the population projections methodology.
- Continuing conversations with Government around this issue
- Understanding what can and cannot be modelled to estimate the potential overall household population using the new methodology.

4. ACCESSIBILITY AND COMMUNICATIONS

4.1 Work is underway to prepare a co-ordinated communications campaign both before and during the consultation. The proposed key messages around which the pre-consultation campaign will be based are:

- The Greater Manchester Spatial Framework will help realise our goal to make Greater Manchester a great place to grow up, get on in life, and grow older
- The plan is about providing the right houses in the right places for people across Greater Manchester – it's about housing need, not housing demand. It's about jobs, growth and the future prosperity of our city-region
- The plan is intended to fix the housing crisis in Greater Manchester
- Working together to create a plan for Greater Manchester is our best chance to make sure we can plan for the right infrastructure in our city-region
- It's about Greater Manchester taking back control of developments in our city-region
- By taking back control, it means we can make the most of brownfield sites and our town centres, and minimise building on greenbelt
- It also means we will ensure the right mix of homes across the city-region, including truly affordable housing to allow young people to find a home in the communities where they want to live
- It's also a plan which will help protect our environment, enhance protection of vital green spaces in our urban area, and support our goal to be the UK's first carbon neutral city-region
- Without a plan, our greenbelt would be at greater risk of development
- We want everyone to have their say on the new plan when it is published and will make it as easy as possible for people to engage with us.

- 4.2 Between now and the consultation launch, there will be a range of activity to keep the Greater Manchester Spatial Framework in the public eye. A range of communications tools will be used to achieve this including engagement with the mainstream media, regular online blog-style updates, social media content, and newsletters to registered recipients.
- 4.3 Following the feedback from the last consultation a new engagement platform for the GMSF has been procured (Citizen Space by Delib). The new system will;
- have a responsive and intuitive design – with a proven track record of supporting a positive user experience.
 - be a platform which can be used across mobile devices
 - have the functionality to allow users to choose their own journey through the consultation, based on personal interest or preference; engaging with as much or as little of the content as they like
 - allow partners to have ownership over certain aspects of the system to allow localised engagement (events or activity for example)
 - have the ability to embed engaging content – pictures, maps, videos and infographics
 - be able to publish of the outcome of an engagement exercise or consultation
- 4.4 Examples of the platform can be viewed at
- Isle of Man Draft Area Plan https://consult.gov.im/cabinet-office/draft-area-plan-east/consult_view/
 - Eastleigh Borough Local Plan <https://eastleighboroughcouncil.citizenspace.com/planning/local-plan-2016-2036/>
 - East Lothian's LDP https://eastlothianconsultations.co.uk/housing-environment/ldp-development-briefs-spg/consult_view/

CONTACT OFFICERS

Anne Morgan, Head of Planning Strategy (anne.morgan@greatermanchester-ca.gov.uk)

REGISTER OF KEY DECISIONS: 1 July 2018 – 31 July 2018

Published on 28 June 2018

What is a Register of Key Decisions?

The Register is a published list of the key decisions which are due to be taken by the:

- Greater Manchester Combined Authority (GMCA)
- Greater Manchester Elected Mayor
- Joint GMCA & AGMA Executive Board
- Transport for Greater Manchester Committee; and any
- Key decisions delegated to officers

These decisions need to be published on the Register at least **28 clear days before the decision is to be taken**, whether in public or private. The Register is updated at least once a month.

This Register of Key Decisions has been prepared in accordance with [Combined Authorities \(Overview and Scrutiny Committees, Access to Information and Audit Committees\) Order 2017](#) ('the Order').

The Register is published on the GMCA's website www.greatermanchester-ca.gov.uk and hard copies are available at the offices of:

The Greater Manchester Combined Authority
& Greater Manchester Mayor
Churchgate House
Oxford Street
Manchester M1 6EU

What is a Key Decision?

A key decision defined by 'the Order' is a decision which, in the view of the Greater Manchester Combined Authority's Overview and Scrutiny Committee, would result in any of the decision makers listed:

- (i) incurring expenditure over £500,000, or making significant savings of £500,000 or more relating to the budget for the service area to which the decision relates; or
- (ii) be significant in terms of its effects on persons living or working in an area of more two or more wards or electoral divisions of Greater Manchester.

The GMCA's has three thematic Scrutiny Committees:

- Corporate Issues and Reform
- Economy, Business Growth and Skills
- Housing, Planning and Environment

These Committees' role is to contribute to the development of GMCA's strategies and policies, to scrutinise decisions of the decision-makers listed above and to consider any matter affecting those who live, work, study or run businesses in Greater Manchester.

How to find out more on these proposed decisions

The report (other than those which contain confidential or exempt information) relating to these decisions will be published on the GMCA's website five working days before the decision is to be made see www.greatermanchester-ca.gov.uk.

For general information about the decision-making process please contact:

GMCA Head of Governance and Scrutiny
Julie Connor
julie.connor@greatermanchester-ca.gov.uk

Decision title & Reference No.	Decision Maker	Planned Decision Dates	What is the decision?	Documents to be considered	Officer Contact
Littleborough Fire Station Refurbishment GMFRS00083	Chief Fire Officer & GMCA Treasurer	July – December 2018	Approval to award the contract for works comprising of refurbishment work Littleborough Fire Station following open tender	Contract Award Recommendation Report (internal)	Anthony Hilton hiltona@manchesterfire.gov.uk
Refurbishment Works: Fire Training Facility GMFRS0087	Chief Fire Officer & GMCA Treasurer	July – December 2018	Approval to award the contract for works comprising of Refurbishment work to provide training accommodation at Greater Manchester Fire & Rescue Operational Training & Community Safety Centre following open tender	Contract Award Recommendation Report (internal)	Anthony Hilton hiltona@manchesterfire.gov.uk
GMFRS 017A Maintenance Services for Station End Mobilisation Equipment	GMCA Treasurer	July - September 2018	Award of Framework for the Maintenance Services for Station End Mobilisation Equipment	Report with recommendations	Tina Tyas tyast@manchesterfire.gov.uk
Washroom Facility Provision at Fire Stations GMFRS0086	Chief Fire Officer & Treasurer	July - September 2018	Approval to award the contract for works comprising of Remodelling of Washrooms Facilities at 12 Fire Stations following open tender.	Report with recommendations	Anthony Hilton Head of Finance, Planning & Procurement hiltona@manchesterfire.gov.uk

Decision title & Reference No.	Decision Maker	Planned Decision Dates	What is the decision?	Documents to be considered	Officer Contact
Interim duty system	Mayor	July-August 2018	Adopt a new duty system Use of combination of reserves and in year underspends to support a new duty system	Report with recommendations	Dawn Docx docxd@manchesterfire.gov.uk
Waithlands, Rochdale Planning Application	Chief Executive	July - December 2018	To submit planning permission to modify current waste facility	Report with recommendations	David Taylor david.taylor@greatermanchester-ca.gov.uk
Modification of waste contract facilities	Chief Executive	July - September 2018	To approve modification to waste facilities through the operating contract	Report with recommendations	David Taylor david.taylor@greatermanchester-ca.gov.uk
Resource and Waste Strategy – Outline Proposals	GMCA	July - September 2018	To agree outline proposals and to commence public consultation	Report with recommendations	David Taylor david.taylor@greatermanchester-ca.gov.uk
Reliance Street Planning Application	Chief Executive	July - September 2018	To submit planning permission to modify current waste facility	Report and draft planning permission form	David Taylor david.taylor@greatermanchester-ca.gov.uk

Decision title & Reference No.	Decision Maker	Planned Decision Dates	What is the decision?	Documents to be considered	Officer Contact
Additional capital expenditure on fire suppression and detection	GMCA	July - September 2018	To approve additional expenditure to install fire suppression and detection systems in some waste facilities	Report with recommendations	David Taylor david.taylor@greatermanchester-ca.gov.uk
Business Funds	GMCA	27 July 2018	Conditionally approve business investments to proceed to due diligence and/or note commercial changes to existing investments, including where relevant negotiated settlements.	Report with recommendations	Kirsteen Armitage Kirsteen.Armitage@greatermanchester-ca.gov.uk
Property Funds	GMCA	27 July 2018	The GMCA will be asked to: Conditionally approve a property investments to proceed to due diligence and/or note commercial changes to existing investments	Report with recommendations	Kirsteen Armitage Kirsteen.Armitage@greatermanchester-ca.gov.uk
Housing Funds	GMCA	27 July 2018	The GMCA will be asked to: Conditionally approve a housing investments to proceed to due diligence and/or note commercial changes to existing investments	Report with recommendations	Michael Walmsley michael.walmsley@greatermanchester-ca.gov.uk
Capital Programme Approval and Funding	GMCA	27 July 2018	The GMCA will be asked to approve amendments to the 208/19 capital budget.	Report with recommendations	Jon Lamonte Jon.lamonte@tfgm.com

Decision title & Reference No.	Decision Maker	Planned Decision Dates	What is the decision?	Documents to be considered	Officer Contact
			The GMCA will be asked to grant Full or Conditional Approval and release funding for schemes within the Growth Deal 1,2,3; the Transforming Cities Fund; and/or the Capital NOx – Early Measures Grant		
Revenue Budget Approval and Funding	GMCA	27 July 2018	<p>The GMCA will be asked to approve amendment to the 2018/19 revenue budget, including the use of grants and reserves brought forward.</p> <p>The GMCA will be asked to approve grant approval and release funding of the Clean Air Feasibility Study Grant</p>	Report with recommendations	Jon Lamonte Jon.lamonte@tfgm.com
Metrolink Zonal Fares Structure	GMCA	27 July 2018	Approve the proposed adoption of the revised fares structure for Metrolink.	Report with recommendations	Jon Lamonte Jon.lamonte@tfgm.com
Transforming Cities Challenge Fund	GMCA	27 July 2018	To approve programme entry for the first tranche of schemes to be funded from the Transforming Cities Challenge Fund and to approve the	Report with recommendations	Jon Lamonte Jon.lamonte@tfgm.com

Decision title & Reference No.	Decision Maker	Planned Decision Dates	What is the decision?	Documents to be considered	Officer Contact
			associated programme management and other associated costs		
Business Growth Hub Grant Agreement 2018/19	GMCA	July – September 2018	To approve the Business Hub to deliver business support services on behalf of the GM LEP as part of the 2018/19 BEIS growth hub finding to LEPs	Report with recommendations	David Rogerson David.Rogerson@gretermanchester-ca.gov.uk
GMCA 111 – Prince’s Trust Team Building and Residential Activity Programmes – Approved Provider Dynamic Purchasing System (DPS)	GMCA	July - September 2018	Following an OJEU compliant procurement process - To approve acceptance of successful Applicants onto the Dynamic Purchasing System (DPS)	Report and recommendations	Debbie Partington partinde@manchesterrfire.gov.uk ;
Award of Skills Capital	GMCA	July -September 2018	Following full application stage: GMCA will need to approve final award to applicants	Appraisal submission	Gemma Marsh Gemma.Marsh@gretermanchester-ca.gov.uk

Decision title & Reference No.	Decision Maker	Planned Decision Dates	What is the decision?	Documents to be considered	Officer Contact
Agreement to start procurement of an element of Adult Education Budget	GMCA	July - September 2018	GMCA are asked to agree to the procurement of a small element (up to £20m) Of the Adult Education Budget to comply with public procurement rules.	Report with recommendations	Gemma Marsh Gemma.Marsh@greatermanchester-ca.gov.uk
Homelessness Prevention Trailblazer programme, to refresh the agreed actions and request delegated decision-making for the contract award for a GM-wide ICT system within the programme.	GMCA & GMCA Treasurer	July -September 2018	To award a contract to provide a GM-wide ICT system to meet the demands of the Homelessness Reduction Act and to meet the objective of the Homelessness Prevention Trailblazer, following detailed specification work. To agree actions and allocation of spend under the trailblazer programme	Report with recommendations	Mike Wright GMCA, Churchgate House, 56 Oxford St, Manchester, M1 6EU Mike.wright@greatermanchester-ca.gov.uk
Housing Package Delivery Plan	GMCA	July - September 2018	Approve the submission of a delivery plan for the implementation of the GM Housing Package to Government	Report with recommendations	Steve Fyfe steve.fyfe@greatermanchester-ca.gov.uk
GM Housing Investment Strategy	GMCA	July – October 2018	Approve the new Investment Strategy	Report and Recommendations	Andrew McIntosh Andrew.McIntosh@greatermanchester-ca.gov.uk

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 item:

- 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
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. It was agreed at the Committee on 5 June 2018 that this would report would be for information due to the number of items on the agenda.
	Northern & Network	Dave Brown (Northern) and Martin Frobisher (Network)	To understand the performance of Northern and how this is impacting on individuals and businesses in Greater Manchester.
	GMSF	Anne Morgan, Head of Planning Strategy, GMCA	A report on the plans for public consultation.

	Introduction of a Zonal Fare Structure on the Metrolink Network	Stephen Rhodes, Customer Director, Transport for Greater Manchester	A report to be considered following public consultation and prior to the GMCA in July 2018.
16.8.18 11.00am	Clean Air Plan	Megan Black, TfGM	To continue engaging the committee on this work as agreed at February 2018's meeting.
	Transport planning in the context of the GMSF	Anne Morgan, Head of Strategic Planning, GMCA and TfGM colleagues	
Prior to this meeting a Waste Business Plan & Performance Training Session will take place			
13.9.18 11.00am	Draft Waste and Resources draft Strategy	David Taylor, Executive Director, Waste and Resources	To consider the draft Strategy prior to the GMCA.
11.10.18 11.00am	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.
	GM Spatial Framework – possible single item agenda	Anne Morgan, Head of Planning Strategy, GMCA	To give the Committee the opportunity to collectively consider the published draft plan.
13.12.18 11.00am	Waste & Resources procurement Update	David Taylor, Executive Director, Waste & Resources	To provide the Committee with an update about the waste and resources procurement exercise.
10.1.19 6.00pm			
14.2.19 11.00am	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 11.00am	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 11.00am			
11.7.19 6.00pm			
Areas considered at previous meetings			
5.6.18 11.00am	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.

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