

# Item 4

**DRAFT GREATER MANCHESTER COMBINED AUTHORITY  
HOUSING, PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE  
12 JULY 2018 AT 6:00PM AT THE GMCA OFFICES**

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

Bolton Councillor Shamim Abdullah  
Councillor Andrew Morgan  
Tameside Councillor Mike Glover  
Bury Councillor Dorothy Gunther  
Wigan Councillor Lynne Holland  
Councillor Michael Winstanley  
Councillor Fred Walker (Substitute)  
Rochdale Councillor Linda Robinson  
Manchester Councillor Paula Sadler  
Councillor James Wilson

In attendance:

Network Rail Martin Frobisher (LNW Route Managing Director)  
Northern Liam Sumpter (Regional Director)  
TfGM Simon Warburton (Strategy Director)  
Gareth Turner (Head of Fares & Ticketing)  
Raj Chandarana (Stakeholder Engagement)  
GMCA Officers Susan Ford (Statutory Scrutiny Officer)  
Anne Morgan (Head of Planning)  
Jamie Fallon (Governance & Scrutiny)

## **M70/HPE APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Laura Booth (Stockport), Stuart Dickman (Salford), James Larkin (Oldham), Catherine Preston (Bury), Graham Whitham (Trafford).

## **M71/HPE CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**

There was no urgent business.

## **M72/HPE DECLARATIONS OF INTEREST**

There were no declaration of interests raised.

**M73/HPE MINUTES OF THE LAST MEETING HELD 5 JUNE 2018**

The minutes of the last meeting dated 5 June 2018 were submitted for approval.

The Chair advised that a Member has requested that section M57 of the minutes be amended to remove the names of those who submitted nominations.

Members noted that there was one outstanding action arising from the previous minutes and TfGM have confirmed that the escalator at Bury interchange that gives access to Metrolink platforms has now been fixed.

**RESOLVED:** That the minutes of the meeting held on 5 June 2018 be approved as a correct record subject to the amendment raised.

**M74/HPE RAIL PERFORMANCE IN GREATER MANCHESTER AND THE IMPLEMENTATION OF THE MAY 2018 TIMETABLE IMPROVEMENTS – MEMBER QUESTION AND ANSWER SESSION**

The Chair welcomed representatives from Network Rail and Northern to the meeting and extended thanks for attending to answer the committee's questions. Martin Frobisher (LNW Route Managing Director, Network Rail) opened the discussion by apologising for the disruption caused to rail passengers. Liam Sumpter (Regional Director, Northern) and Raj Chandarana (Stakeholder Engagement) from Northern echoed the apology noting that it had been an extremely difficult time for commuters.

The Chair reported that Members had received a helpful briefing from officers to inform the discussion. Members raised a number of questions, the main areas covered were:

- What is the impact of underperformance on providers, given the severity of the impact on passengers? The franchise agreement between Northern, Rail North and the Department for Transport specifies targets, where performance targets are not met Northern have to contribute towards a reinvestment pot earmarked to improve performance. Network Rail must pay compensation where they are responsible for performance issues. The amount Northern must pay is based on a formula and can range from ten to hundreds of pounds per minute. The formula applied to cancellations can range from hundreds to thousands of pounds dependent on the class of the train and route affected. Northern do not make decisions on whether to delay or cancel a train on the basis of cost and always put customer first as the ultimate cost to Northern is passengers opting to travel by alternative modes of transport. It was acknowledged that train performance also impacts on wider issues from congestion, air quality, to where people choose to buy homes and apply for jobs.

- Members requested that both Network Rail and Northern confirm the amount they have paid for delays and cancellations following the May 21st 2018 timetable was introduced. Northern could only confirm that the amount was significant.
- Concerns were raised about the level of engagement with the public throughout the disruption and explored what contingency plans would be taken in future to avoid a similar incident occurring. Northern reported that they were not aware of the scale of the challenge until days before the timetable implementation noting that a communications plan was developed and senior managers were deployed to stations where services were most effected to answer customer questions. Once the scale of the issues became apparent an interim timetable was introduced on 4 June 2018 which removed a number of services to enable performance to restabilise and to facilitate staff training. The timetable was always due to run until 29 July 2018 when the Liverpool blockade was planned to end. A live process is now underway in order to understand what services will be reintroduced whilst they focus on stabilising the network.
- When can passengers expect a satisfactory level of service to resume? Northern confirmed that performance is improving by the day noting that immediately after the introduction of the May timetable there were up to 300 cancellations per day but since the interim timetable was introduced this has dropped to single figures. The Public Performance Measure (PPM) monitors how many trains arrive within five minutes of the scheduled time, this initially dropped to 5% but has now returned to a relatively consistent 83-85% across whole of North. It was noted that the severe and prolonged warm weather has also impacted on services.
- Northern have developed a Performance Improvement Plan with Rail North and are considering the implications of the Ordsall Chord and how its performance can be maximised. Currently if the Leeds to Manchester service is delayed this impacts on interlinking trains on the network.
- Have Northern recruited enough staff given many of the reasons for delays and cancellations were due to a lack of drivers? It is a misconception that Northern have insufficient crew to service the network. The reasons why staffing became a challenge was due to insufficient time to train staff. In context, Northern would usually have to change 20% of services with 40 weeks to plan and prepare. In this instance, 90% of services were changed with only 16 weeks to plan and prepare noting that training drivers takes between 12-18 months.
- One Member explored whether the incident had significantly impacted on the number of passengers travelling by train? It was confirmed that immediately after the introduction of the May timetable passenger numbers were significantly reduced and there was

anecdotal evidence that roads became more congested. Passenger numbers have begun to recover but there is still a challenge especially given the media interest surrounding the incident. Northern are focusing on consistently providing a stable service whilst continuing with their investment programme to; increase services, capacity and introduce new trains.

- One Member asked whether the extra trains mentioned would be new stock. Northern confirmed that as part of their transformation programme they have committed to introducing 98 brand new, high quality, purpose built trains and the project is on schedule with the first train in the depot undergoing checks. In addition, second hand stock is being sourced from other parts of the network to support their desire to increase capacity adding that as part of the Great North Rail project all Pacer trains will be phased out. Northern invited Members to visit the depot for a tour of the new trains.
- Members queried whether plans to electrify the route between Lostock and Wigan had been approved and if it wasn't how they could galvanise investment in the North. Network Rail confirmed that they have submitted a feasibility study to DfT which is under consideration. It is understood that there is not currently funding to cover the full project which would require a significant investment of £40 million and require a number of bridges to be rebuilt which would in turn impact congestion.
- Network Rail confirmed that there continues to be vast investment in the north noting that the Great North Rail Project will provide 2000 extra services per week. The Ordsall Chord is now open, there are now electrified routes to Blackpool, and the Liverpool scheme is near to completion. Huge civil engineering projects are underway which are highly complex from driving tunnels through the hillside in Farnworth and raising bridges to make way for bigger trains. Electrifying the track between Manchester and Preston has been extremely challenging due to the discovery of old mine workings and unstable sandy ground conditions but is now making progress. Members were unanimous in their support for investments in the north.
- TfGM concluded that the incident had been a learning curve for the industry and partners are committed to putting the issues right. A governance review around Rail North is currently underway led by the Leeds Combined Authority in order to avoid a similar issue reoccurring. The significant achievements made over the last 20 years were noted; with the commuters into the centre by train doubling and which has contributed towards GM's economic success. Providers are working collectively to coordinate information to enable timely information to be provided to passengers so that they can make informed decisions on how to travel (e.g. cross mode). It was noted that rail providers have made the sensible decision to avoid making significant changes in December to enable them to stabilise services.

**RESOLVED:**

1. That Northern and Network Rail provide figures regarding the amount they have had to reinvest into improving services since 21 May 2018, as a result of delays and cancellations,
2. Members to notify the Statutory Scrutiny Officer if they take up Northern's offer to visit the new trains in the depot.

**M75/HPE WALKING AND CYCLING UPDATE**

Consideration was given to a report that provided an overview of the cycling and walking activities undertaken by TfGM as part of an integrated transport network.

Simon Warburton, Strategy Director at TfGM, introduced the item and highlighted the following areas:

- The appointment of the Cycling and Walking Commissioner, Chris Boardman has stimulated an increase in media interest in relation to cycling and walking.
- The Beelines Network is Greater Manchester's (GM) Cycling and Walking Infrastructure Proposal following the original publication of the 'Made to Move' strategy.
- The 'Streets for All' delivery programme will develop and deliver the cycling and walking schemes giving consideration to the competing demands for highway space in each part of GM and seek to strike the right balance between promoting use of active modes but also managing the general traffic needs including freight traffic, and protecting bus service performance.
- Capital programmes of activities are already underway across GM and through the confirmation of the Mayors £160 million pound cycling and walking fund TfGM are now working with local authorities and other organisations to deliver transformational change and bring forward future tranche of investment over next four years

In discussion, the main areas covered were:

- The Chair welcomed the report and sought to clarify where the £1.5 billion target was coming from. It was confirmed that the figure was an ambition set out by the Commissioner noting that in context £2 billion has recently been invested in expanding the Metrolink network. To deliver the first element of the cycling and walking infrastructure the GMCA has allocated £160 million from the Transforming Cities Fund, over the next 4 years. This has not yet been allocated to specific schemes but a development process is underway with the 10 local authorities to bring forward schemes.

- Members expressed their support for the initiative but raised concerns in relation to the practicalities of implementing the strategy, in particular driver behaviour and the condition of the roads (potholes) noting that a cyclist was recently killed in Bury due to a pot hole.
- The Oxford Road corridor was provided as an example of good practice making cyclists feel safer. In order to strike the right balance there must be a corridor approach, not thinking about any one mode in isolation, and parallel routing to organise the traffic in rational way. By doing so you can calm the traffic environment, promote active travel and public transport, and bring in improved traffic flow.
- Members queried why the Strategy extends to year 2040. It was confirmed that the long term transport strategy was agreed by the GMCA in February 2017 to enable the opportunities provided by big transport milestones on the horizon in GM such as high speed rail in the 2030's to be capitalised on in GM's broader plans.
- Discussions took place about the 'anti motorist' language referred to in the 'Made to Move' document emphasizing the need for a balanced modal view. It was confirmed that the 'Streets for All' delivery programme is focussed on striking the right balance and between all modes.
- A Member explored how the ambition to 'double and double the number of cyclists again' set out in the fifteen steps of the 'Made to Move' document would be measured and whether it would be SMART. The ambition is to increase the number of cyclists from 2% to 8% across the conurbation by 2025.
- Members discussed how reducing the significant number of very short car trips currently made in our local towns and neighborhoods will in turn reduce harmful emissions and traffic noise along with playing a key role in the improvement of health and air quality and help to reduce congestion.
- A Member raised concerns regarding accessibility highlighting the barriers faced by disabled pedestrians. For instance, reduced access to doctor's surgeries due to building work on road improvements. TfGM confirmed that there are considerate construction standards and expectations within the public contracts let, and encouraged Members to raise any issues with TfGM and their district highway departments. Improving pedestrian movement is a key element in the 'Beelines' approach, and considerably more pedestrian crossing facilitates will be developed.

- Members expressed an interest in getting involved in any working groups which are developed. It was confirmed that the proposals are being developed by individual local authorities so they are driven by local issues and encouraged them to get involved at their local level.
- How will cycling be made accessible and affordable to lower income households? Affordability is an issue which TfGM are keen to address and various initiatives underway which includes supporting a number of charities who run bike recycling schemes. Recycling schemes help reduce waste and provide cost effective bikes for lower income households. Bike loan schemes are another initiative which are supporting those who are returning to work.
- A Member explored whether there are plans to develop the Beelines initiative across GM boundaries. It was confirmed that this is the next level of development noting that initially the plans focussed within local authority boundaries looking to address issues where communities' are effectively severed by busy roads. It was confirmed that a consultation exercise is underway which will deal with both cross boundary issues within GM and the relationship to the outside.

**RESOLVED** That the contents of the report be noted.

**M76/HPE INTRODUCTION OF A ZONAL FARE STRUCTURE OF THE METROLINK**

Members considered a report introduced by TfGM's Head of Fares and Ticketing, Gareth Turner updating Members on the conclusion of the public engagement exercise.

The following areas were highlighted:

- Following feedback received from Members awareness was raised using an integrated approach across owned, earned and paid media channels.
- The overall results of the exercise were positive with 99% of the respondents regular users of Metrolink
- 73% of respondents said that they thought the proposal was easy to understand
- Two thirds of respondents felt the change was more convenient
- It is evidence that people have not considered the proposal within the context of the fare increase in January 2019
- It is important to note that 78.5% of the proposed zonal fares are lower than the assumed 2019 non-zonal fares.

In discussion, Members raised the following points:

- One Member clarified whether the volume of partial responses (Paragraph 8.1, 1369 'partial' responses) was within the expected range for a consultation of this

sort. It was confirmed that this was consistent with other engagement activities conducted recently.

- The Chair welcomed the proposal to manage the transitional period by putting staff at tram stops to guide customers through the purchasing process.
- A Member queried whether a 'contract' ticket offer was available which allows customers to travel across all zones. Under the proposal customers who purchase a 4 zone ticket can travel across the whole network.
- Members discussed the importance of early engagement with the public and one Member suggested that the zones be clearly signed. TfGM advised that they intend to engage with customers in relation to the signage and welcomed suggestions from Members.
- One Member queried whether the proposal had been approved and it was confirmed that the GMCA approved the proposal in principle in May 2018. Following completion of the consultation exercise a further report will be submitted to the GMCA on 27 July 2018 seeking final approval. If approved, the scheme will be implemented in early 2019 to coincide with the introduction of the contactless payment system.
- One Member raised concerns regarding the reliability of TVMs at tram stops. TfGM confirmed that the reliability of TVMs is an ongoing challenge due to a number of factors including vandalism. TfGM are working closely with the supplier in order to improve reliability and promoting the use of other methods such as the 'Get me there app' to reduce the impact.
- The Chair thanked TfGM for the update noting that Members would welcome the opportunity to conduct pre decision scrutiny on future items.

- RESOLVED:**
1. That the comments of the report be noted.
  2. That the Committee be kept updated on progress.
  3. That Members submit any signage suggestions to TfGM for consideration.
  4. That officers note the Committee's desire to undertake pre-decision scrutiny wherever possible.

**M77/HPE GREATER MANCHESTER SPATIAL FRAMEWORK (GMSF)**

Members considered a report which outlined the rationale for delaying the consultation on the next version of the GMSF plan until October to enable the implications of the Office for National Statistics (ONS) 2016 Sub National Population Projections (SNPP) published on 24 May 2018 can be carefully considered. The GMCA's Head of Planning Strategy, Anne Morgan introduced the item highlighting that the scale of growth is a critical component



of the plan – ensuring that the right number of new homes in Greater Manchester (GM) are planned for.

In discussion, the main areas covered were:

- Following feedback received on the last consultation a new engagement platform ‘Citizen Space’ has been procured. The Chair welcomed the detail of the report noting that it was useful to review the live examples of the new system being used in other areas noting that the language used was very clear.
- Discussions took place about the communications plan noting that a range of methods will be used to engage with the public including; blogs, social media and newsletters (circulated to those that have registered for updates via the website). Work is underway to develop targeted engagement plans for priority groups including young people and older people.
- Members agreed that priority must be given to brownfield sites and saving greenbelt. It was acknowledged that identifying ways to bring forward brownfield land quicker is a challenge and discussions are underway with Government as part of the Housing Package. The Town Centre challenge is focussed on galvanising interest in town centres in order to reduce the green space which needs to be built on. Demonstrating that we having a viable 5 year land supply would strengthen the position in relation to saving greenfield and greenbelt.
- One Member explored what work is being undertaken to reduce empty homes. It was acknowledged that there had been significant work to reduce empty homes and the proportion had reduced significantly but this varied by district. Increasing the council tax on empty homes had been a significant driver. The GMCA’s Head of Planning agreed to confirm the volume of empty homes in Bury with colleagues.

- APPROVED:**
1. That the contents of the report be noted.
  2. That the GMCA confirm the number of empty homes in Bury.

**M78/HPE REGISTER OF KEY DECISIONS – JULY 2018**

The Register of Key Decisions was noted.

- RESOLVED:** That the Register of Key Decisions be noted.

**M79/HPE WORK PROGRAMME**

A report was presented that set out the Committee’s work programme for Members to develop, review and agree.

The Chair suggested the following areas be reviewed this municipal year:

- Roughsleeping – month to be confirmed
- Buses (October)
- Waste Procurement – Technical solutions (September)

The Statutory Scrutiny Officer agreed to update the work programme accordingly.

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

- RESOLVED:**
1. That the Statutory Scrutiny Officer update the work programme as outlined above.
  2. That any further suggestions from Members be submitted to the Statutory Scrutiny Officer.

**M80/HPE      DATE AND TIME OF NEXT MEETING**

It was noted that the next meeting would take place on Thursday 16 August at 10.30 am at GMCA offices.