

## GREATER MANCHESTER COMBINED AUTHORITY

**DATE:** Friday, 10th September, 2021

**TIME:** 10.00 am

**VENUE:** Manchester Town Hall Council Chamber - Mount Street Entrance

### SUPPLEMENTAL AGENDA

- 24. City Region Sustainable Transport Settlement** 1 - 60

Report of the GM Mayor, Andy Burnham.

- 27. City Region Sustainable Transport Settlement - Part B** 61 - 70

Report of the GM Mayor, Andy Burnham.

For copies of papers and further information on this meeting please refer to the website [www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk). Alternatively, contact the following  
Governance & Scrutiny Officer: Governance and Scrutiny  
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This second supplemental agenda was issued on 9 September 2021 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

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## Greater Manchester Combined Authority

Date: 10 September 2021

Subject: City Region Sustainable Transport Settlement Prospectus

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

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### PURPOSE OF REPORT:

This is a report for information to note the submission of the CRSTS Prospectus.

### RECOMMENDATIONS:

The GMCA is requested to:

1. Note that GMCA was requested on 20 July 2021 to prepare a submission to the Government's new City Region Sustainable Transport Fund by as soon as possible after the end of August, so as to secure up to £1.19 billion of capital funding for the period 2022/23 to 2026/27;
2. Note the conditions for this submission as set out in section 1 of this report;
3. Consider and approve the draft Prospectus, summarising the GM submission in accordance with the Fund guidance, for submission to Government; and
4. Note that further draft background documents for the submission are contained in Part B of this agenda, to be released as they are finalised through review with Government.

### CONTACT OFFICERS:

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### Equalities Implications:

The CRSTS pipeline has been prepared to make a major contribution to improving the quality of life of all our residents by helping to improve accessibility to jobs and essential services; to provide an accessible and affordable public transport alternative for the third of GM households who do not have access to a car; and to deliver a more comprehensive active travel network to enable more people to incorporate physical activity into their daily lives.

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health	G	
Resilience and Adaptation	G	
Housing	G	
Economy	G	
Mobility and Connectivity	G	
Carbon, Nature and Environment	G	
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment	
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.
	 Negative impacts overall.	

### Climate Change Impact Assessment and Mitigation Measures:

This bid comprises a carefully constructed investment pipeline that directly addresses our shared drive to enhance productivity, level up and secure real reductions in carbon emissions, including 43,000 tonnes saving that can be secured through the conversion of 50% of the bus fleet to zero-emission vehicles. This bid will provide a funding stream for the Bee Network and its vision which directly promotes a clear pathway to GM's ambition to become carbon neutral by 2038 by providing excellent public transport and active travel choices for all, promoting sustainable travel behavioural change through integrated spatial, digital and transport planning; and supports the electrification of vehicles and public transport fleets.

Carbon Assessment					
Overall Score					
Buildings		Result		Justification/Mitigation	
New Build residential		#####		No new build residential as part of bid. Only transport infrastructure to enable access	
Residential building(s) renovation/maintenance		N/A			
New Build Commercial/Industrial		N/A			
Transport					
Active travel and public transport					
Roads, Parking and Vehicle Access				No increase in conventional parking, but improved park and ride provision is part of bid. This will incentivise use of public transport and reduce car usage in town/city centres	
Access to amenities					
Vehicle procurement				Whole life carbon costs to be considered during procurement (electric buses)	
Land Use					
Land use		#####		Relevant assessments carried out at scheme basis at appropriate point in delivery	
No associated carbon impacts expected.		High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

## Risk Management:

*There are no direct risk implications of this report. Established risk management as set out in the GM capital programme assurance framework will be followed in the delivery of the investment programme set out here.*

## Legal Considerations:

*There are no direct legal considerations related to this report.*

## Financial Consequences – Revenue:

*The City Region Sustainable Transport Fund is for capital funding only. There are no direct revenue consequences as a result of the proposals in this report. Any ongoing revenue implications of capital schemes will be brought forward through the assurance framework and gateway decision-making arrangements.*

## Financial Consequences – Capital:

*The City Region Sustainable Transport Fund submission includes proposals to secure up to £1.19 billion of capital funding for the period 2022/23 to 2026/27, supplemented by a local capital contribution of £170 million over the same period.*

**Number of attachments to the report: 1**

**Comments/recommendations from Overview & Scrutiny Committee**

N/A

## BACKGROUND PAPERS:

Greater Manchester 2040 Strategy and Delivery Plan – [tfgm.com/strategy](https://tfgm.com/strategy)

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

## 1. Introduction and Background

- 1.1 In its Spring Budget statements 2020 and 2021, the Government stated the intention to establish an Intracity Transport Fund (ICTF) of up to £4.2 billion over 5 years, ringfenced to Mayoral Combined Authority city regions. Following this, in April 2021, the Mayor was notified by Treasury that GM had been awarded £8.6 million development funding for 2021/22 to prepare for a negotiated submission to the ICTF with guidance to follow on that process. On 20 July 2021, DfT issued the guidance for the renamed City Region Sustainable Transport Fund (CRSTF) and Settlement (CRSTS) process, which will combine certain elements of existing capital funding (including the Integrated Transport Block, Maintenance Funding, and future years Transforming Cities Funding) in addition to the new £4.2 billion.
- 1.2 GM has been asked to set out an indicative spending programme within the range of £730 million to £1,190 million over five years 2022/23 to 2026/27, including both core assumptions of the continuation of existing capital funding (equating to over £300 million alone over that period) and a proposal for how GMCA would approach priorities against the additional funding available. The GM submission also needs to demonstrate a local funding commitment of 15-20% against the capital enhancement (as opposed to maintenance) elements which, at the upper bound, amounts to £170 million for GM.
- 1.3 The submission, in the form of a high-level prospectus and supporting technical material, was requested by DfT for “as soon as possible after the end of August 2021”, so as to be considered by Government through the Comprehensive Spending Review process. The prospectus has been requested to be based on a short (indicative 20-page) document, setting out:
- the strategic case for funding,
  - how this funding meets the objectives; and
  - how (the programme) relates to existing ‘local transport or spatial development plans’.

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- 1.4 This report presents the high-level prospectus for approval by the Combined Authority. It is supported by technical annexes, which are reported in Part B of this meeting agenda, reflecting the draft negotiation status of this material at this stage.

## **2. City Region Sustainable Transport Settlement (CRSTS) and Delivery of the GM Bee Network Vision**

- 2.1 The Combined Authority has previously discussed and endorsed the Mayor's vision for the establishment of the Greater Manchester Bee Network - a London-style integrated transport network that:
- Provides a consistent and high quality user-experience across all travel in all parts of GM;
  - Promotes a clear pathway to GM's Net Zero Carbon Vision by providing real public transport and active travel choices for all; promoting sustainable travel behavioural change through integrated city region planning; and supporting the electrification of vehicles and public transport fleets; and
  - Promotes levelling up through the provision of sustainable transport connectivity to key growth locations and the provision of affordable public transport options for all of our communities.
- 2.2 This vision builds upon the case for integration and sustainable transport investment, which GMCA agreed in January 2021 in the updated 2040 Transport Strategy and Delivery Plan, which form the statutory Local Transport Plan for GM.
- 2.3 In its guidance for the CRSTF, the Government also states its aim to create a consolidated and devolved model of transport funding to deliver significant improvements for users of public transport and active travel, with a strong presumption towards growth and decarbonisation through modal shift. The change in name - and the delay in issuing the guidance – has resulted in greater emphasis being placed on 'sustainable' transport priorities, with any highway schemes having to demonstrate that they deliver walking and cycling and bus priority.
- 2.4 The scope of the fund includes public transport improvements, sustainable transport options and major schemes (e.g. mass transit investments) that "open up new areas of the region for employment, leisure and housing, and create real innovation in



transport to solve problems”, in addition to the management and maintenance of existing local transport assets.

2.5 The stated objectives for the fund are:

- driving growth and productivity through infrastructure investment;
- levelling-up services towards the standards of the best; and
- decarbonising transport, especially promoting modal shift from cars to public transport, walking and cycling.

2.6 Our submission will be judged against the achievements of these objectives, value for money, the provision of local funding commitments and deliverability.

2.7 The guidance expects that the submission should take a whole-pipeline approach and set out how other funding streams, including the Bus Service Improvement Plan, future Active Travel funding, the Levelling Up Fund, sit alongside CRSTS in delivering ambitions. This brings a number of challenges not least as there will remain uncertainty over the other funds through to the completion of the Spending Review.

2.8 However, through the updated 2040 Delivery Plan, GMCA and the ten authorities have established a clear and consistent pipeline for sustainable transport spending in GM that reflects local growth and inclusion priorities whilst guiding travel patterns towards that lower carbon “right mix” over the next five years. Therefore, this pipeline has formed the basis of the GM CRSTS proposal, which has been developed through the GM Transport Delivery Group.

### **3. Greater Manchester CRSTS Prospectus**

3.1 A final draft prospectus is attached as the appendix to this report for GMCA approval. The following paragraphs summarise the content of the prospectus.

3.2 The prospectus opens by setting the context for the GM CRSTS submission, as discussed above, reflecting GM’s clear ambition to secure a London-style transport offer, in close alignment with GM’s developing submission to the Spending Review for a Levelling Up Deal with Government. It highlights the central role that sustainable transport policies have made to the progression of the GM Strategy, including the unique and ground-breaking commitments made to the GM Transport Fund by the GM authorities; and the transformational role that the case for bus franchising will

make to delivering a sustainable and inclusive approach to growth and levelling up here. The case is made up front that it is only by investing in a low carbon intracity transport infrastructure that we can genuinely connect all GM residents to the many economic opportunities that exist clustered in a conurbation like Greater Manchester – and that connection is vital to Levelling Up.

3.3 Section 2 of the prospectus sets out a summary of the investment proposals for GM that have been prioritised from the 2040 Delivery Plan pipeline so as to progress the following ambitions:

- (a) Supporting sustainable travel choices through major enhancements to our “Bee Network” focused on key growth locations and levelling up our town and city centres through priorities that:
  - create momentum behind our ambitions for **bus priority and Quality Bus Transit (including stops)** in-line with a London-style public transport network;
  - support **levelling up** via town and city centre regeneration and opening up growth locations with **Streets for All** measures, including sustaining momentum in **active travel** investment;
  - improve the **quality and accessibility** of our Bee Network passenger facilities to deliver a seamless, safe travel experience for all; and
  - kick start the **next wave of Metrolink extensions** with the Airport Terminal 2 scheme and development work on the **priorities for future extensions**
- (b) Decarbonising our transport system by making a step-change in the electrification of the transport fleet
- (c) Maximising the long term sustainable growth impacts of HS2 by securing stable funding for the development of HS2 growth area local transport connectivity schemes
- (d) Maintaining and managing the performance of our existing transport network by addressing **maintenance priorities** focusing on the Key Route Network (KRN) and safety and operationally critical renewals to our light rail network Metrolink

3.4 On this basis, the following summary investment table sets out the outline of the funding ask and match funding proposal for GM:

CRSTS Pipeline as part of wider GM Pipeline

Programme	CRSTS Funding	Local Contribution	CRSTS Total	Developer Contribution	Other Funding	Pipeline Total
<b>Proposals to create momentum behind our ambitions for bus priority and QBT (including stops) in-line with a London-style Public Transport network and make a step change in the electrification of the transport fleet</b>						
<b>Bus Programme</b>	£184m	£80m	£264m		£270m	£534m
Bus Priority Package	£30m		£30m			£30m
Corridor Upgrades Package	£21m		£21m			£21m
BRT Package	£2m		£2m			£2m
Quality Bus Corridors Package	£106m		£106m			£106m
Depots Package		£80m	£80m			£80m
Electric Bus Package	£25m		£25m		£270m	£295m
<b>Proposals to support levelling up via town centre regeneration and opening up growth locations with Streets for All measures, including sustaining momentum in active travel investment.</b>						
<b>Active Travel Programme</b>	£63m		£63m		£100m	£163m
Active Travel Package	£63m		£63m			£63m
<b>Streets for All Programme</b>	£209m		£209m	£24m		£233m
Town Centre Schemes Package	£105m		£105m	£10m		£115m
Corridor Schemes Package	£91m		£91m	£14m		£105m
Integrated Network Package	£13m		£13m			£13m
<b>Proposals to improve the quality and accessibility of our Bee Network passenger facilities to deliver a seamless, safe travel experience for all</b>						
<b>Rail Programme</b>	£49m		£49m	£1m	£0m	£50m
Access for All Package	£20m		£20m			£20m
Station Improvements Package	£7m		£7m	£1m		£8m
New Stations Package	£22m		£22m			£22m
<b>Stops &amp; Interchanges Programme</b>	£82m	£20m	£102m	£12m	£50m	£164m
Interchanges Package	£45m		£45m			£45m
Travel / Mobility Hubs Package	£31m		£31m	£12m	£50m	£93m
Stop Improvements Package	£26m		£26m			£26m
<b>Proposals to kick start the next wave of Metrolink extensions with the Airport Terminal 2 scheme and development work on the priorities for future extensions</b>						
<b>Future Metrolink Programme</b>	£116m	£29m	£145m		£6m	£151m
New Metrolink Extensions Package	£67m		£67m			£67m
Tram Train Package	£78m		£78m		£6m	£84m
<b>Proposals for the development of HS2 growth area local transport connectivity extensions</b>						
<b>HS2 Programme</b>	£125m		£125m		£38m	£163m
HS2 Piccadilly Connectivity Package	£86m		£86m			£86m
HS2 Airport Connectivity Package	£14m		£14m			£14m
HS2 Stockport Connectivity Package	£15m		£15m		£38m	£52m
HS2 Wigan Connectivity Package	£11m		£11m			£11m
<b>Proposals to address maintenance priorities focusing on the Key Route Network (KRN) and safety and operationally critical renewals to our light rail network Metrolink</b>						
<b>Metrolink Renewals Programme</b>	£21m	£41m	£62m			£62m
Metrolink Renewals Package	£21m	£41m	£62m			£62m
<b>Highway Maintenance Programme</b>	£238m		£238m			£238m
Core Highway Maintenance Package	£175m		£175m			£175m
Bus Renewals Maintenance Package	£13m		£13m			£13m
Strategic Maintenance Package	£50m		£50m			£50m
<b>Minor Works and Road Safety Programme</b>	£104m		£104m			£104m
Minor Works and Road Safety Package	£104m		£104m			£104m
	£1,190m	£170m	£1,360m	£37m	£464m	£1,860m

- 3.5 Section 2 also highlights those investment programmes that will extend beyond the initial five-year period, highlighting the importance of longer-term funding for rapid transit and HS2 investment programmes in particular.
- 3.6 In Section 3, the Prospectus sets out how each of these elements contribute to the achievement of objectives for growth and productivity; levelling up and decarbonisation, with all benefits expected to be magnified significantly if the package is both delivered as a whole and, crucially, as part of the wider vision for the Bee Network.
- 3.7 Section 3 also sets out the commitment to the principle of local funding as set out in the National Infrastructure Commission's recommendation; describes how GM has demonstrated this in practice with significant local contributions to the Greater Manchester Transport Fund ("GMTF") and bus franchising; and, in responding to the requirement for the submission to demonstrate a local funding commitment of 15%-20% against the capital enhancement elements, summarises how the proposed local contribution of 20% (£170 million) - the upper bound of the Government's indicated range - will be funded.
- 3.8 It concludes with a value for money statement – with a commitment to continue to work with Government officials on the review of VfM, given the limited time that has been available to compile the submission, particularly with regard to ensuring that carbon benefits are rigorously understood and prioritised against. The Prospectus also includes a statement on GM's delivery capabilities.
- 3.9 Further information on the case for each element of the submission and further detail on the outline funding strategy is contained in material which will be presented in Part B of this meeting, reflecting the draft nature of this material in what is an emerging funding competition and policy that will be refined through the forthcoming Spending Review. It is intended that all material will be brought into the public domain as negotiations conclude and the CRSTS policy is confirmed with Government.

## **4. Next Steps**

- 4.1 Subject to the Combined Authority's approval, the Prospectus and supporting documentation will be submitted to DfT for review and consideration through the Spending Review. Government has not set out a defined timescale for that process. However, we would advise that a conclusion should be reached in the calendar year so as to enable mobilisation for delivery from the start of 2022/23.
- 4.2 TfGM officers will seek to remain in close dialogue with DfT officials so as to inform GMCA on the progress of this review, the outcome of which will be reported formally as soon as it is confirmed.

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## DESTINATION:

# BEE NETWORK

# City Region Sustainable Transport Settlement

# Prospectus

# September 2021



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## **Foreword from the Mayor of Greater Manchester and 10 Local Authority Leaders**

Transport is central to our ambitions for a levelled-up Greater Manchester: improving access to economic opportunity, unlocking new sites for residential and commercial development, promoting improved health and wellbeing through active travel, and making a significant contribution to the decarbonisation of the city region's economy.

Levelling up and tackling decarbonisation are key agendas for this Government, and we believe they are fundamentally part of the same agenda. As part of our submission to the Spending Review we are proposing a Levelling Up Deal with Government with a London style transport system at its heart. It is only by investing in a low carbon intracity transport infrastructure that we can genuinely connect all GM residents to the many economic opportunities that exist clustered in a conurbation like Greater Manchester – and that connection is vital to Levelling Up. Fundamentally we believe that, with appropriate investment from CRSTS, we can make rapid progress towards delivering such connections over the next three years and therefore deliver substantial transport improvements, carbon reductions and levelling up over the same time period. Our CRSTS pipeline focuses on supporting delivery of our right-mix targets for 2030, with an ambition for at least an additional 400,000 additional trips every day by cycling and walking, and a 12% increase in public transport trips over that period.

But we are not just asking the Government for investment – we are also offering to take responsibility and public accountability for delivering the levelling up and carbon reduction outcomes we agree with Government, that such transport investment will achieve.

Over the past fifteen years, through devolved partnership working with Government, underpinned by significant local funding commitments, Greater Manchester has laid firm foundations for an integrated transport system. Today, as the first city region to take forward plans for bus franchising, with the largest cycling and walking network in development in the UK, we are uniquely placed to work in partnership with Government to deliver the first truly integrated transport system outside of London – the Bee Network.

The Bee Network will be a cornerstone of our joint mission with Government to level-up the towns and cities of Greater Manchester and significantly cut our carbon emissions: a fully integrated London-style transport system which will join together buses, trams, cycling and walking by 2024, with commuter rail incorporated by 2030. It will transform how people travel in Greater Manchester: accessible, affordable, equitable and easy to use, with a daily fare cap and multi-modal ticketing to facilitate seamless end-to-end journeys within the city region. World class safety and world class customer experience standards will be demanded across bus, tram, rail, taxi and private hire, supported with real time passenger information and audio-visual announcements. The Bee, a long-established regional emblem, will become the promise of a high-quality transport experience.

By designing and delivering public transport as one system with local control and accountability, supported by investment in our infrastructure and services through the City Region Sustainable Transport Settlement and the Bus Services Improvement Plan, the Bee Network will enable Greater Manchester to make a vital contribution to the national challenges of decarbonisation and levelling up, while also ensuring a more efficient and resilient city region economy that creates opportunities for all of our residents

Our CRSTS Prospectus sets out how we will progress our integration objectives by investing in infrastructure and creating vital connections between our towns and cities over the next five years, including:

- investing in transport corridors into, within and between our major population and employment centres and growth locations;
- sustaining the momentum in GM's investment in active travel and supporting levelling up via town and city centre regeneration and opening up growth locations;
- improving the physical accessibility, performance and integration of our overall public transport system to make it a more attractive proposition for everyone;
- decarbonising our transport fleets, in particular by enabling a rapid transition to electrification of bus and car fleets;
- maximising the local economic benefits of national and international connectivity created by HS2 and associated projects;

- maintaining existing transport networks to ensure they offer an excellent level of service to everyone travelling in Greater Manchester; and
- continuing the improvement of connections into the regional centre as the main employment and economic hub and strengthening connections across the city region within and between our town centres.

Critical to this integrated network are our buses, which make up three quarters of all public transport journeys. Whilst franchising gives us a platform and the keys to the system, our buses need investment after 18 months of uncertainty and 25 years of decline. Our vision is for a bus system that is fully integrated with our Metrolink and rail services, connecting our communities with fast, high quality, connections that are fully accessible to all. We will also use franchising to significantly reduce the existing network's carbon emissions, replacing 50% of the current fossil fuelled fleet with new, zero emission electric vehicles, equipped with high quality passenger information and audio-visual announcements.

Our Prospectus identifies 50km of new Quality Bus Transit corridors as an immediate investment priority, complementing the existing 200km, that will safeguard priority for buses and their passengers across our Key Route Network. This will also deliver over 50km of new LTN 1/20 compliant active travel infrastructure and open up more of the active travel network to communities across Greater Manchester as well as enhancing around 2,000 bus stops and the quality of public space at key destinations, supporting seamless journeys across modes.

However, high quality bus infrastructure is only one part of a transformed bus system. By harnessing the benefits of the franchised model, our Bus Services Improvement Plan will set out how, in partnership with government, we can strengthen the reach, affordability, integration and accessibility of bus services, with 'turn up and go' style services, for reliable, affordable and easier journeys, properly integrated with Metrolink through a single ticket and simple, capped fares.

This first City Region Sustainable Transport Settlement provides an opportunity to work in a new, closer partnership with Government in pursuit of shared objectives and to inform how city region transport should be funded and delivered for the long-term.

We would like to promote this as part of a new deal between Greater Manchester and Government, working together on a joint mission to transform our economic potential in an equitable and sustainable manner, but with clear accountability held locally for achieving transformative decarbonisation and levelling up. Building on this, we will:

- Continually assess all our projects throughout their development and design to ensure that carbon benefits are maximised;
- Review GM's Right Mix targets in dialogue with Government around what is necessary to meet our shared decarbonisation and levelling up ambitions;
- Publish a Road Danger Reduction Action Plan which sets out the scale of funding required for an increase in roads policing; and
- Commit to meeting Bus Back Better and LTN1/20 design standards within all our projects and schemes.

In addition, we are aware of the Government's current consultation with regard to Key Route Networks in city regions. This Prospectus demonstrates our commitment to the delivery of bus priority and active travel on our KRN; and we will set out our views in our response to the consultation.

We are excited to demonstrate how, through long term devolved settlements that combine these investment proposals with our Bus Service Improvement Plan and wider proposals for housing, skills, innovation, infrastructure and regeneration, the Government and Greater Manchester can together deliver tangible levelling-up and take decisive climate action with a world class transport system for our 2.8 million residents.

# 1 Strategic Case

## 1.1 GM Strategic Planning Framework

The Greater Manchester partners have worked collectively and with Government to develop a vision for decarbonisation, levelling up, growth and inclusion through our progressive partnership for devolution. This approach is enshrined in a comprehensive set of long-term integrated strategic plans with clear commitments to these outcomes. The CRSTS will provide crucial funding to support the delivery of these plans, with a specific focus on bringing forward investments set out in our ***Five Year Transport Delivery Plan (2021-26)***<sup>1</sup> (part of our adopted Local Transport Plan).

The overarching strategic plan is the Greater Manchester Strategy, which sets out our city-region's comprehensive ambitions for health, wellbeing, work and jobs, housing, transport, skills, training and economic growth. All our strategic plans have been developed to support the Greater Manchester Strategy vision to become *“one of the best places in the world to grow up, get on and grow old”*.

All ten Greater Manchester local authorities, and the GMCA, have committed to achieving carbon neutrality by 2038. The Greater Manchester Five Year Environment Plan<sup>1</sup> was launched in 2019 and includes priorities for improving our air quality and reducing transport emissions, including reducing the distance we need to travel, increasing the use of sustainable modes, and transitioning to zero-emission vehicles. It highlights the need to reduce carbon emissions by an average of 15% p.a. The environment plan is supported by the ***Greater Manchester Clean Air Plan***<sup>2</sup>, which includes the launch of a Greater Manchester-wide Clean Air Zone in May 2022 and is supported by a very significant evidence base on the problems and proposed solutions to air pollution in GM<sup>3</sup>.

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<sup>1</sup> [https://www.greatermanchester-ca.gov.uk/media/1986/5-year-plan-branded\\_3.pdf](https://www.greatermanchester-ca.gov.uk/media/1986/5-year-plan-branded_3.pdf)

<sup>2</sup> <https://cleanairgm.com/>

<sup>3</sup> <https://cleanairgm.com/technical-documents>

The ***Places for Everyone Joint Development Plan Document 2021*** (the PfE Plan)<sup>4</sup> is a spatial plan that sets out strategic land use and planning policies for nine of the ten Greater Manchester local authorities covering the period up to 2037 which, alongside the emerging Local Plan for Stockport, will set the spatial framework for Greater Manchester. The PfE Plan focuses on: maximising the use of brownfield land; enabling boroughs to collectively meet their Local Housing Need; supporting travel to urban centres; strengthening wider strategies around clean air, walking, cycling, and public transport; and supporting our ambition to be a carbon neutral city-region by 2038. The PfE Plan anticipates investment by developers to improve the local transport network in the vicinity of development sites alongside public investment in our wider transport network.

The PfE Plan has been prepared in a carefully co-ordinated way with the refreshed Greater Manchester Transport Strategy 2040 (GMTS 2040) and our ***Five Year Transport Delivery Plan (2021-26)***<sup>5</sup> which, together, form our statutory Local Transport Plan, and which were adopted by the GMCA and endorsed by all ten Greater Manchester local authorities in January 2021. Our LTP draws on a range of local evidence on current and potential future trends which is set out in our ***GM Transport Strategy 2040 evidence base report***<sup>6</sup>.

Our Five-Year Transport Delivery Plan sets out the practical actions planned to deliver our long-term ambitions and to deliver our “Right Mix” target, which is for at least 50% of all trips in GM to be made by active travel and public transport by 2040. We have developed our pipeline of transport investments to complement the growth locations set out in the PfE Plan and emerging Local Plans. The Delivery Plan is clear that we need to prioritise investment which supports: becoming a carbon neutral city region by 2038; improving air quality; supporting economic growth and recovery from the Covid-19 pandemic; tackling social exclusion; and helping to deliver housing and employment growth.

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<sup>4</sup> <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/>

<sup>5</sup> <https://tfgm.com/our-five-year-transport-delivery-plan>

<sup>6</sup> <https://tfgm.com/strategy-supporting-documents>

Central to achieving our Right Mix target is the establishment of the Bee Network: a fully integrated London-style sustainable transport network, which allows people to travel seamlessly across the city-region on buses, trams and trains, as well as by walking or cycling.

The ambition for the active travel component of the Bee Network is set out in GM's adopted Local Cycling and Walking Implementation Plan ***Change a Region to Change a Nation***<sup>7</sup>, which builds on the GM Transport Commissioner's ***Made to Move*** report and aligns with DfT's "Gear Change" Strategy.

Achieving our Bee Network ambitions will also require major reform of our bus system. In future, it is our intention that GM's buses will be run under a franchised system, which uniquely places us to level up services 'towards the standard of the best' through better integration between buses and the rest of the transport system. It will also help us to decarbonise transport by promoting attractive sustainable transport choices and setting environmental standards for a green bus fleet. We will deliver Bus Reform in alignment with Government's National Bus Strategy, Bus Back Better, with more detail set out in our forthcoming local Bus Service Improvement Plan (BSIP).

The active travel and bus elements of the Bee Network will be delivered using the principles set out in our new Streets for All Strategy (due to be adopted by GMCA in September 2021), which is a more holistic and people-focused approach to designing and managing our highways network. Our Streets for All Vision is as follows: *We will ensure that our streets are welcoming, green, and safe spaces for all people, enabling more travel by walking, cycling and using public transport while creating thriving places that support local communities and businesses.* It sets out an overarching set of principles which will require more priority to be given to public transport and active travel on many of our GM streets. Further detail on Streets for All is provided in Section 2.

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<sup>7</sup><https://activetravel.tfgm.com/publications-and-downloads/>



## 1.2 GM CRSTS Ambitions

The Government’s objectives for the CRSTS are closely aligned with GM’s own strategic objectives, as derived from the strategic planning process set out above. Taken together, these have been used to develop the following GM ambitions for the CRSTS funding:

- A. To support sustainable travel choices through major enhancements to our “Bee Network” focused on key growth locations and levelling up our town and city centres;
- B. To decarbonise our transport fleets;
- C. To maximising the long-term sustainable growth impact of HS2; and
- D. To maintain and manage the performance of our existing transport network.

Our proposals supporting all of Government’s key priorities around growth and regeneration, levelling up and decarbonisation with an anticipated mode shift away from private cars by improving the attractiveness of public transport and active travel through roll-out of the Bee Network. The proposals here will improve access for over 1 million people, with around two-thirds of those from the most deprived communities, and with every 1% reduction in car travel in GM equating to the equivalent of around 25,000 tonnes CO<sub>2</sub> saving per annum.

The proposals in this prospectus will, as a minimum, deliver the following key outputs:

- Delivery of 50km of Quality Bus Transit including at least 50km of Active Travel network to LTN1/20 standards, with a focus on building an orbital London-style transport network between our major town centres with significantly more road space dedicated to active and public transport. This will be supported by a wider programme of bus route upgrades focused on major growth areas;
- Helping to regenerate our city and town centres by delivering sustainable travel accessibility improvements into and within our centres with 15 proposed town centre Streets for All schemes, and a further 14 proposed Streets for All corridor schemes (targeted at growth areas);
- Completing the delivery of the first phase of committed Mayor’s Challenge Fund active travel Bee Network schemes, which will deliver 140 miles of network plus 21

active neighbourhoods, when complete, including 34 GM developed Cyclops junctions and over 50 other crossings;

- A transformational package of improvements to public transport passenger facilities including: a new carbon neutral multi-modal interchange in Bury town centre; developing proposals for at least 10 multi-modal travel hubs; step-free access at seven more GM rail stations; development of a new station and travel hub at Golborne; upgrade of a number of existing first generation Metrolink stops; and development of new Metrolink and guided busway stop proposals to serve potential major new development locations (subject to allocation in the PfE Plan);
- Kickstarting the next wave of Metrolink Extensions with the Airport Terminal 2 scheme and development of options for future extensions (with a focus on improving connectivity to Middleton/Northern Gateway, Stockport and Salford Crescent/Media City), plus delivery of the first of the next generation of ultra-low emission Metrolink vehicles;
- Delivering connectivity enhancements so that a wider population catchment can access HS2 ready rail stations at Piccadilly, Manchester Airport, Stockport and Wigan by sustainable modes, thereby increasing the impact of high-speed rail investment and supporting the delivery of tens of thousands of new jobs and homes;
- Providing the necessary infrastructure to ensure that 50% of our bus fleet will be electric by 2027 which would deliver around 43,000 tonnes CO<sub>2</sub> tailpipe emissions saving per annum, plus provision of match-funding to support the delivery of public Electric Vehicle Charging Infrastructure (including match-funding for up to 190 rapid chargers for taxis and private hire vehicles; new community charging hubs in priority locations; and chargers for electric car clubs); and
- Addressing maintenance and network management priorities on our local roads and Key Route Network, with around 80 km of GM's KRN network improved to a high standard of repair plus safety critical and ongoing maintenance to our Metrolink network, plus investment in a next generation "ITS Control and Data Integration Platform" and supporting digital monitoring equipment to improve the safety, sustainability and resilience of our highways network.

### 1.3 GM Transport Context and Impact of Covid

Greater Manchester is a city region with a densely populated urban core (focused on the area within the M60 orbital motorway) surrounded by a diverse mix of towns and major employment, education, hospital and leisure destinations, which generate highly complex travel patterns across the conurbation and to and from neighbouring areas. Prior to the pandemic, nearly 6 million trips were made by residents every day across our transport system, with 60% of these trips made by car<sup>8</sup>.

COVID-19 has had a profound short-term impact on travel patterns in GM and the long-term effects are still largely unknown. Metrolink and rail patronage remains at only c.50% of pre-Covid levels; whilst buses are performing a little better and carrying about three-quarters of pre-COVID passenger numbers. Active travel continues to be popular, with walking and cycling levels consistently higher than before the pandemic.

However, traffic flows on our highways network are almost back to pre-pandemic levels and there is an ongoing concern about the impact that a car-led recovery could have on our ability to meet our local ambitions for air quality, carbon reduction, congestion and regenerating and growing our local centres.

Therefore, the need for us to reach clear and decisive agreement with the Government on a shared commitment to achieving a London-style travel offer is greater than ever. GM has developed a series of post-COVID travel scenarios to support our strategic planning activities and our vision-led, adaptive planning approach to achieving the Right Mix (which involves reviewing progress and modifying our actions accordingly) has become even more relevant in the context of the current uncertainty we face. We will continue to test and refine our CRSTS pipeline to ensure it is robust in the face of future travel scenarios. We see the opportunity offered by the CRSTS mechanism as a crucial one in better shaping the future in the interests of our most deprived communities today and for the sake of the generations of residents who will follow.

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<sup>8</sup> <https://tfgm.com/trads>

## 2 GM CRSTS Proposals

### 2.1 Overview of GM CRSTS Proposals

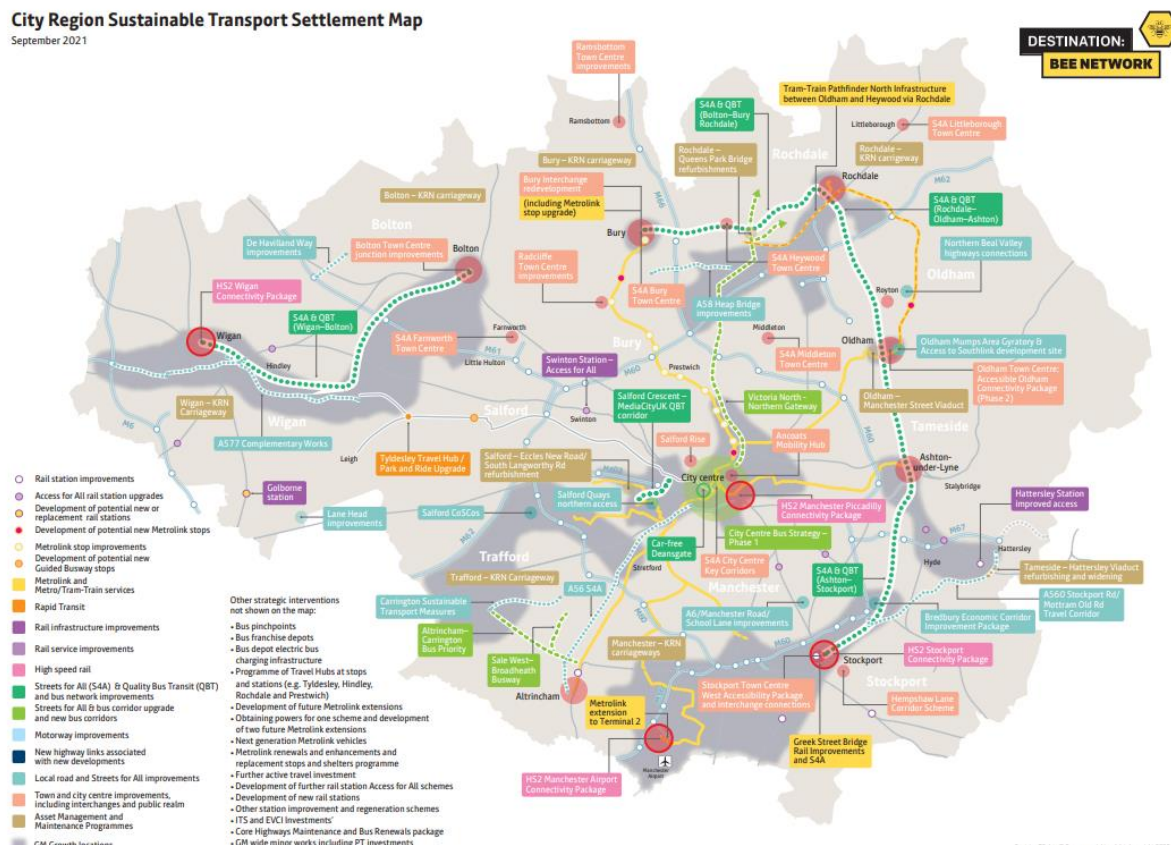
Greater Manchester has a unique track record in committing local funding in partnership with Government for investment in locally prioritised sustainable transport infrastructure, to support delivery at scale and at pace. This Prospectus builds on the ground-breaking Transport Fund (“GMTF”): a c.£3 billion capital investment programme (jointly funded 60% by Government and 40% from GM local contributions) which represented the largest 10-year local transport programme outside London. The delivery programme has continued in recent years through the Growth Deal, Transforming Cities Fund programme and Active Travel funding, but at a lower level of investment than GMTF. CRSTS represents an opportunity to build upon these foundations to make a step-change investment in GM transport in the interests of our shared objectives for growth, levelling up and decarbonisation.

The GM 2040 transport pipeline, as set out in the 2040 Delivery Plan, has formed the starting point for prioritising the investments within this CRSTS Prospectus. The Delivery Plan uses maps to illustrate those necessary transport interventions and their phasing in the delivery process. Map 2 of the Five Year Transport Delivery Plan sets out over £3 billion of interventions which could be developed and delivered in the next five years. Starting with Map 2 and the ten place-based Local Implementation Plans (appended to the Five Year Delivery Plan); and taking account of the upper funding limit for CRSTS of £1,190 million, we have specifically drawn out those interventions with the greatest potential to be delivered by 2027 and which align most fully with the CRSTS objectives.

The proposals in this submission have been developed through several years of strategic planning through a partnership between Transport for Greater Manchester and the ten GM Local Authorities (as local Highway Authorities and promoters of local schemes). They represent the most deliverable and most impactful level of investment within the given funding envelope. In total these proposals represent a £1,360 million investment programme (£1,190 million CRSTS funding matched by £170 million local contribution) and are summarised in the map below. The following sections set out the detail of our proposals and the prioritisation process we followed to develop them.

As per the CRSTS guidance, the required Annexes (B, C & D), and further supporting information on GM's proposals and its management and delivery processes are being shared directly with Government. Once Government has reviewed our proposals and confirmed GM's CRSTS budget, GM will publish a detailed CRSTS Plan setting out the proposals and delivery arrangements in more detail.

**City Region Sustainable Transport Settlement Map**  
September 2021



## 2.2 Summary of proposals and how we have prioritised them

Considering each of the GM CRSTS Ambitions from section 1.2 in turn, the following seven specific CRSTS transport funding priorities were developed to prioritise the £1,360 million programme from the £3 billion Delivery Plan pipeline of deliverable schemes:

GM CRSTS Ambitions	Transport Funding Priority
A. Supporting sustainable travel choices through major enhancements to our “Bee Network” focused on key growth locations and levelling	To create momentum behind our ambitions for <b>bus priority and Quality Bus Transit (including stops)</b> in-line with a London-style Public Transport network
	To support levelling up via town centre and city regeneration and opening up growth locations with Streets for All measures, including sustaining momentum in active travel investment.

GM CRSTS Ambitions	Transport Funding Priority
up our town and city centres	To improve the quality and accessibility of our Bee Network passenger facilities to deliver a seamless, safe travel experience for all
	To kick start the next wave of Metrolink extensions with the Airport Terminal 2 scheme and development work on the priorities for future extensions
B. Decarbonising our transport fleets	To make a step change in the electrification of the transport fleet
C. Maximising the long-term sustainable growth impact of HS2	To secure stable funding for the development of HS2 growth area local transport connectivity
D. Maintaining and managing the performance of our existing transport networks:	To address maintenance and network management priorities focusing on local streets and the Key Route Network (KRN) and safety and operationally critical renewals to our light rail network Metrolink

### 2.3 The CRSTS Proposals as part of the wider funding landscape

Our core CRSTS proposals form a £1,360 million investment programme: £1,190 million of funding provided from Central Government via the CRSTS, supplemented by £170 million of local contribution provided by GM. Government has asked City Regions to provide 15%-20% local match for the elements of the CRSTS funding that support new capital enhancements: GM's £170 million local contribution responds to that in full and provides a 20% match.

There is also potential for a further £37 million of investment to be provided by third parties and developers, particularly for local Streets for All schemes in growth locations and town centres. More importantly, this forms part of a wider programme of investment drawing in other funding sources (potentially over £400 million) for example from BSIP, Levelling Up Fund and Active Travel Capital Funding. In total the £1,360 million CRSTS investment programme represents the cornerstone of a potential wider investment package of over £1,800 million.

## CRSTS Pipeline as part of wider GM Pipeline

Programme	CRSTS Funding	Local Contribution	CRSTS Total	Developer Contribution	Other Funding	Pipeline Total
<b>Proposals to create momentum behind our ambitions for bus priority and QBT (including stops) in-line with a London-style Public Transport network and make a step change in the electrification of the transport fleet</b>						
<b>Bus Programme</b>	<b>£184m</b>	<b>£80m</b>	<b>£264m</b>		<b>£270m</b>	<b>£534m</b>
Bus Priority Package	£30m		£30m			£30m
Corridor Upgrades Package	£21m		£21m			£21m
BRT Package	£2m		£2m			£2m
Quality Bus Corridors Package	£106m		£106m			£106m
Depots Package		£80m	£80m			£80m
Electric Bus Package	£25m		£25m		£270m	£295m
<b>Proposals to support levelling up via town centre regeneration and opening up growth locations with Streets for All measures, including sustaining momentum in active travel investment.</b>						
<b>Active Travel Programme</b>	<b>£63m</b>		<b>£63m</b>		<b>£100m</b>	<b>£163m</b>
Active Travel Package	£63m		£63m			£63m
<b>Streets for All Programme</b>	<b>£209m</b>		<b>£209m</b>	<b>£24m</b>		<b>£233m</b>
Town Centre Schemes Package	£105m		£105m	£10m		£115m
Corridor Schemes Package	£91m		£91m	£14m		£105m
Integrated Network Package	£13m		£13m			£13m
<b>Proposals to improve the quality and accessibility of our Bee Network passenger facilities to deliver a seamless, safe travel experience for all</b>						
<b>Rail Programme</b>	<b>£49m</b>		<b>£49m</b>	<b>£1m</b>	<b>£0m</b>	<b>£50m</b>
Access for All Package	£20m		£20m			£20m
Station Improvements Package	£7m		£7m	£1m		£8m
New Stations Package	£22m		£22m			£22m
<b>Stops &amp; Interchanges Programme</b>	<b>£82m</b>	<b>£20m</b>	<b>£102m</b>	<b>£12m</b>	<b>£50m</b>	<b>£164m</b>
Interchanges Package	£45m		£45m			£45m
Travel / Mobility Hubs Package	£31m		£31m	£12m	£50m	£93m
Stop Improvements Package	£26m		£26m			£26m
<b>Proposals to kick start the next wave of Metrolink extensions with the Airport Terminal 2 scheme and development work on the priorities for future extensions</b>						
<b>Future Metrolink Programme</b>	<b>£116m</b>	<b>£29m</b>	<b>£145m</b>		<b>£6m</b>	<b>£151m</b>
New Metrolink Extensions Package	£67m		£67m			£67m
Tram Train Package	£78m		£78m		£6m	£84m
<b>Proposals for the development of HS2 growth area local transport connectivity extensions</b>						
<b>HS2 Programme</b>	<b>£125m</b>		<b>£125m</b>		<b>£38m</b>	<b>£163m</b>
HS2 Piccadilly Connectivity Package	£86m		£86m			£86m
HS2 Airport Connectivity Package	£14m		£14m			£14m
HS2 Stockport Connectivity Package	£15m		£15m		£38m	£52m
HS2 Wigan Connectivity Package	£11m		£11m			£11m
<b>Proposals to address maintenance priorities focusing on the Key Route Network (KRN) and safety and operationally critical renewals to our light rail network Metrolink</b>						
<b>Metrolink Renewals Programme</b>	<b>£21m</b>	<b>£41m</b>	<b>£62m</b>			<b>£62m</b>
Metrolink Renewals Package	£21m	£41m	£62m			£62m
<b>Highway Maintenance Programme</b>	<b>£238m</b>		<b>£238m</b>			<b>£238m</b>
Core Highway Maintenance Package	£175m		£175m			£175m
Bus Renewals Maintenance Package	£13m		£13m			£13m
Strategic Maintenance Package	£50m		£50m			£50m
<b>Minor Works and Road Safety Programme</b>	<b>£104m</b>		<b>£104m</b>			<b>£104m</b>
Minor Works and Road Safety Package	£104m		£104m			£104m
	<b>£1,190m</b>	<b>£170m</b>	<b>£1,360m</b>	<b>£37m</b>	<b>£464m</b>	<b>£1,860m</b>

## 2.4 Proposals to create momentum behind our ambitions for bus, and to make a step change in the electrification of the fleet

Our CRSTS proposals for bus include £264 million of investment in bus infrastructure, including £80 million of local contribution for bus depots as part of GM's bus franchising plans, which sits alongside parallel BSIP proposals for £270 million investment in electrification of the GM Bus fleet (with further investment from Electricity North West to support network capacity) and new significant BSIP revenue funding asks for new services, and integrated fares, ticketing and information initiatives.

Buses have a vital role to play in delivering our Bee Network vision. We need a fully integrated, high-quality and inclusive "London-style" bus system that provides good access to opportunity and that represents (when seamlessly integrated with Metrolink, rail and active travel networks) an attractive alternative to car travel. Transformational improvements to bus provision (which is by far the most used mode of public transport in GM) will enable us to deliver swiftly against all of our key goals and are therefore front and centre in our CRSTS proposals.

The full scale of our commitment and approach to improving bus services across the City Region will be set out in Greater Manchester's **Bus Service Improvement Plan (BSIP)** (to be published in autumn 2021), which we are developing in collaboration with bus operators and local authorities to achieve a shared vision for bus based on seven key themes:

- **Strengthened Services** to a minimum 'turn up and go' frequency with a network density similar to that in London serving key destinations;
- **London-style Fares and Ticketing** that make journeys more affordable for all with attractively priced and simply structured fares;
- **Information** that is readily available, live and up to date, clear and multi-modal and integrated with the purchase of travel;
- **Integrated Customer Experience** supported by a Customer Charter, with passenger security a particular focus;
- **Bee Network Bus fleet** of accessible, zero emission high quality buses;
- **Infrastructure** based on a significant increase in bus priority, including Quality Bus Transit on main corridors and the removal of congestion 'hotspots' for buses which



will fully incorporate active travel measures alongside investment in bus passenger waiting facilities; and

- **Network Management** that prioritises bus passenger journey times and reliability.

The proposals set out here have been designed to add significant value to the ongoing programme of Bus Franchising. They will be vital in improving the reach of bus across the conurbation, reducing transport emissions and helping to integrate all public transport modes into an attractive, unified and easy to use network.

A key component of the CRSTS programme is transforming the bus offer through whole corridor bus priority packages and Quality Bus Transit schemes; accompanied by significant enhancements to walking and cycling provision through these corridors (delivered in line with Streets for All principles). The proposed interventions across our KRN in the CRSTS programme will seek to reallocate road space through these corridors away from general traffic and towards buses and active travel to enable us to deliver the full benefits of these schemes, in line with the ambitions of DfT's Bus Back Better and Gear Change strategies.

The CRSTS funding would allow us to develop and deliver 50km of Quality Bus Transit corridors to enhance orbital connectivity between key towns such as Wigan and Bolton, Bury, Rochdale, Oldham and Ashton, and onwards to Stockport; with a new Quality Bus Transit link between Salford Crescent and MediaCityUK within the Regional Centre. Through delivering Quality Bus Transit we will also deliver over 50km of new LTN 1/20 compliant active travel infrastructure and open up more of the active travel network to communities across Greater Manchester as well as enhancing around 2,000 bus stops and the quality of public space at key destinations, supporting seamless journeys, in particular between active travel, bus, Metrolink and rail.

Quality Bus Transit Corridors aim to create a step-change in the experience of taking the bus for local journeys, and for access to the rapid transit network and town centres. These corridors will be delivered through whole-route upgrades of key bus routes, transforming connections between local centres. There will be a strong focus on journey quality, reliability and integration of bus into an attractive urban realm. Quality Bus Transit will include bus priority measures, attractive and comfortable waiting areas, and creation of a more attractive urban realm that will encourage the high-density land-uses that bus travel

facilitates. Attention will also be paid to improving access to bus stops from homes and destinations, with plans to upgrade around 2,000 bus stops over the next 5 years alongside enhancements to the surrounding walking and cycling networks.

We have also identified opportunities to enhance bus connectivity to existing communities close to potential growth areas, through our Bus Corridor Upgrade packages, such as the Victoria North to Northern Gateway bus corridor, linking two of our most significant strategic growth points; key corridors into Manchester city centre; and Altrincham-Carrington and Sale West to Broadheath bus schemes. The CRSTS proposals for bus include improvements to the routing and terminus provision in the city centre which will improve journey time reliability, bus passenger facilities, active travel and the public realm, supporting delivery of our City Centre Transport Strategy.

In parallel with the investment in bus infrastructure noted above, we are also pursuing an ambitious target to electrify 50% of GM's bus fleet by 2027. This will require co-ordinated investment from the CRSTS, BSIP, Electricity North West and Bus Operators. Within the CRSTS our proposals will allocate funding to provide vehicle charging infrastructure in depots, supported by investment from Electricity North West in the power network, supplemented by a c£270 million investment in electric bus fleet from BSIP, alongside a further c£10 million of improvements to modernise vehicles in the form of on-bus audio/visual passenger announcements.

Transport Funding Priority	Impact on CRSTS Objectives		
	Growth / Productivity	Levelling Up	Decarbonisation
To create momentum behind our ambitions for <b>bus priority and Quality Bus Transit (including stops)</b> as part of the London-style Public Transport network	<p>✓✓</p> <p>Connects key growth locations, journey time and reliability improvements improve connectivity to jobs, housing and services</p>	<p>✓✓✓</p> <p>Major focus on connecting our towns (particularly in the North of the conurbation) which are key locations for employment and services and vital for levelling up</p>	<p>✓✓✓</p> <p>A transformed bus service is critical to support low-carbon lifestyles and delivering the right mix.</p>

Transport Funding Priority	Impact on CRSTS Objectives		
	Growth / Productivity	Levelling Up	Decarbonisation
To make a step change in the <b>electrification of the transport fleet</b>	✓  Less noisy, polluting vehicles will make town and city centres more attractive places for investment.	✓✓  Reduces the air pollution impacts on most deprived communities.	✓✓✓  Hugely important contribution (alongside parallel BSIP proposals) to electrify 50% of GM's bus fleet with major impact on decarbonising transport

## 2.5 Proposals to support levelling up via town and city centre regeneration and opening up growth locations with Streets for All measures, including sustaining momentum in active travel investment.

Our CRSTS proposals include £210 million of investment in a **Streets for All Programme** to deliver local priority schemes in key growth locations. This will have a strong focus on place-based regeneration, support for housing delivery and business investment, and a focus on enabling more travel by the sustainable transport modes, in support of our right mix ambitions.

‘Streets for All’ provides an overarching framework for everything we do on streets in Greater Manchester. It is a more holistic approach to the delivery of street infrastructure that sets out clearer priorities for different street types and for different users, to better balance their role in moving vehicles with the needs of local communities and businesses. Streets for All places a strong emphasis on reducing traffic and road danger and on improving the environment for pedestrians, cyclists and public transport users. This people-centred approach to street design and road network management is needed to level up the transport network; to support growth and productivity; enable us to meet our decarbonisation targets and address the challenges that GM residents face: lack of daily exercise, poor air quality, road danger and delays due to overcrowded public transport and congested roads.

The Streets for All Strategy is due to be adopted by GMCA in September 2021 and identifies five main street types in Greater Manchester:



This priority CRSTS programme focuses on destination places, active neighbourhoods, high streets and connector roads. Other areas of this CRSTS submission, in particular the bus programme, focus on our high streets and connector roads.

Greater Manchester's town and city centres are essential to supporting our local economies and the quality of life of our residents as well as to driving low-carbon lifestyles.

Transforming these places will be key to levelling up the economy across Greater Manchester. Regenerating, and re-populating town centres maximises the potential to reduce travel demand and shift travel to more sustainable modes by making it easier for more people to access the services and activities they need locally by walking, cycling and using public transport (building on the 15-minute neighbourhood concept).

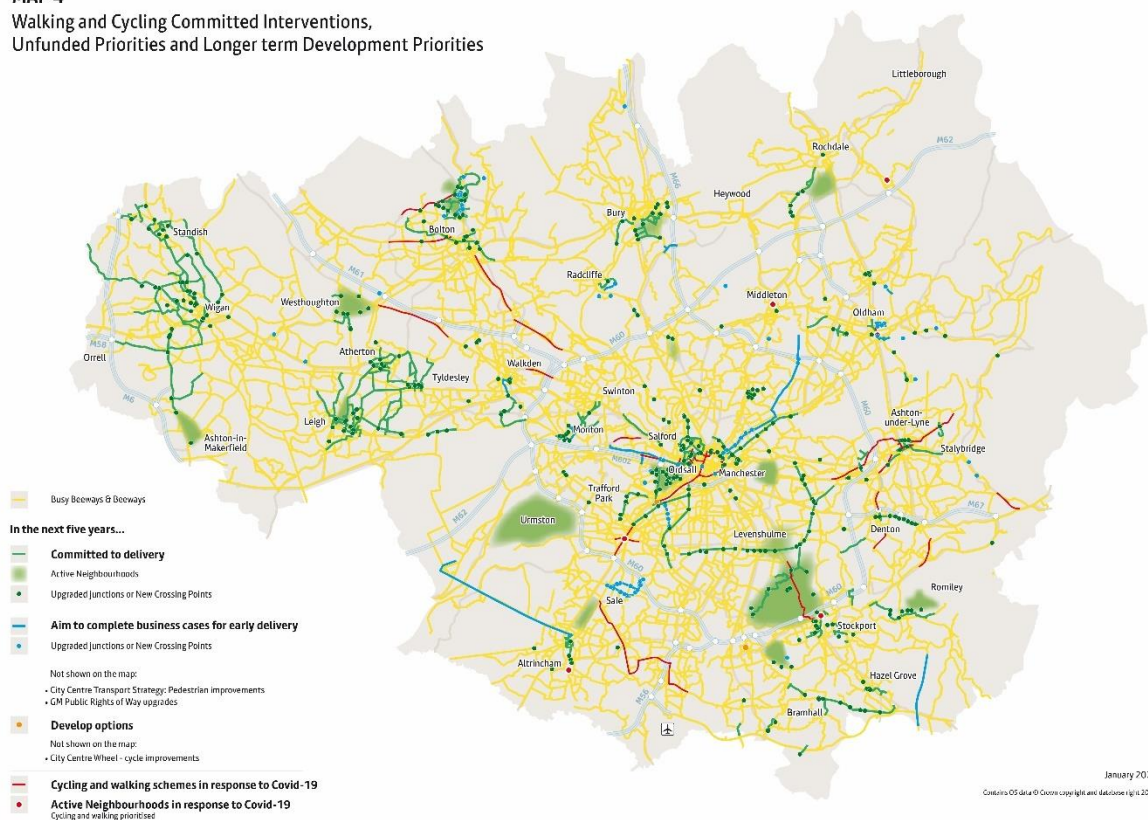
Many of the schemes within the **Town Centre Package** complement previously secured funding (such as Future High Streets Fund) or funding bids (such as Levelling Up Fund bids), to ensure value for money is maximised. The CRSTS proposals range from high profile Streets for All schemes in some of our destination streets in the city centre (such as Deansgate car-free scheme) and town centres (such as Stockport Town Centre West accessibility package and the Accessible Oldham Connectivity package); through to local improvements on high streets in towns which require levelling-up, such as Radcliffe, Middleton and Farnworth, Bolton, Bury, Ramsbottom, Heywood, Littleborough and Salford.

The ***Corridor Schemes Package*** supports economic growth by focusing on improving our connector roads between our town and city centres as well as other key trip destinations and growth locations. We want to make our connector roads work better for moving people (by public transport and active travel) and also goods, so they reach their destinations on time and with minimal impact on local communities. Changing how these roads function will be essential to boosting economic growth through measures to reduce air pollution, improve active travel, public transport and freight journey time reliability, improve road safety and support decarbonisation of transport as well as making sure our infrastructure will be resilient to future climate change impacts. Proposals cover key routes in all ten GM Local Authorities, and many of these schemes would also improve access to potential key development sites in the PfE Plan if adopted.

Our CRSTS Streets for All programme also includes £63 million of direct investment in an ***Active Travel Package*** plus additional contributions to Active Travel in other parts of the pipeline, to further the development of our Active Travel infrastructure pipeline and with a focus on delivering our LCWIP network, which focuses particularly on connector roads and high streets into and across our key centres and supporting the delivery of active neighbourhoods. The interventions in this package will focus on delivering the remaining committed ambitions of the first approved phase of the MCF Active Travel programme as shown in green in Map 4 of our Five-Year Transport Delivery Plan (2021-26) (see below). The provision of world-class walking and cycling infrastructure, supported by strong community engagement, will be key to delivering our Streets for All vision and our Right Mix targets by enabling active travel to become the natural choice for short journeys.

**MAP 4**

Walking and Cycling Committed Interventions,  
Unfunded Priorities and Longer term Development Priorities



Our proposals will enable the delivery of known prioritised schemes which are already under development therefore building on the £160 million of investment already committed locally by GM in the Mayor's Challenge Fund (funded by Transforming Cities Fund), and a further £100 million of anticipated additional investment from Government from direct Active Travel Capital Funding. In addition to this direct investment in specific Active Travel schemes and programmes, there will be significant additional Active Travel development and delivery from the associated CRSTS programmes, notably the £264m bus programme and the £210m Streets for All programme, both of which contain significant elements of complementary Active Travel, and which have design principles which are LTN 1/20 compliant. All of this investment will contribute towards our ambition to complete an 1,800-mile active network within the next ten years.

Supporting us in delivering Streets for All we also plan to publish a Road Danger Reduction Action Plan which will include identifying the scale of funding required for an increase in roads policing.

Finally, £10 million of the *Streets for All Integrated Network Package* will be used to encourage and accelerate the transition to EVs, demonstrate commitment to EV technologies and encourage investment from the private sector, while investment in Intelligent Transport Systems will deliver a next generation traffic management and monitoring system to support delivery of safe walking and cycling schemes and provide bus priority on the network.

Transport Funding Priority	Impact on CRSTS Objectives		
	Growth / Productivity	Levelling Up	Decarbonisation
To support <b>levelling up</b> via town and city centre regeneration and opening up growth locations with <b>Streets for All</b> measures, including sustaining momentum in <b>active travel</b> investment.	<p>✓✓✓</p> <p>Strong place-based impacts on local growth and regeneration by prioritising schemes which improve access to town/city centres and growth locations. Streets for All investment will make city/town centres more attractive places for investment.</p>	<p>✓✓✓</p> <p>Very strong impact, focus is on a range of place-based measures to revitalise and level up neighbourhoods, local centres and growth locations. Will create better travel options for those without a car.</p>	<p>✓✓</p> <p>These measures are key to enabling the right-mix and low-carbon lifestyles, by providing sustainable access to everyday activities. Strong impact by enabling walking and cycling to become the natural choice for short journeys.</p>

## 2.6 Proposals to improve the quality and accessibility of our Bee Network passenger facilities

Our CRSTS proposals include investment in local rail stations and Metrolink stops, Mobility Hubs and Interchanges (including £20 million of local contribution). These improvements to our passenger facilities across GM will help to deliver a seamless and safe travel experience for everyone, building on the standards set by Metrolink and the transport interchange programme that was delivered through the GM Transport Fund, which is currently progressing a ground-breaking new Interchange at Stockport which brings transport interchange, housing and a park together on one site.

The CRSTS passenger facility proposals are vital to improve access to the Bee Network and to transform the customer experience thereby helping to boost public transport patronage.

Our proposals focus particularly on improving access to public transport in growth locations and in areas which need levelling-up:

- A major redevelopment of the multi-modal interchange in Bury (which is the only town centre interchange in GM yet to be redeveloped to modern standards) to transform the passenger experience and support town centre regeneration plans. The scheme is being developed to be the first operationally carbon neutral interchange in GM.
- Development of mobility hub proposals to support improved interchange between existing public transport services and first-mile/last-mile new mobility services, such as bike hire, e-scooters and electric car clubs. We will be providing a new Travel Hub for the Guided Busway at Tyldesley and a ground-breaking new Mobility Hub at Ancoats in the Regional Centre to support low-carbon growth in these locations.
- Delivery of seven priority “Access for All” rail station schemes (Swinton, Reddish North, Hindley, Flowery Fields, Bryn, Newton for Hyde and Levenshulme) plus development of the next tranche of schemes, to allow passengers with mobility impairments to access the rail network.
- A Station improvements package to unlock land for sustainable housing and to create high quality gateways at several stations in Stockport which complements the delivery of a new station at Cheadle from the Town’s Fund, and provision of walking and cycling accessibility via a new bridge at Hattersley station.
- A new stations package to deliver a new station and travel hub on the site of the old Golborne South station (closed in 1961) on the West Coast Main Line between Warrington Bank Quay and Wigan North Western.
- Upgrade of a number of first generation Metrolink stops to enhance the passenger experience with accessibility, safety and security and platform ambience improvements.
- Development of new Metrolink and guided busway stop proposals to serve potential major new development locations (subject to allocation in the PfE Plan).



Transport Funding Priority	Impact on CRSTS Objectives		
	Growth / Productivity	Levelling Up	Decarbonisation
To improve the <b>quality and accessibility</b> of our Bee Network passenger facilities to deliver a seamless, safe travel experience for all.	✓✓ Bury Interchange is a major component in regeneration of the Town Centre, and Mobility Hubs will support low-carbon lifestyles in key growth areas.	✓✓✓ Providing safe access to public transport for all is critical to levelling up.	✓✓ Accessible and attractive passenger facilities are key to enabling low-carbon lifestyles.

## 2.7 Proposals to kick start the next wave of Metrolink extensions

Our CRSTS proposals include £145 million of investment in expanding the Metrolink network.

Metrolink has been Greater Manchester’s flagship success story of modal shift from car to public transport, and our CRSTS programme builds upon the successful delivery of an expanded Metrolink network over the previous decade – with the Phase 3 ‘Big Bang’, the Second City Crossing and the Trafford Park Line all delivered on-time and on-budget.

***Evaluation of the Metrolink Phase 3 Programme***<sup>9</sup> demonstrated that the new lines to Rochdale (via Oldham), Ashton, East Didsbury and the Airport have removed 38.8m car kilometre per year from our roads, saved 6,700 tonnes of carbon in 2019/20, and dramatically improved access to employment, further education and healthcare, with particular benefits for the most deprived communities of Greater Manchester.

CRSTS will enable us to take the next steps in evolving our Metrolink system by:

- developing and delivering a next generation of Metrolink vehicles that are capable of tram-train operation on both the Metrolink network and the National Rail network;
- developing current *Restoring Your Railways* sponsored work to start to deliver a tram-train pilot between a number of our northern towns and the Northern Gateway development area as a Tram Train Pathfinder – that will, in itself, ‘level up’ the conurbation to the standards of the best and achieve the CRSTS’s stated aim to “open up

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<sup>9</sup> Metrolink phase 3 | Transport for Greater Manchester (tfgm.com)

new areas of the region for employment, leisure and housing, and create real innovation in transport to solve problems”;

- complementing Network Rail replacement of the life-expired Greek Street Bridge near Stockport Station so that it is future proofed for future tram-train services between Stockport and Manchester Airport;
- kick-starting the delivery of the Metrolink Western Leg Airport Terminal 2 extension; and
- developing the next wave of Metrolink extensions, through full development and seeking statutory powers for their delivery in the second CRSTS funding cycle (with an immediate focus on developing options for potential Metrolink connections to Middleton / Northern Gateway, Salford Crescent / Media City and Stockport).

Transport Funding Priority	Impact on CRSTS Objectives		
	Growth / Productivity	Levelling Up	Decarbonisation
To kick start the <b>next wave of Metrolink extensions</b> with the Airport Terminal 2 scheme and development work on the <b>priorities for future extensions</b>	<p>✓✓✓</p> <p>T2 Metrolink extension is vital first phase to HS2 connectivity at the Airport, which will have significant growth &amp; productivity benefits</p>	<p>✓✓✓</p> <p>Continuation of Metrolink track record of improving transport connectivity in underserved areas</p>	<p>✓✓</p> <p>Long-term positive impact on decarbonisation by supporting low-carbon lifestyles.</p>

## 2.8 Proposals for development of local transport connectivity to HS2 growth areas

Our CRSTS proposals include £125 million to support development of local transport connectivity at GM’s four HS2 stations, ensuring that major national investment in HS2 can be delivered and utilised seamlessly as part of our Bee Network. This would be augmented by funding of £38 million for Stockport Station via £20 million from Levelling Up Fund and support from Network Rail.

To maximise the levelling up opportunity and support HS2’s objective to be a catalyst for Growth, GM has developed a Growth Strategy for Manchester Airport and Piccadilly: ***The***

***Stops are just the Start***<sup>10</sup>. This sets out a comprehensive investment package to support the HS2/NPR programme across four pillars of station infrastructure, local connectivity, regeneration and skills. The CRSTS HS2 Programme includes:

- Work to support the development of relocated and expanded Metrolink facility at Piccadilly and the Metrolink Western Leg HS2 NPR Variant alongside HS2's programme, adding further value to the Airport T2 extension in the Metrolink package above. These schemes are essential to ensure integrated station solutions, with sustainable connectivity measures, support the decarbonisation agenda and economic growth;
- Critical enabling works to mitigate the impact of HS2 and Metrolink construction at Piccadilly, including replacement turnback facilities that are lost due to HS2's construction, additional vehicles to maintain services, as well as work to progress a new depot to enable a tram shuttle service during the Ashton blockade;
- Local connectivity measures, focusing on active travel and public transport access to the high speed/classic compatible stations at Piccadilly, Manchester Airport, Wigan and Stockport; and
- GM's input into the development of the Airport High Speed Station and the Integrated Piccadilly station to ensure it can accommodate long term demand and not restrict the levelling up / economic growth opportunity in terms of the development and regeneration opportunities around the stations.

In recognition that the GM HS2 Growth Strategy interventions require a longer-term funding strategy, GM remains committed to working with Government to develop a wider funding strategy that addresses the current disparity between local, shorter term capital funding through the CRSTS and the longer funding model for HS2 and the wider infrastructure programme to provide the catalyst for future growth envisaged in our Growth Strategy.

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<sup>10</sup> <https://tfgm.com/press-release/hs2-npr-growth-strategy>

Transport Funding Priority	Impact on CRSTS Objectives		
	Growth / Productivity	Levelling Up	Decarbonisation
To secure stable funding for the development of <b>HS2 growth</b> area local transport connectivity	<p>✓✓✓</p> <p>Very important in the medium to long term to maximise GM growth and place-based regeneration impacts of HS2 investment.</p>	<p>✓✓✓</p> <p>Vitally important to get connectivity to GM's four HS2 stations right to benefit all areas of GM ensuring levelling up benefits are achieved.</p>	<p>✓✓</p> <p>Will help to ensure that people can access HS2 by non-car modes, providing overall carbon benefits.</p>

## 2.9 Proposals to maintain and manage local streets and the Key Route Network and provide safety critical Metrolink renewals

Our proposals include £62 million of essential maintenance and renewals on the existing Metrolink Network (including £41 million of local contributions) plus £238 million of core investment in Highways Maintenance, supplemented by a strategic maintenance package focusing on the KRN and major structures, and a bus infrastructure renewals package (stops, linings and signage).

Before the Covid pandemic, Metrolink asset renewals were funded locally by GM from Metrolink net revenues. As the pandemic caused a collapse in Metrolink revenue only the most urgent, operationally and safety critical renewals have been prioritised for funding from Metrolink revenues up to March 2022. The CRSTS (including locally funded) Metrolink Renewals package of £62 million supports ongoing urgent renewals beyond 2022, including covering approximately 3km of track renewals with supporting OLE wire replacement, upgrade of obsolete equipment, and other safety and operationally critical renewals.

The Core Highway Maintenance Package provides the routine annual maintenance funding for the ten GM Local Authorities to maintain the highway network, with a focus on maintaining and improving the highway condition status across GM. GM has also prioritised a Strategic Maintenance Package of £50 million across the ten Local Authorities to deliver larger scale maintenance schemes, principally on the KRN or major structures, which are too large to be accommodated within normal annual budgets. In addition, there is a £104 million programme of road safety, public transport and minor works schemes which address local priorities and road safety (which will be managed through our Local Implementation Plans) and the development of an emerging road danger reduction action plan.

Transport Funding Priority	Impact on CRSTS Objectives		
	Growth / Productivity	Levelling Up	Decarbonisation
To address <b>maintenance priorities</b> focusing on the Key Route Network and safety critical Metrolink renewals	<p>✓✓✓</p> <p>Not maintaining our vital Metrolink and highway networks would have significant adverse impacts on economic performance and growth and the city region's productivity</p>	<p>✓✓✓</p> <p>Those adverse impacts of not maintaining networks are borne disproportionately on those with fewest transport options</p>	<p>✓✓</p> <p>The embodied carbon is a fraction of that required for new investments, and a decarbonised transport system relies on reliable underlying infrastructure</p>

## 2.10 Schemes beyond the March 2027 funding window

The prioritisation of the GM CRSTS package has focused on deliverability and the significant majority of schemes can be delivered in full within the five-year funding window to March 2027. Three schemes within the proposals are of a scale that their delivery will be longer term and will commence in the period but will bridge 2027 and complete in the next five-year period, and as such will require retained business case submissions to Government:

- Bury Interchange (within the Stops and Interchanges Programme): the proposals will complete development and commence delivery of the first £45 million of the scheme, with the balance of £36 million of delivery in the next five-year period;
- Delivery of Airport Line Extension to Terminal 2 (within the Future Metrolink Programme): delivery will commence with £37 million of expenditure in this CRSTS period, and completed with £185 million of expenditure in the next five-year period; and
- Tram-Train Pathfinder including Next Generation Vehicles (within the Future Metrolink Programme): delivery will commence with £66 million of expenditure in this CRSTS period and will be completed with £208 million of expenditure in the next five-year period.

In addition, there are works pertaining to HS2 that will extend beyond the March 2027 funding window. These are subject to the HS2 Phase 2b Western Leg Bill and agreement with DfT. They include a Metrolink turnback at Velopark and associated Next Generation Vehicles to operate services to that location.

## 3 The Case for Investing in GM's Proposals

### 3.1 Summary of Proposal Impacts on the CRSTS Key Objectives

Our CRSTS submission, as set out in this Prospectus, represents an extremely compelling and competitive set of proposals, which meet the Government's objectives, and fully justify the upper level (£1,190 million) of available CRSTS funding. GM's proposals deliver in full against the six assessment criteria that Government has set for funding settlements:

- The combination of GM's funding priorities delivers very strongly against the CRSTS objectives of Growth & Productivity, Levelling Up and Decarbonisation – a well-balanced and adequately funded pipeline is required to ensure delivery against all three objectives;
- In terms of deliverability, GM has an unparalleled track record of delivering major funding programmes of this nature; as demonstrated over the last decade via the £3 billion GM Transport Fund that included the phase 3 expansion of the Metrolink network to create the UK's largest light rail network on budget and on time. We have built upon that success by publishing the comprehensive and integrated long-term pipeline in our Five-Year Transport Delivery Plan (developed through extensive collaboration between GM's constituent authorities), and have subsequently prioritised the most deliverable £1.36 billion of investment from the £3 billion pipeline that GM submitted as part of its Spending Review proposals last summer;
- By committing to the higher level of 20% local contribution, which is additional to the significant local contributions that we have made in the recent past and will continue to make, as set out below;
- GM has a well-established local assurance framework<sup>11</sup> that guarantees programmes and schemes are rigorously developed and only schemes with the strongest VfM

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<sup>11</sup> GMCA note that Government published revised guidance for local assurance frameworks for Mayoral Combined Authorities at the start of September, and will reflect this in the programme case submission expected later in the financial year.

proposals are taken forward, and our track record of delivery provides multiple benchmarks of previous similar schemes to give us confidence in these proposals;

- In addition, we would highlight that our submission includes transformative proposals around Metrolink and HS2, which are unique to GM, and which are only deliverable at funding of the maximum proposed by Government.

### 3.2 Growth & productivity

We are clear about what is needed to improve productivity and prosperity across our city region, to enable a strong, sustainable, healthy and inclusive recovery. Ten years on from the ground-breaking ***Manchester Independent Economic Review, the Greater Manchester Independent Prosperity Review***<sup>12</sup> (GMIPR) was commissioned in 2019 to undertake cutting edge analysis of the economic issues facing the city region.

The review charts the strong growth performance experienced by Greater Manchester in the decade prior to the 2008/09 recession, where productivity grew faster than the rest of the UK (excluding London). Whilst employment growth remained strong after the financial crisis, the overall rate of growth slowed significantly and real productivity growth fell to just under 0.1% per annum in the city region compared to 0.5% p.a. in the UK from 2010 to 2016.

In terms of GM's business base and labour markets, the GMIPR found that Greater Manchester is the most economically diverse city in the UK, but business density levels lag behind the national average, as do employment rates.

The GMIPR also found that parts of Greater Manchester with lower productivity, pay and living standards need infrastructure that supports both access to jobs in the centre of the city-region and improved local job opportunities, and is why this Prospectus focuses so heavily on developing the Bee Network and why we have a number of significant proposals to improve public transport connectivity into and between our major centres and other growth locations.

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<sup>12</sup> <https://www.greatermanchester-ca.gov.uk/what-we-do/economy/greater-manchester-independent-prosperity-review/>

In Greater Manchester the spatial drivers of growth and productivity are identified through the existing land supply and potential allocations in the PfE plan. These growth locations include the Central Growth Cluster, Airport and Southern Growth Corridor, Eastern Growth Cluster, GM Western Gateway, North East Growth Corridor, Wigan-Bolton Growth Corridor and the key town centres. The growth locations are shown on the CRSTS Settlement Map in Section 1.

Responding to the GMIPR the Government, GMCA and GM Local Enterprise Partnership jointly published the **GM Local Industrial Strategy**<sup>13</sup> (LIS) in 2019. The LIS seeks to capitalise on economic strengths in health innovation, advanced materials, digital and creative industries and highlights the need for urgent action to improve GM’s transport system.

Our CRSTS proposed pipeline directly responds to these recommendations and builds on the success of our first GM Transport Fund, which helped to deliver (alongside other major improvements to sustainable transport) our Metrolink c.£1.5 billion Phase 3 network expansion (completed between 2010 and 2015). Evaluation has demonstrated that this investment has dramatically improved access to employment, further education and healthcare, particularly for the most deprived communities in and around Rochdale, Oldham, Ashton, East Didsbury and Manchester Airport<sup>14</sup>. Similar benefits have been found in the early evaluation of the cross-city bus package and Leigh-Salford-Manchester BRT scheme which has delivered a transformed bus offer to residents and businesses in Wigan, Salford and Manchester, whilst also delivering huge benefits for active travel through the multi-modal design of schemes<sup>15</sup>.

The key parts of the CRSTS programme that will support growth and productivity are the major enhancements to the “Bee Network”, including the Quality Bus Transit and Streets for All corridor upgrades, between, into and within our town centres (with a particular focus on

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<sup>13</sup> <https://www.greatermanchester-ca.gov.uk/what-we-do/economy/greater-manchesters-local-industrial-strategy/>

<sup>14</sup> <https://tfgm.com/corporate/metrolink-phase-3>

<sup>15</sup> <https://tfgm.com/corporate/bus-priority-programme>



the most deprived parts of GM) and other major growth locations; and our package of HS2 wider connectivity enhancements, which focus on maximising the wider benefits of HS2 at Piccadilly, Manchester Airport, Wigan and Stockport. We are also seeking to deliver an extension of Metrolink to Manchester Airport Terminal 2 to support Manchester Airport's role as a major growth location. And we have identified a specific programme of interventions to support the delivery of our **City Centre Transport Strategy**<sup>16</sup>, which will be critical to ensure that our city centre continues to support the overall sustainable growth of the city region.

By delivering an extensive Streets for All programme, our CRSTS pipeline also places a strong emphasis on creating streets which are more economically vibrant, which make much better provision for active travel and public transport, and which are more welcoming and healthy places for everyone. These measures will act as a catalyst for more private sector investment in new housing and employment, particularly in our key centres. For example, high quality streets and urban areas also help to attract younger, economically active people to GM; and ensure that more of the highly skilled graduates from our four major Universities (Manchester, Salford, MMU and Bolton) choose to stay in GM after they finish their studies.

Our HS2 and NPR growth strategy **The Stops are Just the Start**<sup>17</sup> highlighted the very significant opportunities to create new jobs and homes around the new stations and to bring more GM residents within an easy travel distance of the high-speed network. The strategy highlights the opportunity to double the economic outputs of GM to £132 billion by 2050. CRSTS funding will enable us to start to make those ambitions a reality by providing wider connectivity enhancements in the locations which are to be served by HS2, as well as ensuring that the construction of HS2 doesn't undermine our existing transport networks by disrupting travel into the city centre on existing Metrolink services.

We also have a number of proposals in our CRSTS pipeline to support the sustainable delivery of key growth locations. These include development work for new Metrolink and

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<sup>16</sup> <https://tfgm.com/city-centre-transport-strategy>

<sup>17</sup> <https://tfgm.com/press-release/hs2-npr-growth-strategy>

BRT stop proposals and the delivery of bus infrastructure serving major growth corridors. The proposed redevelopment of interchanges, new stops and stop improvements will be an essential component in delivering our Bee Network ambitions and, in addition to supporting our “Right Mix” ambitions, will drive growth and productivity through infrastructure investment in areas of new development or in left-behind communities. The potential to level up these areas with transformative development to bring them up to the standards of the rest of GM, and to support the sustainable delivery of new development sites proposed for allocation in PfE, is huge.

Our proposals also include interventions such as a programme to address bus “pinchpoints” and Metrolink and highways maintenance programmes; these are critical to ensure that we are able to improve and maintain our existing transport network to support the economic vitality of the city region. The CRSTS proposals will form a necessary (but, on their own, not sufficient) part of the London-style transport system that GM requires to realise the potential to drive the productivity growth described above.

### **3.3 Levelling Up**

The CRSTS pipeline has been prepared to make a major contribution to improving the quality of life of all our residents by helping to improve accessibility to jobs and essential services; to provide an accessible and affordable public transport alternative for the third of GM households who do not have access to a car; and to deliver a more comprehensive active travel network to enable more people to incorporate physical activity into their daily lives.

We have undertaken an equalities impact assessment of our CRSTS pipeline which demonstrates its positive impact in terms of meeting our equalities duties; and we will continually assess and challenge each intervention as it is developed to ensure that each scheme delivers benefits for all members of society, and particularly for those who could suffer disadvantage due to their protected characteristics.

Several independent commissions have highlighted the scale of deprivation and inequalities faced by a number of communities in Greater Manchester; and the role of accessible and affordable transport in helping to tackle these issues.

The most recent assessment of inequalities is: ***Good Lives for All in Greater Manchester***<sup>18</sup>, a report by the Greater Manchester Independent Inequalities Commission (chaired by Prof Kate Pickett) which was published in 2021. The report is supported by current research into the deep structural inequalities across GM, including evidence on the impacts of COVID-19 and the disparities between different communities and local areas. The report highlights the skills deficit and the enduring productivity gap between GM and England as a whole, with a predominance of lower value, low pay employment compared to the south of England. It includes a practical programme of policies for GM to tackle the root causes of inequalities, including proposing a move towards universal basic services, in which education, health, childcare, adult social care, housing, transport and digital connectivity are provided to all – supported by devolved central government investment and funding.

As noted above, while the GMIPR highlighted significant local economic growth over recent decades, it also showed that there are significant disparities in performance across the city-region. Between 1996 and 2016, total Gross Value Added grew by 83% in Manchester, 54% in Salford and 52% in Trafford. Comparable figures for Rochdale and Tameside, by contrast, were 24% and 8% respectively.

Many of our most deprived areas are also poorly served by public transport, which highlights the intrinsic link between transport and productivity – with the basic difficulty of getting from your home to your place of work, or education, often contributing to the economic imbalance between the more affluent, largely southern, areas and the rest of GM. This is a key focus of our Bee Network enhancements – particularly the investment in bus priority and Quality Bus Transit into and between our major centres, which are particularly focused on the more deprived communities in the North and East of the conurbation.

We are delighted that active travel is also a high priority for government, and our aspirations align well with the vision set out in the DfT's Gear Change strategy. Enabling people in GM to be more active in their daily lives is a key pillar in our efforts to improve

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<sup>18</sup> <https://www.greatermanchester-ca.gov.uk/what-we-do/equalities/independent-inequalities-commission/>

health outcomes for everyone in GM (particularly given that one in four GM adults are physically inactive, with less than 30 mins of physical activity a week); as well as helping people to lead low-carbon lifestyles. CRSTS funding will enable us to maintain the momentum on building out our active travel infrastructure network aligned with our 2020 Local Cycling and Walking Investment Plan ***Change a Region to Change a Nation***<sup>19</sup>, which we have already started to deliver through £160 million of Transforming Cities Funding and the Government’s “Active Travel Funding”.

We will ensure that every infrastructure scheme that we deliver will consider the needs of people walking and cycling and meets LTN 1/20 design standards and will take the opportunity to improve active travel connections in all of our projects, even if that is not their primary focus. In particular, our Quality Bus Transit programme is as much about delivering high quality walking and cycling provision through key orbital and radial corridors, as it is about improving buses.

Another key component of our CRSTS pipeline is investment in the accessibility of our transport system to ensure that everyone can benefit from our Bee Network. This includes an ongoing programme of rail station “access for all” schemes; enhancements to existing Metrolink stops to make them more attractive, accessible and secure for everyone using them; and our bus stop enhancement programme.

### **3.4 Decarbonisation**

Greater Manchester Combined Authority, and each of the ten local authorities have all declared climate emergencies. Greater Manchester is aiming for a pathway to carbon neutrality by 2038. We have identified science-based carbon budgets aligned with the Paris Agreement. The budgets now require long-term resource commitments with key partners, most notably Government, to become achievable. Our Five-Year Environment Plan sets out the urgency of the decarbonisation challenge, and it is clear from the analysis undertaken to date that significant emissions reductions are required in the next five years to avoid using up all our carbon budget over that time period, with a requirement to reduce carbon

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<sup>19</sup> <https://activetravel.tfgm.com/publications-and-downloads/>

emissions by c.15% per annum. In this context, decarbonising transport is a particularly high priority, given that it contributes over one third of all of Greater Manchester's carbon emissions, with a current estimated footprint for transport of 4.5 million tonnes of CO<sub>2</sub> per annum (2019 figures, excluding air travel).

As acknowledged by the DfT's recent *Transport Decarbonisation Plan*, there is no single action that will solve the transport carbon challenge in Greater Manchester, and the public sector, businesses and citizens will all need to take co-ordinated action across three main areas:

**Avoid** – reducing the need to travel and the distances travelled (particularly by private vehicles) through digital connectivity (e.g. home working) and delivering services and activities closer to where people live (as set out in the PfE Plan, which has a major focus on directing growth to locations within our existing urban areas and around public transports hubs);

**Shift** – supporting a rapid mode shift to more sustainable modes of transport (alongside a re-distribution of trip origins and destinations), including active travel, public transport and shared transport (this is a major focus of our right-mix targets and the establishment of the Greater Manchester “Bee Network” including reallocation of road-space towards sustainable modes); and

**Improve** – decarbonising the transport fleet – with a particular focus on buses, cars, commercial vehicles and public sector fleet.

It is also very important that the transition to a decarbonised transport system does not exclude those in society who are least able to respond and who, in any case, contribute much less to the carbon problem due to their lower levels of mobility and car use. We therefore see a huge opportunity to tackle carbon whilst also tackling inequalities and helping to level up the poorest communities in GM. This is why delivering a fully inclusive Bee Network is a core component of our decarbonisation plans and of this CRSTS Prospectus; as is our focus on delivering new development in locations well served by sustainable transport. We also have a programme of investment which is directly targeting decarbonisation of the transport system, through investment in EV charging infrastructure

(aligned with our new **EVCI strategy**<sup>20</sup>), and in EV buses and supporting depot charging infrastructure, and through delivery of our first operationally carbon neutral interchange at Bury. These complement measures already set out and funded through our Clean Air Plan.

Our CRSTS pipeline focuses on supporting delivery of our interim right-mix targets for 2030, which is targeting (at least) an additional 400,000 additional trips every day by cycling and walking across all trip types (a 15% increase in walking and c. 150% increase in cycling trips). We are also targeting a 12% increase in public transport trips, by 2030<sup>21</sup>.

The steps in the pathway to the Right Mix are defined using the framework of the spatial themes in the GMTS 2040 so that we have a specific right mix target for each different type of trip in GM. This enables us to differentiate the sorts of interventions that are required to support the sustainable growth of the regional centre from those that are required for neighbourhood and town centre trips, for example. As we develop and prioritise the interventions in our CRSTS pipeline, we will review them to ensure they are making a significant contribution to these mode shift targets. We also need new partnership arrangements with Government to ensure we have the tools, funding and ways of working that will deliver the transformational whole-system changes needed to achieve our carbon budgets, starting immediately and in advance of CRSTS infrastructure being delivered.

We are committed to further work to ensure that all of GM's future transport interventions maximise their carbon performance. We also need to ensure that Government's broader work with GM, particularly in respect of the GM BSIP and the roll-out of the national local authority toolkit, as promised by the Transport Decarbonisation Plan, are maximised to secure the step-change in the sustainable travel offer that decarbonisation demands.

We will continually assess our CRSTS programme from a carbon impact perspective, challenging every intervention throughout its evolution to ensure that carbon benefits are maximised, both in terms of its contribution to reducing operational carbon emissions from

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<sup>20</sup> <https://electrictravel.tfgm.com/greater-manchesters-ev-strategy/>

<sup>21</sup> This increase is compared to a 2017 base position, which following the pandemic, will be a particular challenge for public transport.

transport; and designing schemes which minimise embodied carbon in any new infrastructure and vehicles (in line with the ***PAS 2080 carbon management in infrastructure standards***<sup>22</sup>). TfGM has been developing a suite of carbon assessment toolkits which will be applied to different interventions throughout the scheme development and appraisal process. We will also challenge all interventions to ensure that they have been designed to be resilient to the impacts of climate change.

Tackling climate change and decarbonising transport will form part of our environmental strategy, alongside creating and sustaining better places for nature and overall improving environmental quality.

### **3.5 Local Contribution**

We are committed to the principle of local funding as set out in the National Infrastructure Commission’s recommendation, as we have demonstrated with significant local contributions to the Greater Manchester Transport Fund (“GMTF”) and bus franchising.

#### **Transport funding in Greater Manchester – the position to date**

The Greater Manchester Transport Fund (described earlier in section 1) was c40% locally funded via over £1 billion of locally supported borrowing. Relative to the size of our economy, this is comparable to London’s contribution to Crossrail 1 and more than any other UK city region has contributed to its transport programmes. Greater Manchester reached local agreement on this programme by prioritising schemes based on locally defined appraisal criteria, focusing on maximising city region growth (jobs and productivity) per £ spent.

GMTF has delivered a significant portfolio of public transport and strategic highway schemes which have been delivered on time and within budget, with any efficiencies being recycled into additional growth focused schemes. Schemes delivered by GMTF included:

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<sup>22</sup> [www.carbontrust.com/what-we-do/assurance-and-certification/pas-2080-carbon-management-in-infrastructure](http://www.carbontrust.com/what-we-do/assurance-and-certification/pas-2080-carbon-management-in-infrastructure)

- i) A significant expansion in the Metrolink light rail network, approximately tripling the size of the network;
- ii) The delivery of the bus priority scheme in GM from Leigh into Manchester, part of which is on dedicated 'bus only' highway, and the Cross City Bus Package which has involved the delivery of bus priority measures along four separate corridors through Manchester; and
- iii) Investment in a number of transport interchange facilities, including Bolton, Wythenshawe and Rochdale, as part of wider local plans for investment in public realm and playing a key part in supporting the regeneration of town centres.

The locally supported GMTF borrowings of over £1 billion, are being repaid over a period to 2045 from a combination of the application of Metrolink net revenues (being Metrolink revenues, net of operating, maintenance, and other related costs); and the application of an annual, 'ring-fenced' contribution of £53 million from the Transport Levy, funded by the ten Local Authorities of Greater Manchester.

In addition to the GMTF infrastructure funding commitments, the Mayor, the GMCA and Local Authorities have recently prioritised locally raised funding for transport policies and services, including:

- i) The introduction of the Greater Manchester wide bus franchising scheme, with incremental local funding of £56.5 million and the application of £78 million of Greater Manchester controlled funding that had been 'earned back' following the 2014 Devolution Deal, included within an overall implementation funding package of £134.5 million. The local funding commitment over the implementation period of bus franchising of £56.5 million reflects a mix of a one-off contribution from the ten Local Authorities, business rates pooling funding and a requirement from the Mayoral precept;
- ii) A concessionary scheme, 'Our Pass', which provides free bus travel for 16- to 18-year-olds funded by a Mayoral precept. The annual budget for these costs is c£16 million; and
- iii) Manchester City Council approved £80 million of local funding for a five-year maintenance strategy from 2016 to bring the City's roads back to a good



standard, delivered alongside a programme of proactive maintenance to restore the quality and integrity of the highways asset over the medium to long-term.

In addition to these local funding commitments, and as part of a wider commitment to ensure that funding for key transport activities has continued even during a period where their central funding has been reduced substantially, the Local Authority funded Transport Levy has largely been maintained in cash terms. Whilst this has represented a funding challenge, this demonstrates Greater Manchester's significant commitment to date to invest its own resources into transport services and to support the delivery of transport infrastructure and this has resulted in Greater Manchester's Transport Levy now being one of the highest per capita nationally.

Although these local investments have been very successful in delivering a step change in Greater Manchester's transport infrastructure and passenger offer, it does mean that options for further raising of local funding, under existing powers, are now significantly constrained.

### **CRSTS Local Match Funding Contribution**

Notwithstanding the material local contributions already made to GMTF and transport initiatives, and resulting constraints on local funding options, Greater Manchester continues to recognise the need to complement central government funding with local funding, and further devolution of powers, to deliver a step change in growth and decarbonisation. Greater Manchester supports central government's intention that the CRSTS should build financial capacity from both central and local resources and be sustained into future spending rounds. **To demonstrate Greater Manchester's ambition in this regard, this prospectus proposes a local contribution of 20% over this spending period, at the upper bound of the government's indicated range.**

The total proposed CRSTS programme funding envelope is £1.36 billion, reflecting government funding at the upper bound of the funding range (i.e. £1.19 billion) and £170 million of local contribution. The capital enhancement expenditure within the overall programme amounts to £847 million (with the balance representing maintenance expenditure), thus the proposed local contribution represents 20% of the capital

enhancement expenditure. The summary breakdown of the proposed local contribution is as follows:

<b>Project / Funding</b>	<b>£millions</b>
Bus depots capital costs for franchising (local contribution from incremental Mayoral precept and future bus revenues) already committed to by GM Leaders	80.0
Metrolink renewals (local contribution funded from GMTF)	40.6
Further locally supported funding (local contribution funded from GMTF)	49.4
<b>Total local 20% match funding</b>	<b>170.0</b>

In addition to the proposed 20% local contribution, potential additional developer / local contributions in the order of £37 million have been identified to date through the scheme development process, which, if realised, would provide further additionality to government funding.

The absolute quantum of the local contribution will be dependent on Greater Manchester's funding allocation from CRSTS; and is also predicated on the continuing financial sustainability of existing transport services as patronage recovers from the impact of Covid-19.

### 3.6 Value for Money

GM is committed to delivering a CRSTS programme that delivers the highest value against the objectives for the public money being invested as per paragraph 10.17 of our Single Pot Assurance Framework:

*“For transport projects, as with other GM Single Pot schemes, GMCA will primarily fund projects with a “High Value for Money” where the BCR is greater than 2 and accounting for significant non-monetised impacts and key uncertainties. GMCA may also choose to fund schemes with a lower value for money if the scheme’s strategic case highlights additional outcomes that align with GMCA’s strategic priorities as set out in its Greater Manchester Strategy, the emerging Greater Manchester Spatial Framework and / or the GM Transport Strategy 2040.*

To achieve this, we will evolve our existing processes, including within the Single Pot Assurance Framework and our scheme development and appraisal procedures, to reflect the CRSTS objectives and the current context. GM has also added a pre-business case stage to the existing business case development and approval process, such that, prior to developing Strategic Outline Cases, interventions are identified through a progression of area studies and masterplans, followed by feasibility studies and then concept development; prior to preferred options being taken forward to SOBC stage. This ensures that when funding opportunities are identified, a strong evidence base exists from which to prioritise interventions that meet the objectives of the particular funding opportunity, whilst also offering value for money (VfM) and being deliverable.

As interventions move through this expanded business case development and approvals process, the understanding of value for money is refined, with feedback on the respective benefits and costs informing refinement of the options. For interventions at the first feasibility stage of the pipeline, VfM is derived from benchmarking against similar interventions that have been delivered in GM or elsewhere. Then, as development progresses into the concept stage, programme level VfM cases are developed that derive generic VfM assessments based upon: i) the logic maps from the emerging strategic cases; ii) the conditional outputs that the programmes are seeking to deliver (aligned with right mix and decarbonisation ambitions); and iii) the initial high-level costings. If and when interventions are prioritised to be developed into SOBCs for Programme Entry for a specified funding route, intervention specific initial VfM assessments are produced based upon the appraisal specifications outputted from the concept stage. Typically, full VfM assessments are only produced as part of OBC production at the Conditional Approval stage as per the existing GM Single Pot Assurance Framework.

The interventions prioritised as part of this Prospectus predominantly fall into earlier stages of this development process and so most of the VfM assessments presented as part of this bid are based upon benchmarking or programme level cases. In a few cases, interventions have processed to SOBC stage and so intervention specific information is available from initial VfM assessments.

At all stages, the development of the VfM assessments have been guided by DfT's Transport Analysis Guidance, as per the existing GM Single Pot Assurance Framework. It is however

noted that the objectives of the CRSTS point investment towards areas such as decarbonisation and levelling up. This, and the needing to allow for the increased level of uncertainty introduced to appraisal by Covid-19, places new challenges on existing transport appraisal processes. The GM authorities welcome the recommendations of the recent Green Book Review and welcome DfT's response to it as part of its Appraisal and Modelling Strategy and look forward to working pragmatically with DfT on the challenges involved in the analysis required to ensure the CRSTS offers the best VfM possible.

### **3.7 Deliverability**

**Greater Manchester has an unparalleled track record of delivering large-scale transformative investment in transport infrastructure.**

Our CRSTF proposals build on the success of our ground-breaking Transport Fund, and our experience of scaling up delivery models, including the appointment of the Delivery Partner for Phase 3 of Metrolink expansion. This investment has enabled us to establish and operate the city region-wide Metrolink network (the largest light rail network in the UK, with 99 stops across eight lines), deliver the first section of guided busway for Greater Manchester connecting Leigh and Salford with the City Centre, and provide new multi-modal transport interchanges across our city region, all of which have promoted a significant shift from commuting by car to key employment centres, notably the Regional Centre, in support of sustainable growth.

Over the last five years alone, the GM authorities have together delivered a capital programme of around £900 million, with another £350 million additional transport capital expenditure – excluding highways maintenance - already committed from 2021.

Notwithstanding this track record, Greater Manchester continues to challenge itself and look forward, as exemplified by our unique active travel programme and our decision to pursue bus franchising – the first transport authority outside London to do so.

**We are confident that our ability to deliver is equal to the scale of our ambition.**

As detailed in our 2040 Transport Strategy and 5-Year Transport Delivery Plan, Greater Manchester has a well-developed £3 billion+ transport pipeline for the next five-year period, from which we have prioritised our £1,360 million of CRSTS investment in this Prospectus,

with proposals critically assessed and carefully selected and prioritised according to their deliverability, having specific regard to the:

- Level of complexity in developing and delivering the scheme, including requirements for powers, consents or land acquisition;
- Interdependencies and interfaces with other initiatives;
- Level of stakeholder support;
- Internal and Supply Chain resource capacity and capability; and
- Stage of scheme development / Readiness to deliver.

Our success derives from our collaborative approach to developing and delivering integrated solutions that blend local measures and mass transport systems, built on solid foundations: tried and tested delivery models; transparent and value-based procurement; robust risk and commercial management processes, and underpinned by a well-embedded local assurance framework, robust governance and strong leadership.

We will bring all of this and more to ensure the successful delivery of our CRSTS proposals.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
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