

GREATER MANCHESTER HOUSING PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY

DATE: Thursday, 7th October, 2021

TIME: 10.30 am – 12.30 pm

VENUE: Friends Meeting House, Main Hall, 6 Mount St,
Manchester M2 5NS

AGENDA

6. **BUS FRANCHISING & BSIP UPDATE**

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For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk. Alternatively, contact the following
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This agenda was issued on 04.10.21 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

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Housing, Planning, Environment Overview Scrutiny Committee

Date: 7 October 2021

Subject: Bus Reform and Greater Manchester's Bus Service Improvement Plan

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

PURPOSE OF REPORT:

This report provides an update on the plans to implement Bus Reform within Greater Manchester and a summary of the plan to franchise the bus network in Greater Manchester alongside the Greater Manchester's Bus Service Improvement Plan (BSIP) which is due to be published at the end of October 2021. The report sets out the level of Greater Manchester's ambitions for improving the overall offer to bus customers, how we intend to deliver this ambition and what we need from others to deliver this ambition.

RECOMMENDATIONS:

The GMCA Housing, Planning, Environment Overview Scrutiny Committee is requested to:

1. Note the current position in respect of Bus Franchising in Greater Manchester; and
2. Endorse the level of ambition and proposals being put forward as part of Greater Manchester's Bus Service Improvement Plan which will be presented to GMCA on the 29 October and submitted to Government shortly thereafter.

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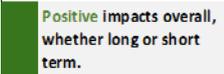
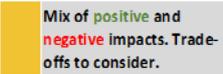
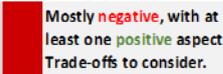
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Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	Bus Franchising and BSIP will help to make the bus network more accessible to everyone through facilitating greater control over bus timetables, routes, fares and quality standards. Through making the bus network more accessible, reliable and affordable the BSIP will improve access to public services. BSIP will aid community cohesion by providing a more accessible, reliable and affordable bus network which will facilitate connections between communities.	
Health	G	BSIP will form a key part of the Bee Network by facilitating improvements for active travel by improving first/last mile trips and interfaces with active travel and sustainable modes. BSIP will help reduce social isolation and improve access to health care services through providing a more accessible, reliable and affordable bus network which will facilitate connections between communities. BSIP will make bus network more accessible, reliable and affordable for all users which will in turn have a positive impact on the ability for residents to access to healthy food in GM.	
Resilience and Adaptation	G	BSIP will play a key role in supporting the decarbonisation agenda and includes proposals that will assist in addressing the climate emergency. For example facilitating modal shift to sustainable transport modes and the move to Zero Emission Buses. BSIP supports the improvement of safety and perceived safety on the bus network through proposals to increase Travel Safe provision.	
Housing	G	BSIP will help improve accessibility to homes for GM residents by creating a bus network which is more flexible to the needs of residents.	
Economy	G	BSIP will make travelling around GM by bus and via the wider transport network more accessible, reliable and affordable for all users which will assist economic development and increase access to employment opportunities for GM residents. BSIP represents significant investment within the GM transport network and will make GM more attractive for investors. BSIP will make travelling around GM by bus and sustainable modes of transport more accessible, reliable and affordable for all users which will increase access to opportunities for formal education, vocational training and skills development.	
Mobility and Connectivity	G	BSIP will digitally enable bus travel in GM via an account based ticketing and information proposition. BSIP has the potential to provide access to physical infrastructure via the provision of new transport links. By encouraging mode shift from private cars to sustainable forms of transport BSIP has the potential to decrease road congestion. BSIP should make bus travel in GM more affordable. A fundamental principle of BSIP is to better integrate bus travel with other modes and provide a more connected transport network. BSIP provides an opportunity to integrate sustainable modes of travel across GM. BSIP will involve increased enforcement of parking restrictions on key bus routes. As part of the BSIP the GM bus fleet will be transitioned to fully electric vehicles.	
Carbon, Nature and Environment	G	Full electrification of the bus fleet by 2032 would reduce carbon emissions from the bus fleets in Greater Manchester by approximately 1.1MtCO _{2e} .	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target		It is anticipated that the delivery of the improvements set out in the Bus Service Improvement Plan will lead to significant levels of modal shift and play a key role in helping to deliver Greater Manchester's carbon reduction targets. In particular in relation to bus fleet the ambition within the Bus Service Improvement Plan is to make 50% of the fleet zero emission by 2027.	
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.

Equalities Implications:

Bus Franchising in Greater Manchester along with the Bus Service Improvement Plan will play a key role in delivering Greater Manchester's Bee Network – a fully integrated, accessible and inclusive London-style transport network. It will help to make the bus network more accessible to everyone through facilitating greater control over bus timetables, routes, fares and quality standards and via the Bus Service Improvement Plan the introduction of additional services and infrastructure; making travel by bus more affordable; introducing a high quality zero emission fleet of buses; providing improved real time information; and through a greatly improved level of customer experience at every

stage of the customer journey. EQIA assessments have been carried out for Bus Franchising and the Bus Service Improvement Plan.

Climate Change Impact Assessment and Mitigation Measures:

Greater Manchester Combined Authority’s Bus Service Improvement Plan focuses on a range of interventions across seven key themes: Services; Fares and Ticketing; Fleet; Infrastructure; Information; Network Management; all woven together and generating an improved Customer Experience. The aim of Bus Franchising and the Bus Service Improvement Plan is to grow bus patronage, initially back to the level seen before the Covid-19 Pandemic but ultimately beyond this patronage level, in line with Greater Manchester’s Right Mix Target of 50% of overall trips being undertaken by public transport and active travel modes by 2040. It is anticipated that the delivery of the improvements set out in the Bus Service Improvement Plan will lead to significant levels of modal shift and play a key role in helping to deliver Greater Manchester’s carbon reduction targets. In particular in relation to bus fleet the ambition within the Bus Service Improvement Plan is to make 50% of the fleet zero emission by 2027.

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport		Specific measures will be developed pending BSIP funding approval. The BSIP will make travelling around GM by bus more accessible, reliable and affordable for all users which improve access to these facilities. This will be achieved via Zero Emission Buses. Proposal to redevelop Bury Interchange and 2000 bus stops.
Roads, Parking and Vehicle Access		Improved access for cyclists and pedestrians will be achieved through bus priority measures which will take into account active travel.
Access to amenities		Improved access for cyclists and pedestrians will be achieved through bus priority measures which will take into account active travel.
Vehicle procurement		Zero Emission Buses to be procured. The BSIP will involve the full electrification of the GM bus fleet by 2032. *Significant operating and maintenance cost saving anticipate through the replacement of diesel buses with electric buses however only capital costs included in the BSIP so far.
Land Use		
Land use		
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:

The key risks that surround the overall plan for bus in Greater Manchester relate to: Progressing the plan for Bus Franchising as planned; The level of funding that will be forthcoming from Central Government to allow Greater Manchester to deliver its ambitious plan; and the ongoing Covid 19 Pandemic and the level / speed of recovery of bus patronage within this context. In addition, each of the individual elements of the Bus

Service Improvement Plan will also have their own unique risks which will need to be managed as development and delivery progresses.

Legal Considerations:

Greater Manchester Combined Authority is currently awaiting a decision from the Court in relation to the Judicial Review held in May 2021 in respect of Bus Franchising. There are no specific legal considerations in respect of the Bus Services Improvement Plan.

Financial Consequences – Revenue:

Revenue funding already committed by Greater Manchester to support the delivery of the bus network in the City-Region includes: £134 million committed funding up until 2025/26 towards the establishment of a franchised bus network; over £30 million per annum in the provision of subsidised and Ring and Ride services; and £16 million per annum to support the ongoing Our Pass pilot. In order to deliver Greater Manchester Combined Authority's BSIP ambitions significant additional revenue subsidy will be required from Government in the areas of Network Recovery and Stabilisation; Services Improvement; Fares and Ticketing; Customer Information and Customer Experience.

Financial Consequences – Capital:

Greater Manchester Combined Authority's BSIP highlights three key areas where additional capital funding will be needed from Government to facilitate delivery of the London-style ambitions. These are: Fleet – the purchase of new zero emission vehicles and the retrofit of all vehicles with technology and equipment to enhance customer information and accessibility; Customer Information and Customer Experience - Systems and equipment to support the roll out of real time on-stop customer information and an integrated App and website; and Infrastructure – a submission was made in early September 2021 to the Government's City Region Sustainable Transport Settlement fund of £1.36 billion, of which £322 million related to bus focused infrastructure improvements which would support the ambitions for bus set out in the BSIP.

No attachments to the report

BACKGROUND PAPERS:

Report to GMCA titled Bus Reform: Consultation and the GMCA Response dated 23 March 2021

Report to GMCA titled Bus Reform: Bus Back Better dated 23 March 2021

Report to GMCA titled Bus Reform: The Greater Manchester Franchising Scheme for Buses 2021 – Implementation and Operation dated 28 May 2021

The Bus Service Improvement Plan has arisen in response to the publication and requirements from Central Government as set out in the National Bus Strategy – Bus Back Better which was published on the 15 March 2021.

The delivery of the bus infrastructure improvements that will be set out within the Bus Service Improvement Plan are dependent on the success of Greater Manchester’s City Region Sustainable Transport Settlement submission prospectus which was approved by GMCA on the 10 September 2021.

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		Yes
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?		None
GM Transport Committee	Overview & Scrutiny Committee	
15 October 2021	7 October 2021	

1. INTRODUCTION/BACKGROUND

- 1.1 This report provides members with an update on how, in the context of the development of the “Bee Network”: a London-style transport network that enables seamless, safe and sustainable journeys for all, Greater Manchester is planning to develop and deliver improvements for bus passengers across Greater Manchester.
- 1.2 In particular, the report provides a summary of the strategic context within which the vision for bus is being developed and delivered; an update on Bus Franchising within Greater Manchester; and a summary of Greater Manchester’s proposed Bus Service Improvement Plan (BSIP), which is required by Central Government in response to their National Bus Strategy – Bus Back Better, to be published by the end of October 2021.

2. THE BEE NETWORK VISION AND GREATER MANCHESTER’S LEVELLING UP DEAL

- 2.1 Greater Manchester Combined Authority’s plan for Bus Franchising and its BSIP proposals, allied with the recent City Region Sustainable Transport Settlement submission to Government forms a key component within GMCA’s submission to the Comprehensive Spending Review.
- 2.2 The approach adopted has been to present a positive Levelling Up deal to Government which will deliver a London-style transport network with affordable London-level fares, which will help accelerate plans for a net zero future with better, greener homes and communities and better jobs and skills.
- 2.3 Recognising that whilst Greater Manchester, as the Region, has made real progress in recent years, there is still much work to do to ‘Level Up’ (both at a GM and at a national scale), and to tackle climate change. Transport is the foundation of this deal, not least in supporting GMCA to secure stronger control over bus services, so as to deliver a zero carbon, London-style, transport network. It will foster a stronger, more efficient and resilient city-region economy, connect people to homes, jobs, learning, leisure and culture, and create opportunities for all of Greater Manchester’s communities – from urban to rural, city to town and village.
- 2.4 Together, the approach sets out the overall ambition for infrastructure improvements across the transport network including £322 million of bus related infrastructure, will help to deliver the overall vision for the “Bee Network” which is set out below:

The Bee Network is an integrated ‘London-style’ transport system which will join together buses, trams, cycling and walking and other shared mobility services by 2024, with commuter rail incorporated by 2030, to transform how people travel in Greater Manchester.’

- 2.5 By designing and delivering public transport, active travel and shared mobility services as one system with local accountability and aligned to national and local

priorities, the Bee Network will transform the travelling experience and make sustainable, low carbon transport an attractive option for all.

- 2.6 Accessible, affordable, integrated, inclusive and easy to use, with a daily fare cap and Greater Manchester-wide multi-modal fares, the Bee Network will support seamless end-to-end journeys within Greater Manchester, irrespective of the destination. To achieve the vision for the Bee Network, bus cannot be considered in isolation: it only makes sense as part of a multi-modal network that includes – very importantly – walking and cycling.
- 2.7 Greater Manchester is strongly aligned with Government and the National Bus Strategy in terms of understanding the potential for buses to play a central role in supporting sustainable economic growth in Greater Manchester's city and town centres and major development areas; in supporting levelling up across Greater Manchester by enabling the most excluded groups to access opportunities; and in driving de-carbonisation of the transport system.
- 2.8 Buses are central to the Bee Network vision which has, in turn, been developed to support Greater Manchester's wider ambition to be the best place in the world to grow up, get on and grow old.
- 2.9 This is why increasing bus travel is a central part of Greater Manchester's pathway to a "Right Mix" vision of zero net growth in motor vehicle traffic from 2017 to 2040 with at least 50% of trips by active travel or public transport. It is why Greater Manchester Combined Authority has decided to pursue a franchised bus system to enable buses to be better integrated into the wider sustainable transport network.
- 2.10 Over recent decades, buses in Greater Manchester have not fulfilled their potential in terms of providing an attractive and credible alternative to car travel. Bus travel in Greater Manchester has declined from a peak reached around 1950, with the decline accelerating since deregulation in 1986. Declining bus patronage set in motion a self-reinforcing cycle of reduced bus patronage, reduced service-frequencies, and higher fares, which has left far too many of Greater Manchester's communities with insufficient local bus services. The result has been that bus travel is now seen by too many people as a 'choice of last resort', and levels of car dependency have dramatically increased. The decline in bus use and increased use of private vehicles has had a wide range of negative impacts on Greater Manchester, such as the decline of town centres; growing social and economic inequalities; and increased greenhouse gas emissions, noise and air pollution from transport.
- 2.11 However, buses continue to play a vital role in the lives of many people who live, work, and visit Greater Manchester. They make up about 75% of public transport trips and are particularly important for people making everyday trips to work, education, and for shopping. Women, young people, those from mixed ethnic backgrounds, Black or Black British people, and those with a disability or mobility impairment are also disproportionately more likely to travel by bus (GM TRADS 2017-2019); these groups are more likely to experience multiple forms of disadvantage and social exclusion and therefore could particularly benefit from improvements to the bus system.

- 2.12 The Leigh - Manchester Busway service, which provides bus rapid transit between Leigh, Salford, Manchester City Centre and the Oxford Road corridor, has already demonstrated the potential of buses to attract new customers in Greater Manchester and the National Bus Strategy and the BSIP presents an exciting opportunity for Greater Manchester to build on this work to achieve a step-change in bus service-quality and patronage throughout the city-region.
- 2.13 Specifically, buses need to provide attractive and accessible services to all communities in Greater Manchester to allow everyone to access jobs, essential services, and other opportunities, particularly for those people who don't have access to a car. Buses also need to improve so that people can choose car-free or low-car lifestyles and also to leave their cars at home for many more journeys. In addition, buses are positive for promoting more active lifestyles through the walk to and from the bus stop.
- 2.14 Clean buses will support our ambitions for clean air, and a carbon neutral transport system by 2038. Buses also need to play an important role in our local economies by supporting the 24-hour economy and more attractive urban places. Buses need to provide good access to and to integrate with Metrolink and rail services to allow longer journeys to be made easily by public transport and new developments need to be well served by bus services.

3. THE NATIONAL BUS STRATEGY

- 3.1 In March 2021 the Government launched their National Bus Strategy – Bus Back Better which was in response to a long standing and continuing trend of decline in bus patronage in the majority of England and in recognition that the Covid 19 Pandemic had only worsened this trend. The aim of the Strategy is to firstly build back confidence in customers in using the bus so that patronage levels return to pre-pandemic levels and secondly to grow patronage, recognising the potential that bus has in the efficient and effective movement of people and the role it can play in helping to deliver economic growth and carbon reduction targets.
- 3.2 As part of the National Bus Strategy guidance issued by the Government in May 2021 stated that all local transport authorities in England are required to publish a Bus Services Improvement Plan (BSIP) by the end of October 2021. The plan is required to set out how each authority intend to address the ongoing decline of bus travel in their area and what they need from a funding perspective to deliver the plan. This should include either a commitment to working within a formal partnership with bus operators – known as an Enhanced Partnership or a commitment to progress bus franchising.
- 3.3 Central Government has indicated that as part of the National Bus Strategy they have set aside £3 billion of funding to support the delivery of BSIP's nationally over the 3 years from April 2022.
- 3.4 At the same time, following two extensive consultation exercise, and in recognition that the long term decline in bus travel within Greater Manchester needed to be addressed, in order for bus to play a central role in forming an integrated, inclusive

and accessible transport network, the Greater Manchester Mayor confirmed his intention to progress with bus franchising.

- 3.5 Over the last 4 months, and in parallel with ongoing work to progress bus franchising, TfGM has on behalf of GMCA been developing Greater Manchester's BSIP. This report provides a summary of the level of ambition in relation to bus that is articulated within the BSIP, the type and level of interventions that will be needed to deliver this ambition and the requirements from others in terms of funding, powers and cooperation in order to deliver the interventions and overall level of ambition.

4. GREATER MANCHESTER'S PLAN FOR BUS REFORM

4.1 Greater Manchester Combined Authority's plan for Bus Reform includes:

- Our plan to stabilise and recover bus services and patronage as part of recovery from the Covid 19-Pandemic – short term measures are included within the Bus Service Improvement Plan;
- The programme of work to franchise the bus network by 2025, in a phased manner; and
- Our intention to provide further enhancements to the bus offer in Greater Manchester facilitated through the Bus Services Improvement Plan which will be submitted to Government by the end of October 2021.

4.2 All of the above will play a central role in supporting the delivery of an integrated London-style transport network.

5. GREATER MANCHESTER'S BUS SERVICE IMPROVEMENT PLAN

5.1 Greater Manchester Combined Authority's ambition is that bus should form a central part of a fully integrated sustainable transport network for travel over the whole of Greater Manchester without the need for a car.

5.2 In summary the ambition contained within the BSIP is – “to develop a modern low-emission accessible bus system, fully integrated with the wider Greater Manchester transport network on which everyone will be willing to travel regardless of their background or mobility level.”

5.3 In order to achieve the ambition for bus, significant improvement to the quality of the bus offer will need to be brought about, by delivering what people tell us they want. Based on research with bus users, journeys by bus will be made quicker, cheaper, greener, more reliable and more attractive, with the aim of improving the whole journey – including pre-trip information, the journey from home to bus stop and bus stop to destination, in-journey information, customer care, the integration with other services, and the waiting experience.

- 5.4 The scale of the improvement needed is significant – but so is the reward from achieving it. It is why Greater Manchester Combined Authority has decided to implement a franchised bus network to allow buses to be operated in a model similar to London, with bus services taken under the direct control of Greater Manchester Combined Authority, which would set routes, timetables, fares and standards and with bus operators bidding competitively for contracts to run services on behalf of the GMCA.
- 5.5 It is anticipated that bus services in the Bee Network will reflect the requirements of creating sustainable communities in each part of Greater Manchester. The mix required to achieve sustainable transport and land-use will lead to different requirements for bus in different places. In some locations, bus will provide the main form of public transport; in others, it will focus on complementing and feeding rapid transit services. High-frequency turn-up-and-go services will be provided where there is sufficient potential patronage; in other locations, services will be less frequent, requiring a particular focus on punctuality.
- 5.6 In the BSIP we have set ourselves the challenge of meeting Greater Manchester Combined Authority’s interim-year 2030 “Right Mix” target for bus travel (as set out in the Five Year Transport Delivery Plan 2021-26). This has been made more challenging by the Covid-19 pandemic, which has had a profound impact on public transport patronage, and implies an increase in bus travel of more than 30% by 2030 from today’s patronage levels. This will not be easy and will require a transformational uplift in the customer experience of using buses in Greater Manchester, as part of the wider, integrated London-style Bee Network. If this target can be achieved, however, the prizes are significant. In particular, it will enable Greater Manchester to reduce its transport carbon emissions by c. 450,000 tonnes of carbon every year in terms of mode shift alone. Further emissions savings will be achieved through the proposed investment in Greater Manchester’s electric bus fleet which could deliver a reduction in annual CO2 tailpipe emissions of around 43,000 tonnes p.a.
- 5.7 The ambitions for bus are summarised around the following seven thematic areas:
- **Customer Experience:** This is the golden thread that runs throughout BSIP with all the improvements targeted at providing customers with a safe and seamless travel experience, supported by a “Mobility as a Service” platform to provide a digital one-stop-shop for all travel needs. The Customer Charter will set out the standards that customers can expect when using bus services in Greater Manchester;
 - **Services:** Stabilising and then strengthening services and routes to a minimum ‘turn up and go’ frequency (at least every 10 minutes per hour on Monday to Saturday daytimes) on major routes to form a ‘London-style network’ to ensure that all of Greater Manchester’s diverse populations and geographies are able to access our bus network;
 - **Infrastructure:** Significant increase in bus priority including Quality Bus Transit on main corridors, and the removal of congestion ‘hotspots’ for buses, plus investment in bus passenger facilities and multi-modal mobility hubs. All of this investment is set out in Greater Manchester’s City Region Sustainable Transport Settlement (CRSTS) Prospectus approved by GMCA on the 10 September 2021;

- **Information:** Readily available; live and up-to-date; multi-modal information that is integrated with the purchase of travel and is provided in a variety of ways to reflect the needs of all customers ensuring its use is captured and used to inform service design;
- **Fares and ticketing:** More affordable journeys, with attractively priced and simply structured London-style fares for ‘hoppers’, travelcards, daily and weekly capping for all bus travel, and for trips interchanging between bus, Metrolink and other modes including some elements of Active Travel;
- **Fleet:** Introducing a fleet of zero emission high quality buses within Greater Manchester alongside associated support infrastructure by 2032. New vehicles will also meet improved accessibility standards. The target will be to make 50% (circa 750 vehicles) of the fleet zero emission in the next 5 years (by 2027). In addition, it is envisaged that the Ring and Ride fleet will be electrified by 2027; and
- **Network Management:** Prioritising bus passenger journey times and reliability consistently across Greater Manchester.

5.8 Further information in relation to the key deliverables as a result of the themes above, subject to the receipt of funding, are set out in Appendix 1.

5.9 These ambitions are supported by a series of specific targets, which are aligned to the GM Transport Strategy 2040 KPIs and which focus not just on the performance of the network but, particularly importantly, on the customer experience and levels of satisfaction with travelling by bus in Greater Manchester.

5.10 Many different partners will have a role to play in helping transform the bus network within Greater Manchester, including: TfGM, Greater Manchester’s ten local authorities; Greater Manchester Police, bus operators, and neighbouring local authorities. Support will also be needed from Government to ensure we have the funding and powers in place to deliver the plan.

5.11 In terms of the substantial capital and revenue funding that will be required to transform buses in Greater Manchester, the BSIP sits alongside Greater Manchester Combined Authority’s City Region Sustainable Transport Settlement Prospectus, which sets out an ambitious and costed plan for investment in Greater Manchester’s Bee Network infrastructure (aligned with our Five-Year Transport Delivery Plan). This will need to be matched from BSIP by significant capital investment in the bus fleet both from a de-carbonisation and passenger information perspective and the revenue funding needed to deliver service enhancements in key locations; to enable affordable fares to be charged to attract more people back onto buses; and to cater for this increased demand; alongside improvements to the customer experience offer for bus, including additional resources to make the bus network safer and more secure and to allow increased enforcement of parking and loading restrictions at key congestion hotspots. The overall ask of Government is still being determined as we finalise the BSIP proposals.

5.12 This funding will help build upon the significant local investment that has already been made over recent years and continues to be made within the bus network and associated infrastructure. This includes revenue funding as follows: £134 million committed funding up until 2025/26 towards the establishment of a franchised bus network; £32 million per annum (based on 2021/22) in the provision of subsidised

and Ring and Ride services; and £16 million per annum to support the ongoing Our Pass pilot.

- 5.13 In addition, 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 has included 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. Notably from a bus perspective this programme has delivered the Leigh-Salford- Manchester guided busway, the Greater Manchester Cross City Bus Package, including the transformation of the Oxford Road corridor and a number of new transport interchanges.
- 5.14 With the role of an elected and accountable Mayor of Greater Manchester now firmly in place and a decision taken to implement a franchised bus system (subject to the outcome of the judicial review), Greater Manchester Combined Authority is in a stronger position to make the case for further devolution of powers from Central Government to take greater control of the transport network. These include devolving powers for moving traffic offences such as the blocking of yellow box junctions, which cause congestion and delays to bus services within our towns and cities, to local authorities.
- 5.15 Finally, the BSIP will be kept under regular review, drawing on regular engagement with customers, including non-users and ongoing monitoring of the performance of the network, tracking progress towards our stated targets, and adjusting course as appropriate.

6. BUS FRANCHISING – PROGRESS TO DATE AND NEXT STEPS

- 6.1 On 25th March 2021 the Mayor of Greater Manchester, in accordance with the provisions of the Transport Act 2000 (as amended by the Bus Services Act 2017), made the decision to introduce a bus franchising scheme for the entire GMCA area. Prior to this the Scrutiny Committee had considered the Bus Reform Consultation and the GMCA Response Report.
- 6.2 Two bus operators: Stagecoach and Rotala challenged the decision by way of a judicial review proceedings and the hearing was held in May 2021. The outcome of this process is awaited - a significantly longer period than was anticipated, and with the risk of impacting on delivery timescales for the implementation of the Franchising Scheme.
- 6.3 The Programme for implementation of franchising has now been fully established. This covers activity associated with procuring franchise operators, delivering the strategy in relation to assets (eg depots, fleet, systems); developing the network strategy; all aspects of the customer experience including brand and the work associated with the future operating model for TfGM to manage franchising. As set out in the commercial and management cases of the Assessment this is a

significant programme of procurement and implementation activity as well as being a large change programme within TfGM.

- 6.4 Within the overall context of Bus Reform, the Bus Franchising Programme will be a key tool to support the delivery of our BSIP ambitions. BSIP should also help support stability in the bus network prior to franchising. The National Bus Strategy which provides the policy context to BSIP is fully aligned with our approach to Bus Reform, with franchising as one of the delivery mechanisms for implementing BSIPs.
- 6.5 In May 2021, GMCA considered a report which set out the next steps required for the implementation and operation of the franchising scheme. As part of that report TfGM were instructed to commence various activities on behalf of GMCA. Those activities included commencing and managing the procurement processes in relation to the franchise contracts for tranche 1 of the franchising scheme, and the contracts for the various on-board equipment, systems and other services that would be required for the operation of the scheme. The decision to award the contracts concerned was reserved to either the GMCA or its officers, depending on the nature of the contract. The report also delegated to TfGM the authority to take any necessary or appropriate steps as required to implement the depot strategy set out in the Assessment and to undertake any preparatory work necessary to establish, operate and manage the Residual Value mechanism for fleet (this is a mechanism to manage the risk created due to the typical asset life of a bus being longer than the length of a franchise).
- 6.6 The first round of franchising will be rolled out in three tranches which are geographically focused as follows:



- 6.7 Each tranche will contain:
- Between two and five large franchises;
 - Between five and ten small franchises; and

- In addition, there are around 300 schools contracts which will be let alongside the franchises.
- 6.8 Consideration can be given to accelerate the implementation of the scheme. This will initially require an amendment of the existing legislation and a decision by GMCA to consult with the public and bus operators on a proposed new timetable. The outcome of any such consultation and reasons for acceleration would then be considered by GMCA and the Mayor.
- 6.9 The procurement process for franchise operations commenced in the summer with the issue of invitations for passport applications under the Qualification System. Obtaining a passport will enable bidders to express an interest in bidding for any future franchise package and reduces therefore reduces the administrative burden for both operators and GMCA/TfGM. A similar system is in place in London.
- 6.10 In parallel there has been market engagement activity with a purpose of:
- Outlining the strategic importance and profile of bus franchising and the Greater Manchester market;
 - Refreshing operators on the core principles of the franchise model; and
 - Inviting initial comments from the operator market in order to test specific commercial principles and contractual mechanisms.
- 6.11 The next stage of the process is the Expression of Interest stage for specific franchise packages within Tranche 1. This is due to commence in October 2021.
- 6.12 In addition, on the 24 September GMCA provided delegated authority to TfGM to undertake functions under the TUPE regulations made under the Transport Act 2000.

Appendix 1: Greater Manchester’s BSIP – Key Deliverables within Our BSIP submission

Key BSIP Theme	Key BSIP Deliverables
Customer Experience	<ul style="list-style-type: none"> • This is the Golden thread that will run throughout BSIP with all the improvements targeted at providing customers with an improved experience; • This will be supported by a Customer Charter – which will set out the standards that customers can expect across GM when using bus services in Greater Manchester; • We will seek additional resources to provide Travel Safe Partnership support to improve customer safety on the Bus Network and in particular to be deployed to hotspot areas (informed by the increased data and analytics capability) across the network on both a proactive and reactive basis; • We will introduce a new real time incident reporting system that will allow quicker and more reactive deployment of resources across the network; and • We will continue to develop our ticketing and payment proposition to provide account-based mobility services that deliver the outcomes of mobility as a service via a digital one-stop-shop with real-time information, travel payment, and customer services for different modes of transport.
Services	<ul style="list-style-type: none"> • Maintain and stabilise the existing bus service levels across Greater Manchester, in particular in light of Covid recovery; • Provide a greater level of turn up and go services on key routes across the network, with a particular focus of connecting our towns and key centres; Target - 70 additional routes brought up to high frequency standard. • Provide a network of services that is easier to understand for the customer and is available for longer including enhanced Sundays and evenings services and the introduction of a critical mass of 24 hour services on 15-20 key routes; • Integrate our bus services with other modes of travel (Rail/Metrolink and Active Travel) to allow seamless journeys across modes; • Local centre network improvements – Enhanced local connectivity and access into key town centres in all districts across GM - including DRT and ‘socially necessary’ transport where appropriate.

BOLTON

MANCHESTER

ROCHDALE

STOCKPORT

TRAFFORD

BURY

OLDHAM

SALFORD

TAMESIDE

WIGAN

	<ul style="list-style-type: none"> • Encourage Active Travel to schools through a review of school services. • Provision of new express services to areas unserved by rail or Metrolink – including precursors to Rapid Transit proposals. Target 3-4 corridors • Enhance the performance of services through Network management tools and infrastructure investment (through CRSTS)
Fares and Ticketing	<ul style="list-style-type: none"> • Removal of multi-operator fare system barriers via the introduction of franchising - with options to start this GM-wide from Tranche 1; • Introduce a London-style flat fare for single trips (target £1.55), that will be extended in validity to become a Hopper (as in London) to permit a change of bus within one hour of the start of the trip; • Building on the current offer, introduce one-day and one-week bus travelcards offering the freedom of the network and which encourage discretionary trips that make good use of seats that would otherwise be empty. Travelcards are the most popular fare product in Greater Manchester and we aim to build on that success. This will be facilitated by Pay As You Go contactless that will see day and weekly capping introduced at the same price as the equivalent Travelcard, aiding more flexibility and ease of travel; • Introduce Bus and Metrolink multimodal fares as per London, where users pay only the fare for the higher single leg of the journey; • Extend the concessions policy to cover i) 25% discount for 18-21s and ii) 40% discount for groups (including at least one adult, off-peak only); • Introduce an integrated ticketing proposition that will see customers benefit from access to Pay As You Go and capping across bus and Metrolink using contactless and other forms of payment. Providing best fare and flexibility to customers across the network; • Introduce future Account Based Mobility Services which will bring together our retail channels (including contactless, online, mobile app and convenience stores options) for customers; • Account Based Mobility will be the foundation for integrated ticketing and information services as well enabling access to a wider mobility offering including bike hire and future initiatives such as Travel Hubs/Park and Ride and scooters; and • This inclusive ambition will allow those eligible for lower fares to register, for example, concessionary cards and manage account balances for travel. This capability will also allow for users with a preference for cash to access the benefits of flexible fares and capped charges across modes. These users may, for example, top-up their travel balance at convenience stores in a similar manner to Oyster users in London.
Fleet	<ul style="list-style-type: none"> • Delivery of c. 750 fully-electric vehicles to upgrade the main bus fleet • Delivery of an additional c.270 fully electric buses to support the expansion and improvement of service provision.

	<ul style="list-style-type: none"> • Delivery of 58 fully-electric accessible vehicles to upgrade the current Ring & Ride fleet • Retrofit entire bus fleet with audio-visual information systems • Retrofit entire bus fleet with on-bus passenger counters • It is our ambition to have all of our fleet electrified by 2032 which would reduce carbon emissions from the bus fleets in Greater Manchester by approximately 1.1MtCO₂e
<p>Infrastructure (To be delivered through our CRSTS submission)</p>	<ul style="list-style-type: none"> • Improved reliability and shorter journey times across the network and in particular on corridors where significant improvements are planned such as 50km of Quality Bus Transit, Bus Priority upgrades and resolution of bus pinchpoints across GM, improving reliability - especially on currently poor orbital connections between our towns; • An integrated and accessible public transport network where passengers can move seamlessly between modes through the use of improved infrastructure at key points on the network; • A high quality and safe waiting environment for customers – the next facilities to be improved include at Stockport and at Bury along with 2,000 bus stops (local accessibility and safety improvements); and • Improved connectivity to and from the public transport network by foot and by bicycle.
<p>Network Management</p>	<ul style="list-style-type: none"> • Working together to continually improve the management of the Key Route Network to better prioritise bus and active travel; • Enhance GMRAPS to introduce a Roadworks Charter which will through a series of principles and targets ensure roadworks are carried out as consistently, efficiently and safely as possible, keeping disruption to a minimum and supporting sustainable travel modes; • The introduction of a GM wide roadworks clash management tool which will highlight where multiple roadworks impact on bus services and will allow greater and more proactive management to reduce delays; • Taking advantage of new powers for local authorities for Lane Rental which will support increased efficiency of delivery of road works thereby reducing the impact on customers; • Taking advantage of new powers to enforce moving traffic offences to reduce unplanned delays on the network and in particular at yellow box junctions; and • The introduction of increased enforcement of existing parking/loading restrictions on key bus routes to reduce congestion and delays for bus services.
<p>Information</p>	<ul style="list-style-type: none"> • Provision of real time information at bus stops – with 1000 key interchange stops having digital screens and the remaining stops having digital departure information. • Information will be integrated through an Account Based Mobility offer ensuring customers can access information alongside other services. This will include a new integrated Bee Network mobile App. • A new website to bring to life the Bee Network and provide a shop window for customers to enable access to travel information that is integrated with other customer services. • The ability for customers to understand information on the level of accessibility of their end to end journey.

	<ul style="list-style-type: none">• Real time information on the level of occupancy / crowding of individual bus services so customers can make informed choices about the best times to travel – on the basis of technology fitted to the bus fleet.• Improved and integrated disruption information for customers to help them navigate the Bee Network seamlessly.
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