



BEE NETWORK COMMITTEE

DATE: Thursday, 25th July, 2024

TIME: 2.00 pm

VENUE: The Tootal Buildings - Broadhurst House , 1st Floor, 56
Oxford Street, Manchester, M1 6EU

SUPPLEMENTARY AGENDA

- 8. Transport Infrastructure Pipeline Report** 1 - 42

A report of Chris Barnes, Network Director Infrastructure, TfGM.

- 9. Bee Network Bus Service Improvements - Part A** 43 - 60

A report of Stephen Rhodes, Network Director Bus, TfGM.

- 10. Exclusion of the Press and Public**

That, under section 100 (A)(4) of the Local Government Act 1972
the press and public should be excluded from the meeting for the

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

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following items on business on the grounds that this involved the likely disclosure of exempt information, as set out in the relevant paragraphs of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

- 11. Bee Network Bus Service Improvements - Part B** 61 - 64
A report of Stephen Rhodes, Network Director Bus,
TfGM.

For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk. Alternatively, contact the following
Governance & Scrutiny Officer: Ninoshka Martins
✉ ninoshka.martins@greatermanchester-ca.gov.uk

This agenda was issued on Wednesday, 17 July 2024 on behalf of Julie Connor, Secretary
to the
Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street,
Manchester M1 6EU



Bee Network Committee

Date: Thursday 25th July 2024
Subject: Transport Infrastructure Pipeline
Report of: Chris Barnes, Network Director Infrastructure, TfGM

Purpose of Report

This report provides an update on progress delivering a pipeline of transport infrastructure improvements to support the operation of the Bee Network: a high-quality, affordable and fully integrated public transport and active travel system which can support sustainable economic growth and increased productivity. The report makes a number of recommendations for members to support the continued development and delivery of the pipeline programme.

Recommendations:

The Committee is requested to:

1. Note the current position, recent progress and key milestones on the transport infrastructure pipeline;
2. Approve the submission of the City Region Sustainable Transport Settlement (CRSTS) Annual Report 2023-24 and updated Delivery Plan;
3. Approve the drawdown of CRSTS funding and associated scheme progression as follows:
 - Rochdale: Middleton Streets for All Phase 1: £0.7m;
 - Integrated Ticketing and Travel Information : Full Business Case and £7.3m;
 - Bus Franchising IS and Ticketing System Assets: £25.0m;
 - Improving Journeys - Orbital Bus Routes: Initial phased delivery of Rochdale – Oldham – Ashton (Rochdale elements): £2.1m, subject to TfGM’s approval of the Outline Business Case in August 2024;
4. Approve the drawdown of £0.5m of GM match contribution to Network Rail Control Period (CP) 7 funding for Access for All (AfA);

5. Approve the drawdown of funding from the Mayor's Challenge Fund (MCF) as follows:

- Trafford Seymour Grove Phase 1: £4.99m (CRSTS funding through the MCF programme);
- Wigan Leigh St Helens Road: £2.17m (CRSTS funding through the MCF programme);
- Wigan Standish Western Route: £1.99m (CRSTS funding through the MCF programme);
- Wigan Whelley Loop Line: £1.31m (CRSTS funding through the MCF programme).

Contact Officers

Chris Barnes Network Director, Infrastructure, TfGM chris.barnes@tfgm.com

Richard Nickson Network Director, Active Travel, TfGM richard.nickson@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

Insert text

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health	G	
Resilience and Adaptation	G	
Housing		
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

G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.	RR Negative impacts overall.
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Carbon Assessment

Overall Score

Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	

Transport

Active travel and public transport		
Roads, Parking and Vehicle Access		
Access to amenities		
Vehicle procurement	N/A	

Land Use

Land use	TBC	
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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.
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Risk Management

The recommendations of this report will enable the continued development and delivery of the Bee Network infrastructure pipeline and prioritised infrastructure expenditure. This will mitigate the programme risk of not fully expending the funding awarded by Government. A programme risk register is maintained and updated regularly by TfGM.

Legal Considerations

Legal Delivery/Funding Agreements in respect of the allocation of MCF, Active Travel and CRSTS funding will be produced and implemented for full scheme and development costs approvals as appropriate using the template agreements agreed with GMCA.

Financial Consequences – Revenue

There are no specific financial (revenue) consequences arising from the recommendations in this report.

Financial Consequences – Capital

Referenced throughout the report.

Number of attachments to the report: 1 City Region Sustainable Transport Settlement (CRSTS) Annual Report 2023-24

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

- 24 June 2022 – City Region Sustainable Transport Settlement – Final Scheme list
- 30 September 2022 – GMCA CRSTS Governance and Assurance
- 28 October 2022 – GMCA 2022/23 Capital Update – Quarter 2
- 10 February 2023 – GMCA Capital Programme 2022/23 – 2025/26
- 26 May 2023 – GMCA Transport Capital Programme (re-baselined Scheme List)
- 30 June 2023 – GMCA CRSTS Assurance (Outline and Full Business Case stages)
- 26 October 2023 – BNC CRSTS Assurance Updates (Outline and Full Business Case stages)

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?

No

1. Introduction

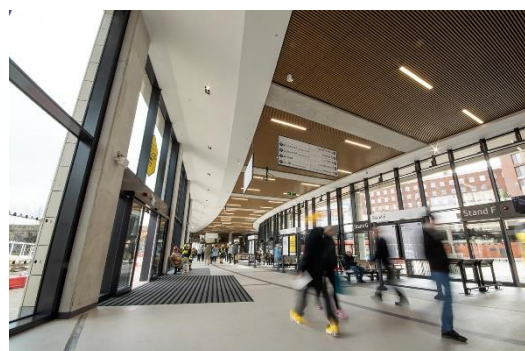
- 1.1. The transport infrastructure pipeline is a key enabler to delivering the Bee Network – Greater Manchester’s plan for a high-quality, affordable and fully integrated public transport and active travel system for the people and businesses of Greater Manchester.
- 1.2. The Bee Network will be pivotal to delivering sustainable economic growth, increased productivity and the city region’s objectives, set out in the Greater Manchester Strategy, by connecting people with education, jobs and opportunity, unlocking development, enabling housing growth, acting as a catalyst for regeneration, reducing carbon emissions and supporting social inclusion and active and healthy lifestyles.
- 1.3. Greater Manchester has led the way in reforming and improving its transport network, and we are now in the transition phase with some elements of the Bee Network already starting to change the way in which people travel across the city-region. As pioneers of bus franchising, we now have local control of our most-used form of public transport, in addition to the largest light rail network in the country – Metrolink.
- 1.4. Key to the delivery of the Bee Network is a programme of investment in transport infrastructure with an anticipated aggregate value between £3.5bn and £4bn to the end of the financial year 2031/32. The transport infrastructure pipeline will deliver a wide range of infrastructure schemes to improve the performance, resilience and customer experience of using Bee Network, including a world-class walking, wheeling and cycling network; expanded cycle hire and loan services, new stations, stops and interchanges; bus priority measures, systems to support integrated ticketing; and asset renewal to maintain and improve network safety and resilience.
- 1.5. Discussions continue to take place with Department for Transport (DfT) officials regarding Greater Manchester’s CRSTS2 allocation for the period April 2027 to March 2032. The indicative CRSTS2 allocation for GM is c£2.5bn, contributing to a total infrastructure investment pipeline of between £3.5bn and £4bn.
- 1.6. GM’s CRSTS2 allocation will form part of GM’s Single Settlement in due course ensuring investment is contributing to the delivery of GM’s wider objectives. The development of GM’s investment proposals for CRSTS2 will be informed by the

Local Transport Plan (LTP) refresh process which is already underway. Regular updates on progress will be brought to this Committee.

- 1.7. Work to develop and deliver the schemes within the Transport Pipeline Programme continues at pace. To date, (excluding the funding requested through this report) 56 out of the original target of 60 CRSTS Strategic Outline Business Cases (SOBCs) have been approved together with 2 Outline Business Cases (OBCs) and 4 Full Business Cases (FBCs). Circa £486m of the £1.27bn CRSTS1 and match funding has now been released. In addition, a total of 58 FBCs have been approved on the Mayor's Walking and Cycling Challenge Fund (MCF) Programme, 49 of which were funded through the Transforming Cities Fund with a total approved value of £115m, the remaining 9 funded through CRSTS1 with a total approved value of £31m.
- 1.8. Key achievements in recent months include the opening of the Active Travel ramp and residential accommodation at Stockport Interchange and substantial track renewal works on the Metrolink network at London Road and on the Altrincham line between Sale and Brooklands.



Stockport Interchange and 2-acre Viaduct Park



New Stockport Interchange (left) and cycle ramp (right).

2. CRSTS Annual Report and Updated Delivery Plan

- 2.1. A condition of the CRSTS funding settlement is that all Mayoral Combined Authorities are required to produce an Annual Monitoring Report for publication on the DfT's website. This report needs to include an update on the CRSTS programme business case, cover key areas such as expenditure, risks, relevant business case stage achieved and value for money, and include the latest Delivery Plan.
- 2.2. Due to the ongoing national re-baselining exercise that was taking place last year, DfT waived the requirement to produce an Annual Report for 2022-23; and therefore the 2023-24 Annual Report has been prepared to cover the 2-year period from 1 April 2022 to 31 March 2024. Following the approval by Government in March 2024 of Greater Manchester's formal CRSTS1 re-baselining response, the Delivery Plan has been updated to reflect this together with the following local changes:
- Replacement of Stockport's proposed Greek Street Bridge Strategic Maintenance Package scheme with Queens Road Bridge Refurbishment & Key Route Network (KRN) Carriageway, on the basis that Network Rail is now replacing Greek Street Bridge through its Renewals Programme and that Queen's Road Bridge is reaching the end of its serviceable life (as detailed in the Capital Programme report to 21 March 2024 BNC);
 - Re-naming Stockport's "Bredbury Economic Corridor Improvement (BECI) Package" scheme to "Woodley to Bredbury Parkway Improvement Scheme", to clarify the scope of this scheme.
- 2.3. The draft Annual Report is attached to this report, and in summary covers:
- Progress to date and key achievements;
 - Updates to the Programme Business Case (including the updated Delivery Plan);
 - Key challenges, mitigations and lessons learned;
 - Financial and risk management;
 - Benefits management (value for money);
 - Programme governance & assurance.
- 2.4. The updated Delivery Plan is included as an appendix to the Annual Report.

3. CRSTS Funding Drawdown Requests

3.1. Following a review of the scheme business cases (Strategic Outline Business Case (SOBC), Outline Business Case (OBC) or Full Business Case (FBC) as appropriate) undertaken by an independent TfGM officer review panel, the schemes outlined below have been deemed to have demonstrated the appropriate strategic case, value for money and deliverability.

3.2. The Committee is requested to approve CRSTS funding drawdowns of £36.39m as follows:

Rochdale: Middleton Streets for All Phase 1

3.3. The Middleton Streets for All scheme focuses on delivering the Middleton Masterplan, notably unlocking regeneration around Market Place in the northeast of the town centre to establish a new Cultural Quarter including Market Place and Middleton Arena.

3.4. The scheme will strengthen the Bee Network by improving connectivity between Middleton town centre and Market Place for walking, wheeling and cycling – as well as maintaining and improving public transport connectivity – by overcoming the severance caused by Market Place Roundabout, which experiences high traffic volumes and lacks infrastructure for active modes. Key features include reconfiguring the roundabout – closing one arm to create new public space on Market Place and diverting traffic along Old Hall Street; ensuring all surface crossings are formalised; providing segregated cycle tracks around the roundabout; improving the underpass to allow sufficient width for shared use, while improving access gradients and sight lines; footway improvements and increased landscaping.

3.5. In line with the local assurance framework, following a review of the SOBC undertaken by an independent TfGM officer review panel, the scheme is deemed to demonstrate the appropriate strategic case, value for money (Medium) and deliverability. As such, the Committee is requested to approve CRSTS funding of £0.7m to progress the scheme to a final business case and contract award.



Rochdale: Middleton Streets for All scheme visualisation

Integrated Ticketing and Travel Information

- 3.6. The Integrated Ticketing and Travel Information programme further supports Bee Network principles and consists of a number of interventions including contactless fare capping, initially on bus, and subsequently between bus and Metrolink; enhanced revenue protection; and a mobile App for customers.
- 3.7. The contactless and revenue protection delivery package provides an attractive proposition that enables full fare paying adults to benefit from fare capping and seamless travel, initially on bus and subsequently between bus and Metrolink using their contactless payment media (card, mobile phone, smart watch) whilst protecting revenue and minimising fare evasion.
- 3.8. The Bee Network App provides multi-modal travel information to help people plan when and how to travel; the ability to purchase a ticket for upcoming travel; real time information, including bus tracking and disruption information to keep customers informed; the ability for customers to quickly provide feedback; and access to 'live chat' with GMP.
- 3.9. A total of £6.74m has been drawn down to date to support the development and delivery of above initiatives.
- 3.10. Further work is now required to deliver a multi modal (bus and Metrolink) contactless solution, that will provide greater flexibility and ease for customers who, in future, won't need to plan and purchase travel in advance, they will simply be able to touch in / touch out (on bus and Metrolink) and know they will be charged the best value fare.

- 3.11. In addition, the ability to check passengers have paid using contactless payments, including new devices is also being developed, along with the ability for customers to 'self-serve', meaning that they can see their journeys in the App.
- 3.12. In line with the local assurance framework, following a review of the Full Business Case (FBC) by an independent TfGM officer review panel, the proposals are deemed to demonstrate the appropriate strategic case, value for money and deliverability. As such, the Committee is requested to approve a further drawdown of £7.3m to complete and fund the further work set out above.

Bus Franchising IS and Ticketing System Assets

- 3.13. In addition, the Committee is requested to approve the drawdown of £25.0m to fund a number of IS and ticketing systems and equipment assets required for the implementation of bus franchising. These works were initially proposed to be funded from the Bus Franchising Transition revenue budget but these funds are now being used to directly support Bee Network services as part of the TfGM revenue budget. As such it is proposed that these assets are now funded from CRSTS. This switching of funding was previously outlined in the 2024/25 GMCA Transport Revenue Budget¹.

Improving Journeys: Initial phased delivery of Rochdale – Oldham – Ashton

- 3.14. Improving Journeys – Orbital Bus Routes (formerly known as Quality Bus Transit) forms a key element of the Bus Infrastructure Programme funded through CRSTS and will actively contribute to the delivery of Greater Manchester's overall ambition for the Bee Network and bus travel generally, as set out in Greater Manchester's Bus Service Improvement Plan and in the GM Bus Strategy. The programme will create a step-change in the experience of taking the bus for local journeys, addressing key barriers to bus travel including journey time, reliability, comfort and perception of safety at stops. It will also significantly improve access to the rapid transit network and Greater Manchester's town centres thereby supporting their ongoing regeneration.
- 3.15. The approved CRSTS Delivery Plan includes an overall allocation of £75m to deliver the Improving Journeys – Orbital Bus Routes programme, £50m of which has been allocated to the Rochdale – Oldham – Ashton corridor. This is the busiest

¹ [B. GMCA Transport Revenue Budget 2024-25.pdf \(greatermanchester-ca.gov.uk\)](#)

corridor within the bus franchising Tranche 2 area. Working in partnership with the relevant GM Local authorities, the scheme is progressing through the outline design stage of development, including public engagement on proposals where appropriate. To date, £2.03m of CRSTS funding has been released to progress an Outline Business Case (OBC) for this scheme and to deliver an initial package of early intervention measures to support active travel and improve access to bus stops.

- 3.16. An Outline Business Case (OBC) for the Rochdale section of the scheme has now been developed, with further work continuing on proposals for the Oldham and Tameside sections.
- 3.17. In line with the local assurance framework, the OBC is currently being reviewed by an independent TfGM officer review panel to ensure the scheme demonstrates the appropriate strategic case, value for money and deliverability to progress to the next stage of development. The Committee is therefore requested, subject to TfGM's approval of this outline business case during summer 2024, to approve a further drawdown of £2.1m CRSTS funding to develop the Rochdale element of the scheme to Full Business Case. Subject to further public engagement and securing the necessary powers and consents, construction on the main scheme in Rochdale is anticipated to commence in autumn 2025. Works on early interventions along the corridor are already underway.



Improving Journeys: Initial phased delivery of Rochdale – Oldham – Ashton scheme visualisations

4. Access for All Programme Funding

- 4.1. In September 2022 GM nominated 11 stations to receive DfT Access for All (AfA) funding to make rail stations more accessible for less able passengers. Access for All forms part of a wider Control Period 7 (CP7) delivery plan, which sets out planned activities, outputs and expenditure of operating, maintaining and renewing the mainline railway infrastructure in Great Britain between 1 April 2024 and 31 March 2029. Included in this nomination was a 'Match Fund' allocation towards the design and delivery of each station, committed using a Network Rail contribution to AfA Match Fund.
- 4.2. On 24 May 2024, the DfT announced the successful stations to receive Access for All CP7. There are nine successful nominations in the North West, of which three are GM stations. These stations will receive funding for initial feasibility work, prior to further approvals for programme entry the details of which are subject to confirmation from DfT.
- 4.3. The successful GM stations are:
 - Flowery Field (Tameside) GM Priority #1
 - Newton for Hyde (Tameside) GM Priority #2; and
 - Bredbury (Stockport) GM Priority #4
- 4.4. As with the previous round of AfA (CP6, 2019-24), the DfT did not award funding in accordance with GM's priority order: as such, Levenshulme station, GM's 3rd priority on the list submitted has not been successful in CP7. TfGM continues to seek feedback from the DfT on the rationale for this decision, and on the detailed process for securing programme entry for the successful schemes.
- 4.5. TfGM is also exploring additional funding opportunities accelerate the GM AfA programme beyond the DfT's CP7 Programme. If successful, Levenshulme station will be progressed as a priority.
- 4.6. In line with the 'Match Fund' allocations put forward in the nomination, BNC is therefore requested to approve the drawdown of £0.5m from existing capital contingency allowances to progress the development of the Access for All programme and undertake a tender for the design for the three stations successfully included within the DfT's AfA CP7 programme.

5. Bee Active Network

- 5.1. The Bee Active Network is a fundamental component of an integrated Bee Network within Greater Manchester, enabling more active travel for shorter journeys through the provision of dedicated, safe infrastructure which will also support people to walk or cycle to the bus or tram stop and back again. In line with previously granted delegated authorities, the recommendation to provide delivery funding approval for the four schemes set out below was endorsed by the GM Active Travel Programme Board on 13 June 2024, following a review of the Full Business Case (FBC) by TfGM's Active Travel programme team.

Trafford Seymour Grove Phase 1

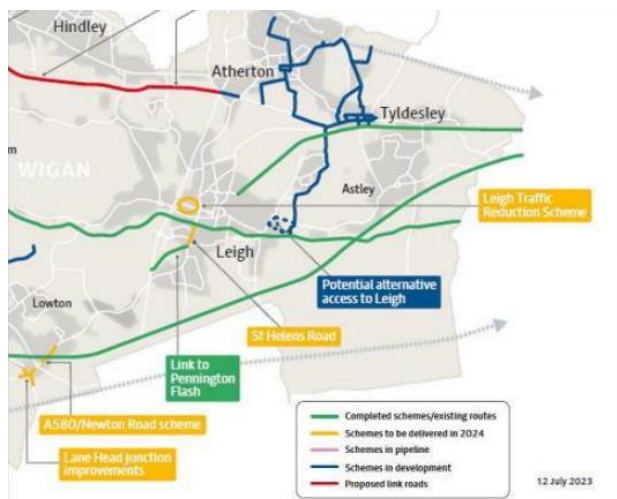
- 5.2. The scheme has a MCF programme funding ask of £4.99m and represents the first phase of a wider scheme, currently being developed by Trafford as part of their Active Travel pipeline, whilst forming part of Trafford's A56 North Active Travel Corridor which runs between Stretford and Manchester City Centre.
- 5.3. The Phase 1 scheme will provide a series of measures along a 0.5km section of Talbot Road, addressing a missing link in the existing active travel network. As well as a segregated cycle route, this scheme will provide two fully segregated protected junctions (Chester Road/Stretford Road/Talbot Road and Seymour Grove/Talbot Road) and will enable future development of an active travel route running south along Seymour Grove, connecting to the Chorlton Cycleway.



Trafford Seymour Grove Phase 1. Talbot Road looking Westbound towards Chester Road Junction.

Wigan Leigh St Helens Road

- 5.4. The scheme has a MCF programme funding ask of £2.17m to enable scheme delivery by Wigan Council, having originally received programme entry in November 2019 as part of Wigan’s Leigh-Atherton-Tyldesley network scheme.
- 5.5. This scheme completes a missing link in Wigan’s active travel network in Leigh, providing 0.5km of kerb-protected cycleway on the A572 St Helens Road from the Bridgewater Canal to Bonnywell Road, bridging across the canal and connecting into Leigh Town Centre.



Wigan Leigh St Helens Road

Wigan Standish Western Route

- 5.6. The scheme has a MCF programme funding ask of £1.99m to enable scheme delivery by Wigan Council, having originally received programme entry in November 2019 as part of Wigan’s Standish to Ashton network scheme.
- 5.7. This scheme provides a high-quality multi-user track through the greenbelt, bypassing the busy A49 and presenting locals and visitors with a safe, and direct traffic-free route. The 2.7km Standish Western Route connects two routes previously delivered via the MCF programme (Standish Mineral Line and Wigan to Standish Phase 1) , providing a continuous active travel route from Wigan town centre to Standish.



Typical layout of A49

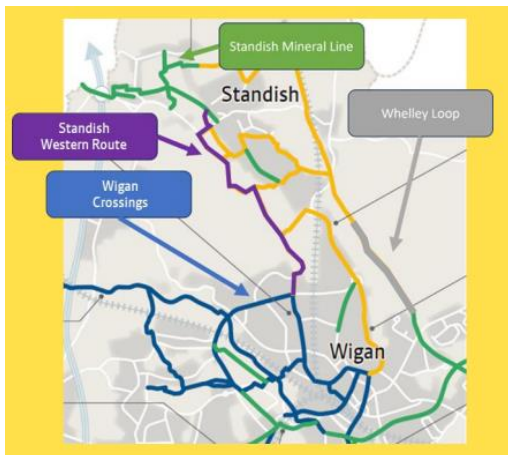


Existing off-highway route

Wigan Standish Western Route

Wigan Whelley Loop Line

- 5.8. The scheme has a MCF programme funding ask of £1.31m to enable scheme delivery by Wigan Council, having originally received programme entry in November 2019 as part of Wigan’s Standish to Ashton network scheme.
- 5.9. The Whelley Loop is a popular, well-used multi-user path and this scheme proposes to extend the route by approximately 1km, and to build an accessible ramp up to Hall Lane, a traffic-free estate road within the Haigh Hall Country Park.



Wigan: Whelley Loop Line. The scheme seeks to address existing issues illustrated (centre and right).

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BEE NETWORK

**City Region Sustainable
Transport Settlement**

GMCA Annual Monitoring Report 23/24



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Foreword

Greater Manchester is well underway with delivering the Bee Network: a high-quality, affordable and fully integrated transport system for our residents and businesses that brings together bus, tram, rail, cycling, wheeling and walking, all connected by joined up fares, ticketing and customer information.

The Bee Network is already transforming how people travel around Greater Manchester, driving growth and productivity, tackling congestion and supporting our vision for a sustainable, decarbonised city region. It is supporting people here to access jobs, education, vital public services and combat social isolation and car dependency.

Greater Manchester has long advocated for the kind of devolved, long-term capital funding that the City Region Sustainable Transport Settlements (CRSTS) provide. Supported by our Trailblazer Devolution Deal, in recent years Greater Manchester has led the way in reforming and enhancing urban transport systems. This has shown how increased local control and accountability can drive higher usage, and stronger returns on investment, make transport more affordable for users and public bodies alike and support economic growth, housing delivery and improved health and environmental outcomes.

Greater Manchester has a strong track record of delivery and a history of working with Government to improve the lives of our residents and drive up the productivity of the region. As this report shows, our CRSTS funding is being invested at pace to support delivery of the Bee Network. We are developing a major, growth-focussed transport capital pipeline, reflecting previous CRSTS 1 and 2 allocations and representing a sustained plan to improve our public transport infrastructure.

This includes delivering the first new rail station for Greater Manchester in 30 years, at Golborne, and our first operationally carbon neutral transport interchange, in Bury. Our work also spans Metrolink and tram-train development, bus priority, continued delivery of walking and cycling infrastructure and improvements to our roads to make them safer and less congested for everyone. We are also committed to working with Government and partners across the region to ensure we have the east-west and north-south inter-city connectivity required to underpin a high performing economy for the future, including progressing the delivery of Northern Powerhouse Rail by moving forward with the High Speed Rail (Crewe-Manchester) Bill.

All of this means that we are ready to move at pace to help deliver the Government's growth mission, and we look forward to continuing to work with Government across a comprehensive programme to ensure improved transport supports a growing economy.

We are proud of our progress to date and look forward to providing further updates on delivery and the transformational impact of this major investment in the future.

Andy Burnham, Mayor of Greater Manchester

Progress to date

Background

The transport infrastructure pipeline is a key enabler to delivering the Bee Network – Greater Manchester’s plan for a high-quality, affordable and fully integrated public transport and active travel system for the people and businesses of Greater Manchester. The Bee Network is pivotal in delivering sustainable economic growth, increased productivity and the city region’s objectives, set out in the Greater Manchester Strategy, by connecting people with education, jobs and opportunity, unlocking development, enabling housing growth, acting as a catalyst for regeneration, reducing carbon emissions and supporting social inclusion and active and healthy lifestyles.

Greater Manchester has led the way in reforming and improving its transport network, and we are now in the transition phase with some elements of the Bee Network already starting to change the way in which people travel across the city-region. As pioneers of bus franchising, we now have local control of our most-used form of public transport, in addition to the largest light rail network in the country – Metrolink. Passenger usage is on a positive trajectory, with demand on Metrolink now being well above pre-Covid levels and patronage on bus increasing also.

Key to the delivery of the Bee Network is a programme of investment in transport infrastructure with an anticipated pipeline to the end of the financial year 2031/32 of between £3.5bn and £4bn (when incorporating both CRSTS and non-CRSTS funding sources). The transport infrastructure pipeline will deliver a wide range of infrastructure schemes to improve the performance, resilience and customer experience of using Bee Network, including a world-class walking, wheeling and cycling network; expanded cycle hire and loan services, new stations, stops and interchanges; bus priority measures, systems to support integrated ticketing; and asset renewal to maintain and improve network safety and resilience. The confidence of having a long-term capital allocation is allowing us to deliver increased value for money through our procurement management strategies and supply chain relationships.

Work to develop and deliver the schemes within the Transport Pipeline Programme continues at pace and, in conjunction with other Devolutionary powers, is already making a material difference in supporting higher usage of sustainable transport modes, realising stronger returns on investment, making transport more affordable for users and public bodies alike and supporting economic growth, housing delivery and improved health and environmental outcomes.

City Region Sustainable Transport Settlement (CRSTS1) [1 Apr 2022 – 31 Mar 2027]

Greater Manchester (GM) submitted its CRSTS Prospectus in September 2021 requesting funding totalling £1.19bn for the financial years 2022-2027 to support the delivery of its transport ambitions and, in particular, the creation of the Bee Network: an integrated transport system for the city region.

Through the Autumn 2021 Spending Review, GM was awarded an indicative allocation of 90% of this funding request and, via a letter from the Secretary of State for Transport in late November 2021, was asked to submit a detailed Programme Case that was also to include provision for the capital elements of GM's Bus Service Improvement Plan (BSIP).

The GM CRSTS Programme Case was submitted at the end of January 2022, including the additional BSIP capital elements in relation to Zero Emission Buses and Integrated Ticketing and Customer Information Measures, with a reduced overall budget of £1.07bn.

At the start of April 2022, the Secretary of State wrote to the GM Mayor to confirm that GM would receive the full amount of the indicative allocation of £1.07bn, which covers the five-year period up to March 2027.

CRSTS 2 [1 Apr 2027 – 31 Mar 2032]

GM's CRSTS2 allocation will form part of GM's Single Settlement in due course ensuring investment is contributing to the delivery of GM's wider objectives. The indicative CRSTS2 allocation for GM is c£2.5bn, contributing to a total infrastructure investment pipeline to the end of the financial year 2031/32 of between £3.5bn and £4bn (when incorporating both CRSTS and non-CRSTS funding sources). It is envisioned that this funding will form part of Greater Manchester's Single Settlement agreed as part of the Trailblazer Devolution deal at the next Spending Review, which will cover other sectors such as housing and skills alongside transport.

Engagement with DfT officials regarding the indicative CRSTS2 allocation is ongoing. The development of GM's proposals for CRSTS2 will be informed by the 2040 Strategy / Local Transport Plan (LTP) refresh process, which is already underway.

Re-baselining

In recognition of national and global inflationary pressures on construction and manufacturing supply chains, in early 2023 the previous Government provided all Mayoral Combined Authorities with the opportunity to re-baseline their CRSTS1 Delivery Plans. In developing our re-baselining proposals we have taken account of a number of local challenges, for example in terms of addressing the substantial post-covid financial pressures associated with the safe operation of GM's existing Metrolink network, and have also looked to maximise opportunities where possible, such as those associated with being the first of the Combined Authorities to successfully launch Bus Franchising.

Greater Manchester's formal CRSTS1 re-baselining response was approved by Government in March 2024 and a copy of the updated Delivery Plan is attached to this Report (see Appendix 1).

Key Achievements

Work to develop and deliver the schemes within GM's CRSTS Programme continues at pace.

To date, circa 90% of our target number of Strategic Outline Business Cases (SOBCs) have been approved and circa £480m of the £1.24bn CRSTS1 and match funding has been released to scheme

promoters. Over 50 further business case submissions (comprising Strategic, Outline and Full Business Cases) are expected by the end of March 2025.

A selection of project and programme highlights are included below:

Bus

Greater Manchester is the first Combined Authority outside London to implement **Bus Franchising**. With the completion of Tranches 1 and 2 of Bus Franchising in September 2023 and March 2024 respectively, over 50% of buses in GM are now franchised, with the final tranche (Tranche 3) to be implemented in January 2025.

Funding from the CRSTS programme is supporting the provision of zero emission buses and the installation of supporting charging infrastructure at bus depots. The first **bus depot electrification** was completed in September 2023 at Bolton Bus Depot, followed in March 2024 in Oldham. The electrical charging infrastructure installed at both of these depots now supports the operation of **100 new electric buses** in these areas.

The new **Stockport Interchange** opened in March 2024. As one of the biggest single projects outside of London, this £140million facility forms part of Stockport's £1 billion town centre regeneration, comprising residential and retail development but with transport investment at its heart. The new interchange itself features 18 bus stands which can support up to 164 departures an hour and has been designed with future Metrolink integration in mind; whilst the wider scheme redefines the town's connectivity with a new 2 acre park and new walking and cycling links to the railway station and the town centre, supported in part by a CRSTS funding contribution.

Our CRSTS proposals include a similarly transformative scheme at **Bury Interchange** as part of the rapid transit integration programme. This future proofed multi-modal bus, tram and active travel scheme will transform the travelling experience for our customers with a safer, more accessible facility which fully integrates with Bury Council's ambitious town centre masterplan proposals. Following approval of a Strategic Outline Business Case in November 2022 the Outline Business Case is due for submission this Autumn, demonstrating how CRSTS funding is facilitating a best-practice transfer of knowledge, skills and experience from one scheme to the next – using a true pipeline approach.

Proposals for bus priority improvements on **7 Improving Journeys Orbital Corridors** have been developed and submitted for public engagement. The engagement feedback will be analysed and incorporated where possible as the detailed design progresses. A number of early intervention packages have also been developed across these corridors and are now moving into delivery. These include traffic signal improvements to help with bus journey time reliability, and improved pedestrian access to key bus stops.

Following consultation on the Stockport section of the A6 **City Centre Radial**, outline proposals for bus priority improvements on a further 5 key radial routes connecting Manchester City Centre within

the M60 Boundary are being developed and a first round of public engagement is due to take place later this year.

In parallel with the above schemes, complementary works are underway through the **Bus Pinch Points and Maintenance Programme** which focuses on delivering localised interventions (such as traffic signal, junction and bus stop improvements) to improve the overall bus network. To date over 70 interventions have been identified, of which 2 schemes have been completed and a further 6 schemes are currently on site/in delivery. An audit of 4,300 bus stops across GM has been undertaken, which will be used to identify where priority **Bus Stop Enhancements** are required. 4 bus stops have been upgraded to date and further works are forecast to commence in Autumn 2024. Alongside this, we are also renewing bus priority **Signing and Lining** across GM and renewing and upgrading the supporting **ITS Platform** to support the operation of an efficient highway and bus network.

As part of our rapid transit integration programme, the expanded Park & Ride at the Tyldesley guided busway stop in Wigan is scheduled to open in 2025 as a first-of-its-kind 'travel hub' for Greater Manchester – offering better active travel and public transport integration to improve the first and last mile for our customers. Development work also continues to bring forward, with private sector investment, **a new Leigh-Salford-Manchester Guided Busway stop** at Mosley Common in Wigan.

The above infrastructure improvements are supported and complemented by investment in our **Customer and Ticketing offer** which focusses on six core packages:

- Contactless Ticketing including Revenue Protection and Insight and Analytics;
- Mobile App including Customer Information and Ticketing alongside Insight and Analytics; and
- Account Based Ticketing including In Person Retail and Insight & Analytics.
- Travel Information Improvements: Interchange and bus stop information improvements, including open data portal
- Travel Information Improvements: Website and Metrolink real time information
- Customer Contact Centre Improvements

The first phase of **Contactless Ticketing** has been rolled out as part of Bus Franchising, enabling customers to pay a 'Known Fare' using contactless media (i.e. bank card/smart watch/mobile phone) on a Bee Network Franchised bus service. Work on the second phase of delivery is now underway, which migrates the Metrolink back office (which does the fare capping calculation so the customer doesn't have to) on our existing contactless system to the same as bus uses which will allow the third phase to commence. The third phase is the multi modal element, so a customer can tap on and off across Metrolink and bus and know they will be charged the best value fare.

The first phase of **Mobile Ticketing** has also been completed, enabling customers to purchase and pay for Bee Network bus, tram and multi modal products in advance of travel. The **Bee Network App** is a personal travel companion, enabling customers to plan journeys in advance, promoting the cheapest tickets for tram and bus journeys (supported with the functionality of retailing tickets), as

well as providing live Bus Tracking and live stops and departures. The Bee Network App also includes features such as Google & Apple pay to enable customers to easily purchase and pay for travel and the ability to 'live chat' with GMP. [\[06\]](#)

Rail

GM's CRSTS programme include proposals for the first new rail station to be built in Greater Manchester in 25 years, **Golborne Station**. This is one of three "retained" schemes within GM's CRSTS programme, alongside Bury Interchange and Metrolink Next Generation Vehicles and Tram-Train Pathfinder, which means that final approval for these schemes rests with Government. Following public consultation (completed in early 2024), an Outline Business Case was submitted to Government in March 2024 and is currently under review with a report due to be presented to the West Coast North Programme Board in July. The scheme has also made significant design development progress, ahead of an outline planning application being submitted in September 2024.

Separately, proposals are progressing for improvements to **Stockport Station** which has recently been incorporated into the Manchester & Salford Stations partnership between TfGM and Network Rail. The scheme is currently being progressed to the selection of a preferred option, which is due to be completed by the end of March 2025.

CRSTS funding has enabled GM to progress its **Access for All programme**, which seeks to improve accessibility at a number of rail stations across the city region. Outline designs have been completed for the next 4 priority schemes which are at Swinton, Reddish North, Hindley and Bryn Stations. Following completion of a 2-stage open market tender, a contract has been awarded to complete the detailed design for these 4 sites by the end of 2025, which will enable construction works to take place throughout 2026.

In parallel, a further 3 stations have been developed to outline design stage: Flowery Field, Newton for Hyde and Levenshulme Stations. Using CRSTS as match funding, TfGM nominated these stations to the DfT's Access for All Programme for CP7 and has been awarded Flowery Field, Newton for Hyde and Bredbury stations. TfGM will now commence the design and delivery of these schemes and seek to establish a funding route for Levenshulme which was not successful in this funding bid.

In October 2023, the previous Government announced its **Network North** initiative, rescoping HS2, including cancelling HS2 Phases 2a (Birmingham to Crewe) and 2b (Crewe to Manchester). Before the Network North announcement, funding from the CRSTS programme was enabling the development of proposals for enhanced connectivity of the GM HS2 stations at Manchester Piccadilly, Airport and Wigan with particular focus on active travel and public transport access, as part of our HS2 wider connectivity programme of works. CRSTS funding was also supporting the production of plans for the relocation and expansion of Metrolink at Piccadilly and the Airport Metrolink Western Leg variant, facilitating sustainable mode connection of the proposed Manchester Airport High Speed station to Manchester Airport. We successfully worked with DfT and HS2 Limited on amendments to the HS2 proposal as part of the Additional Provision 2 of the hybrid

Bill, including provision of powers to construct, operate and maintain the **Airport Metrolink Western Leg Variant** which was missing from the main Bill proposal.

At part of the Network North, the previous Government allocated funds to expand the Northern Powerhouse Rail (NPR) programme with an additional £12 billion “to better connect Manchester to Liverpool” as part of the Liverpool-Manchester-Leeds element of the NPR network. Following this announcement, we have worked with DfT and local leaders to agree the strategic route for this connection and are working on a programme for development of the Manchester Piccadilly to Millington/ Rostherne section of this route.

Metrolink

The Metrolink Programme primarily delivers **safety and operationally critical renewals and enhancements** to the existing Metrolink network and tram fleet. Since April 2022, CRSTS funding has enabled the advanced procurement of long-lead materials to deliver a range of track, overhead line equipment (OLE), tram, depot and safety related projects (tram overrun protection, upgrades to off-street pedestrian crossings & improved platform markings).

Alongside this, extensive work has been undertaken to develop the **longer-term Metrolink programme** to continue to deliver safety and operationally critical renewals and enhancements to maintain Metrolink operations for the customer including further track, OLE, power, tram, depot, safety and security and speed control projects.

In parallel with operating the existing Metrolink network, we continue to explore options and develop business cases to expand the reach of our overall rapid transit network (fast and frequent public transport moving large numbers of people – e.g. suburban rail, tram and tram-train, underground metro, and busways) across the city region.

As part of the rapid transit integration programme, development work continues to bring forward a number of **new Metrolink stops**, including private sector investment, to serve major developments:

- **Cop Road** on the Oldham & Rochdale Metrolink line, serving the Beal Valley and Broadbent Moss developments in Oldham (approximately 1,900 homes and 22,000 square metres of employment space). A Strategic Outline Business Case is due for submission in Autumn 2024/25.
- **Elton Reservoir** on the Bury Metrolink line, serving the Elton Reservoir development in Bury (approximately 3,500 homes). Economic analysis and option development work is underway which will lead to development of a Strategic Outline Business Case during 2024/25.
- **Sandhills** on the Bury and Oldham & Rochdale Metrolink lines, serving the Victoria North development in Manchester (approximately 15,000 homes). A Strategic Outline Business Case was approved in 2023, assisted by funding from Homes England. Subject to

agreement on a funding package we are aiming to procure an Outline Business case during 2024/25.

As part of the future rapid transit programme, the Strategic Outline Business Case for Metrolink's **Next Generation Vehicles** – which are to have tram-train capability, to allow services to join up the light rail and heavy rail networks – has been approved in 2023. The Outline Business Case is progressing through 2024 and 2025 with the key aim being a **Bury-Heywood-Rochdale-Oldham tram-train 'Pathfinder' service**. Preparatory work completed to date for **new and extended Metrolink lines** will allow formal business case development towards an application for statutory powers to commence this financial year, using a steady and rolling pipeline approach.

Active Travel

As of the end of March 2024, Greater Manchester has delivered over 114km of high quality active travel schemes, as part of our **Bee Active Network**. Development and delivery of these schemes has been funded through a combination of our Transforming Cities Funded 'Mayor's Challenge Fund' (£160m), over £40m of Active Travel England funding and a CRSTS funding contribution of £54m. By 2027 we anticipate having approximately 10% (around 270 km) of our planned network in place.

Looking ahead to 2024-25, GM has already achieved full business case approval for £29m of CRSTS-funded active travel schemes which are currently in varying stages of delivery, including:

- Completion of the third and final phase of the **Bee Network Crossings Programme**, which will have delivered new and upgraded crossings at 9 sites across Bolton, Rochdale, Salford, Stockport, Tameside and Trafford by Summer 2024.
- Completion this Summer of a series of strategic cycling & walking improvements along the **A56 corridor in Trafford**, and the installation of a new pedestrian and cycle bridge over the Ashton Canal in Ancoats as part of **Manchester's Northern and Eastern Gateway scheme**.
- The roll-out of a GM-wide programme of **Safety Camera** digitisation and upgrades (led by TfGM) which is currently being delivered by our appointed delivery partner, Jenoptik. This will improve safety on the network for all users, particularly those most vulnerable.
- Works are due to start on site this Summer on schemes in **Bolton town centre**, which will improve the quality of infrastructure for walking, wheeling and cycling including a series of protected signalised junctions, new cycle parking spaces, footway reconstruction and lengths of new segregated two-way cycle lanes, and in **Bury**, including a new pedestrian and cycle bridge over the River Irwell.
- **Manchester's active neighbourhood scheme** in Levenshulme has benefitted from extensive on-street trials and is now progressing through a phased delivery, while **Tameside's Active Neighbourhood Phase 2** scheme is forecast to commence works on site this Autumn.

Streets for All

The Streets for All programme comprises 24 schemes which have been identified by the 10 GM local authorities to improve the environment for pedestrians, cyclists and public transport users in key

locations, including town centres and strategic transport corridors. To date £11 million has been released through the approval of Strategic Outline Business Cases (SOBCs) to develop schemes to the point of delivery, including producing outline designs, undertaking public engagement and consultation, and completing detailed transport modelling to support the case for each scheme. Four SOBCs remain to be submitted during 2024 and approvals are expected by Autumn. One scheme is currently on-site, with a further two schemes due to start works in late Summer / early Autumn.

Electric Vehicle Charging Infrastructure (EVCI)

GM has secured a LEVI funding allocation of £16.2m which, alongside CRSTS funding, will help to deliver low power on-street electric vehicle charging infrastructure across GM. The EVCI programme will focus on areas which are often less likely to be served by the commercial market, such as rural areas and locations where residents don't have access to off-street parking or access to charging within five minutes' walk. Part of the CRSTS funding will also enable the installation of EVCI on a number of TfGM-managed Travel Hub sites. Proposals are currently in development, with installation expected to start in 2026 following the completion of the necessary procurement and legal processes.

Network Maintenance

Over £200m has been invested to date in maintaining and renewing the highway and Metrolink network across Greater Manchester, safeguarding the resilience and operational integrity of our key public infrastructure assets.

Through the CRSTS programme £45m in total is being invested equally across the ten GM Local Authorities (LAs) over 5 years from April 2022, following the submission of successful business cases to carry out various treatment interventions to their deteriorating carriageways on the Key Route Network (KRN) and/or maintenance to their structures.

The programme objective is to arrest the rate of deterioration on the KRN and maintain a safe, reliable and resilient network and to prevent the build-up of reactive repairs. New running surfaces extend the life of the carriageway and road users will benefit from smooth uninterrupted and safe journeys.

97 maintenance schemes have been completed to date, totalling 57.3km of carriageway surfacing / treatment and key maintenance works to 3 bridges.

In addition, £175m has been allocated over the 5 year period giving all 10 GM Local Authorities (LAs) a share of £35m per year to support their capital highway maintenance. Each LA is progressing through their respective maintenance programmes, improving and providing resilience across all aspects of their highway networks, including carriageways, footways, cycleways, bridges, street lighting and drainage.

Updates to the Programme Business Case

Published Delivery Plan

As noted above, in early 2023 Government provided all Mayoral Combined Authorities with the opportunity to re-baseline their CRSTS1 Delivery Plans, with Greater Manchester's formal CRSTS1 re-baselining response approved by Government in March 2024.

The latest Delivery Plan, which has been updated to reflect the approved re-baselined position, is included as an attachment to this Report (Appendix 1).

The key changes to the Delivery Plan are:

- Securing resilience across the bus franchising infrastructure, including bus depots and associated EV charging infrastructure; Customer Information Systems; (AVA/ CCTV) installed on the bus fleet and at stops and interchanges; IS and ticketing systems and equipment costs.
- Additional critical renewals to the Metrolink network required to maintain safe operations.
- Development of a replacement tram management system.
- Some reallocations of funding within individual local authority programmes, to maximise delivery of scheme outputs.
- In addition to the above, as a result of 4 October Govt. announcement cancelling HS2 phases 2a and 2b, the CRSTS funded HS2 / NPR scope (including preparatory works / utility diversions) is yet to be re-confirmed.

Financial Management

Greater Manchester's formal CRSTS1 re-baselining response was approved by Government in March 2024, which increased the expenditure forecast (including local match contributions) to March 2027 from £1.31bn to £1.48bn. With funding totalling £1.24bn (£1.07 bn CRSTS grant and £170m local / match funding), overprogramming is therefore £257.1m (i.e., 24% of the CRSTS grant), an increase of £191m compared with the original over programming allocation of £66.0m, as shown in the table below.

Programme	Approved Delivery plan (June 22 GMCA)			Current forecast (rebaseline) August 23			Variance	
	Local	CRSTS	Total	Local	CRSTS	Total	CRSTS	%
	£m	£m	£m	£m	£m	£m	£m	
Bus	80.0	359.1	439.1	84.0	487.5	571.5	(128.4)	
Rail	-	44.0	44.0	-	58.4	58.4	(14.4)	
Rapid Transit Integration	15.4	48.0	63.4	15.4	48.0	63.4	-	
Future Rapid Transit	34.0	67.0	101.0	30.0	67.0	97.0	-	
HS2 Programme	-	85.0	85.0	-	85.0	85.0	-	
Metrolink Renewals (incl. TMS replacement)	40.6	21.4	62.0	40.6	79.3	119.9	(57.9)	
Active Travel	-	53.6	53.6	-	53.6	53.6	-	
Streets for All	-	134.7	134.7	-	125.2	125.2	9.5	
Highways Maintenance	-	220.0	220.0	-	220.0	220.0	-	
Minor works / Road Safety	-	103.5	103.5	-	103.5	103.5	-	
Original overprogramming	-	(66.0)	(66.0)	-	-	-	(66.0)	
Sub total	170.0	1,070.3	1,240.3	170.0	1,327.4	1,497.4	(257.1)	
2024/25 revenue support (cap / rev switch)	-	-	-	-	-	-	-	
Total	170.0	1,070.3	1,240.3	170.0	1,327.4	1,497.4		
Current overprogramming / funding shortfall							(257.1)	(24%)

Following the re-baselining being approved, there has been a further £25.1m contribution identified and reported through GMCA relating to receipt of funding received from GM's Bee Network Tranche 1 and 2 Bus Franchise Operators to part fund the cost of the first 100 zero emission buses (ZEBs), which are now operational in the Tranche 1 and 2 areas. Homes England funding of £0.15m has also been received to further develop the potential Metrolink stop at Sandhills for the Victoria North development, bringing the total CRSTS funding including the GM local contribution to c.£1.52bn.

As of March 2024, £477.2m of CRSTS funding has been approved for release to scheme promoters by the GMCA/ Bee Network Committee (BNC) to support scheme development and delivery, with further drawdowns to be requested as and when required to deliver the programme.

There is an ongoing, iterative, delivery confidence exercise that will inform any potential underspend against the CRSTS1 funding. However, any potential underspend will likely result in the current overprogramming associated with the programme being negated.

Benefits Management (Value for Money)

As per the GMCA Assurance Framework, Benefits Management is a three part process whereby the benefits of a scheme are tracked through the scheme lifecycle:

- i) Appraisal of impacts through the scheme development process to full approval to ensure scheme design is aligned to the stated objectives and represent value for money;
- ii) Benefits Realisation to ensure that the inputs provided are converted into the intended outputs, with benefits at the heart of any change control process alongside time and budget constraints, and with schemes looking to 'advertise' their future benefits via behavioural change Activation activity; and
- iii) Monitoring and evaluation post-opening, which is covered in the next section, to assess the extent to which the delivered outputs actually translate to expected outcomes and impacts.

As at the date of this report, over 50 CRSTS funded projects have at least an SOBC in place and hence will have, as a minimum, an outline appraisal showing how the scheme is likely to perform in terms of value for money (VfM), and drafts of the Benefits Realisation and Monitoring and

Evaluation plans in place. Draft final value for money (VfM) statements are provided at OBC for conditional approval of the preferred option, and then finalised at FBC. Where schemes have been assessed as lower complexity, they have the option to submit a combined OBC/FBC (subject to approval) in which case the final appraisal is presented at this stage.

The table below shows the number of schemes (grouped by mode) that have been appraised to date and the split across the value for money categories based upon the assessment of the outline appraisals for the SOBC submissions. The majority of schemes are classed as offering medium and high value for money, with certain active travel and highway maintenance schemes offering very high VfM. 4 schemes have poor VfM based on their outline appraisals to date and therefore for these schemes, noting that they are each supported by a strong strategic case, approval to pass to OBC has been accompanied by a plan to continue to review and improve the VfM through further scheme development activity.

VfM Category	Active Travel	Bus	Highway / Maintenance	Metrolink / Rail	Total
Very High	1	0	1	0	2
High	3	3	7	0	13
Medium	7	1	0	2	10
Low	3	3	0	1	7
Poor	3	1	0	0	4
Total	17	8	8	3	36

The table below presents the same information but with split of VfM classes within each mode weighted by the PVC as an indicator of spend.

VfM Category	Active Travel	Bus	Highway / Maintenance	Metrolink / Rail	Total
Very High	11%	0%	51%	0%	8%
High	14%	38%	49%	0%	21%
Medium	42%	3%	0%	95%	43%
Low	15%	42%	0%	5%	19%
Poor	18%	18%	0%	0%	9%
Total	100%	100%	100%	100%	100%

Monitoring and Evaluation Framework

The early emphasis in Greater Manchester's work on CRSTS monitoring and evaluation (M&E) has been to secure high quality and proportionate scheme-level activity to provide evidence on the effectiveness of interventions. This evidence will allow for accountability at the scheme level and also to provide the basis for informing future investment decisions.

The scheme level evaluation approach has been led by evaluation officers at TfGM, providing a critical friend review service as well as developing both an M&E plan template and a reporting template. Ongoing support that can be called upon includes:

- Guidance on objective setting, emphasising the need for consistency with national and GM CRSTS objectives;
- Guidance on producing a clearly set out logic map;
- Confirming which of our core set of research questions are applicable, alongside any bespoke questions derived from scheme objectives;
- Advising on the appropriate data collection activities and resources needed to answer each of the research questions.

Our scheme-level evaluation supports the DfT national evaluation requirements for quarterly monitoring of outputs and outcomes and the Department's wider evaluation activity.

As the M&E work progresses, there has been a growing emphasis on programme level needs, to inform future GM programmes and strengthen the basis for future decision-making, e.g. in the realms of improved modelling and appraisal capabilities.

As well as being ready to input into the DfT's regular monitoring of outputs and outcomes, TfGM/GM is able and willing to fully support other national evaluation activities, particularly once a national evaluator is appointed in the summer. We welcome the opportunities that will arise for future conversations on M&E activity and creation of enhanced national capacity on M&E and are also keen to facilitate in-depth conversations that include other MCAs' M&E specialists.

Programme Governance & Assurance

All CRSTS-funded schemes are required to go through a defined assurance process in line with GM's local Single Pot Assurance Framework. The assurance requirements to be applied to each scheme are determined by the scheme's risk and complexity, which is measured by an industry-standard project complexity tool. In addition, the Department for Transport (DfT) has identified a number of schemes as "retained schemes" which must go through DfT's required assurance processes in addition to the local assurance framework. Current 'retained' schemes include Bury Interchange; Metrolink Next Generation Vehicles and Tram-Train Pathfinder; and Golborne Station.

Following Strategic Outline Business Case (SOBC) approval, the role of the GMCA going forward is to ensure that the business case principles on which these initial scheme approvals were predicated, including their value for money status, are maintained throughout the scheme development process. This is necessary to help the GMCA discharge its functions as the Accountable Body for the Greater Manchester Local Enterprise Partnership (GM LEP), namely:

- To have responsibility for ensuring value for money is achieved;
- To identify prioritised lists of investments within prevailing available budgets;
- To have ultimate responsibility for individual scheme and programme approvals, make decisions in relation to investment and release of funding, and provide scrutiny of business cases where appropriate;
- To monitor progress of scheme delivery and spend; and

-
- To actively manage the devolved budget and programme to respond to changed circumstances (such as schedule range, scheme alteration, realisation of risks).

The Bee Network Committee has been established to provide this governance on behalf of the Combined Authority and is supported by an Infrastructure Pipeline Board, individual Programme Boards and Steering Groups.

Separate assurance processes have been developed to ensure the appropriate design quality is achieved and these design checks are undertaken at key project stages in parallel with the business case assurance processes outlined above.

Key Challenges, Mitigations and Lessons Learned

Risk Management

An Enterprise Risk Management (ERM) framework has been established and is continuously implemented and monitored across TfGM's infrastructure pipeline delivery which includes all CRSTS-funded schemes. The framework ensures that the appropriate level of risk governance, risk process (identification, treatment and monitoring), hierarchy, and management tools are applied to each scheme.

The ERM consists of three levels of risk hierarchy (scheme-specific level, programme level and infrastructure pipeline level). Each level has dedicated risk champions to ensure continuous implementation and monitoring of the process as well as delegated authorities for critical decision making on risk escalation matters. A single source of truth is maintained through utilising TfGM's chosen risk management information system, and this also contributes to transfer of knowledge and lessons learned across schemes. Most importantly, these provide visibility of aggregate risk impacts across the framework and ensures that no level of the framework's risk hierarchy is isolated.

The framework utilises ISO 31000 risk management standards and adopts both qualitative and quantitative risk assessment and modelling approaches according to projects' lifecycles. The risk management requirements to be applied to each scheme are determined by the scheme's risk and complexity, which is measured by an industry standard project complexity tool. Risk management training is continuously provided through formal and informal means to the delivery teams, and this continues to enhance the risk management culture across the pipeline.

A number of key strategic risks and challenges spanning scheme, programme and pipeline levels are outlined in the following section of this report.

Challenges across the programme

All major infrastructure programmes of the scale and nature of GM's CRSTS programme face a wide range of challenges which need to be carefully tracked and managed. This section provides an overview of some of the key strategic challenges currently being seen across the programme and the steps that are being taken to address these:

- **Inflation.** Although inflation has reduced from the levels seen between 2021 and 2023, significant financial challenges for construction and manufacturing supply chains remain. While the approved re-baselining proposals go some way to mitigating this challenge, we continue to closely monitor the impact of inflation across the programme.

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- **Resource Availability / Access to Revenue Funding Support.** As the programme builds momentum, the availability of required resources and capability/skills continues to be a critical risk. Challenges include ensuring delivery partners are sufficiently resourced to be able to undertake the development and delivery of schemes, and that there is sufficient access to specialist technical support areas (such as highway modelling, appraisal or traffic signals design). There are also additional resource pressures on those local authority partners who are supporting GM-wide programmes (such as Bus Infrastructure) in parallel with developing and delivering their own schemes. Access to revenue (e.g. capability and capacity) funding to address these resourcing needs has proved essential to date in enabling early scheme development work at the pace required to support timely delivery.
 - **Pressure on Industry and Contracting Partners.** Some project teams have experienced difficulties in attracting and securing sufficient suppliers with the requisite capability and capacity to deliver their programmes within a competitive environment (locally, regionally and nationally). This has been exacerbated by a shortage of specific skills and experience in certain sectors, for example rail and active travel, which has resulted in scheme delays in terms of progressing design development or securing necessary technical approvals. More generally, a significant amount of work is planned in GM over the next three years with TfGM and LAs accessing similar contracting frameworks. This may require a review of delivery timescales as competing works are identified to mitigate impact the pressure.
 - **Managing Customer Disruption during Construction.** Over the next 3 years significant infrastructure improvements are planned across GM. If construction works are not properly managed and coordinated this will result in significant disruption and customer impacts across the transport network, particularly given external factors such as unplanned utility works or emergency highway maintenance repairs. Scheme mapping and delivery integration are vital to managing this key risk.
 - **Delivering a Fully Integrated Network.** The CRSTS programme includes proposals to improve transport infrastructure across all modes, from Bus to Metrolink, Rail to Active Travel. Within the context of a constrained highway network this can give rise to potential 'conflicts': for example, delivering ambitious bus priority requires re-allocation of road space to buses, but in many cases this can have a potential impact on private car journeys and/or require creative and cost effective solutions to meet active travel needs. Equally, delivery of ambitious active travel projects can require a re-imagining of the way road-space and streets are used, especially through proposals such as active neighbourhoods and school streets, and some of these conversations and debates have played out on the national stage, including a recent review on the effectiveness of low traffic neighbourhoods and the introduction of the Plan for Drivers. Robust design management, comprehensive stakeholder engagement and strong political support and decision making are needed to ensure that the expected benefits

are delivered in the required timescales, and that the expectations of a fully integrated and reliable transport network are met.

- **Inclusive Design.** Some elements of active travel design can prove challenging for visually impaired users particularly where they interface with other modes, such as at bus stops. This can lead to difficulty in securing stakeholder support, and the full realisation of intended benefits. TfGM continues to work across GM with a wide range of reference groups, including our own Disability Design Reference Group (DDRG), to ensure such issues are addressed through the design review process, and through supporting the development of pioneering solutions such as our current technology trial which uses an audible warning system to assist visually impaired pedestrians.
- **Novelty / Lack of National Standards.** There is currently a lack of national standards and requirements for EV buses and associated infrastructure (for example in relation to the type of equipment, how this is monitored and what needs to be considered in emergency scenarios, particularly around fire risk and mitigation). This means that we are not able to be clear with our supply chain on what is required when developing and delivering projects, creating a risk that the specification used will not align with future legislation and retrospective works will be required. This also leads to a lack of definition when consulting with key stakeholders, including fire services and insurers. Clarity on this is essential to ensure a consistent approach and that all requirements are met.
- **High Speed Rail Timetable Uncertainty.** Following the cancellation of HS2, the timetable for future high speed rail services on the West Coast Mainline is uncertain. In this context, the integration of the new Golborne Station with the wider rail industry remains a key challenge and is likely to result in delays to the scheme until this is resolved. TfGM continues to engage across the rail industry and DfT to ensure Golborne is included in their long term planning assumptions.

Lessons Learned

We have used the key challenges above to identify a number of lessons learned and examples of best practice which are being implemented to drive continuous improvement across the programme. These include:

Pipeline Delivery. Using a range of differing and successive funding streams, including Mayors Challenge Fund via Transforming Cities, Active Travel Funding, Capability Funding and CRSTS, TfGM has been able to develop an active travel infrastructure pipeline which is a blend of schemes approved for delivery and those which have had some development work undertaken. This developed pipeline has enabled GM to rapidly respond to emerging funding opportunities, with a demonstrable ability to deliver to short timeframes.

Adopting a whole pipeline approach has also enabled us to realise benefits over and above transport-related outcomes, for example through the recently completed **Stockport Interchange Mixed Use** development where our ability to blend multiple funding streams has resulted in the delivery of significant regeneration and placemaking with transport at its heart. A whole pipeline approach has also allowed transfer of team knowledge, skills and experience from Stockport Interchange to Bury Interchange.

Early Development of Schemes in Advance of Capital Funding. Given the timescales required to develop schemes, including design and undertaking meaningful engagement and public consultation, it is critical to secure approval of the Strategic Outline Business Case (SOBC) in advance of securing capital funding. This means a greater requirement for revenue funding to facilitate timely development and delivery, in partnership with local authorities. Access to revenue funding to enable scheme development through the early years of the CRSTS1 programme has been a key factor in getting schemes to the point where they are ready to deliver, however ongoing access to this support is required in order to maintain a rolling pipeline approach. Lessons learned from CRSTS1 show that striking the right balance between revenue and capital funding is essential to mitigating the risks in relation to GM's ability to maximise the opportunities from enhanced levels of capital funding, without the requisite levels of revenue funding required to develop schemes up to the stage where capital can be utilised. A proportionate level of revenue funding (preferably with a material element of this being made available in advance of CRSTS2 capital funding) will enable continued effective and efficient development of the Infrastructure Pipeline to best maximise investment outcomes. Early confirmation of CRSTS2 capital allocations will similarly assist longer-term pipeline development and planning.

Effective and Efficient Processes. Successful delivery of a programme of this scale and complexity relies on having streamlined and proportionate processes embedded at each stage. As an example, the Bus Pinch Points and Maintenance programme is a rolling programme, delivering a high volume of lower cost and lower risk / complexity schemes. Standard governance procedures were deemed disproportionate and time consuming. To mitigate this, streamlined governance arrangements have been implemented that are proportional based on risk, complexity, and value, whilst still providing assurance that money is spent on the right things, and delivering value in line with the SOBC. Examples of this include an annual drawdown of funding to support development and delivery of schemes, and a "one-pager" Full Business Case template for interventions less than £100k with a simplified sign off process. This all enables quicker delivery and the ability to be flexible to respond to operational issues as they arise on the network. Use of embedded templates and processes across the programme also helps us to ensure a consistent approach.

Buildability. Early contractor involvement (ECI) can help to derisk delivery and provide certainty on the costs estimate and construction timescales, by providing the most up-to-date construction knowledge and buildability input to inform the options and development stages of a scheme. As an example, this has proved key in our Bus Depot Charging Infrastructure programme in enabling us to determine how construction works can best be implemented in an operational depot environment.

Reference to delivery of previous schemes and programmes also provides us with important learning points in terms of key areas and risks to consider. For example, reference to previously delivered electric vehicle charging infrastructure programmes has helped to inform the delivery of our current bus depot electrification programme, in particular in relation to electrical supplies and associated requirements.

Industry Engagement. Ongoing engagement is required with suppliers, consultants, operators and contractors to understand what the market looks like today, tomorrow and beyond. In particular, some areas of the CRSTS programme are in a fast-emerging market, with operational, technical and technology advances happening at an accelerated pace. Following ongoing market engagement, procurement strategies have been optimised to incentivise the supply chain via a combination of scale and longevity (for example, creating pipeline packages of similar renewals developed via ECI) whilst retaining individual procurement opportunities for SMEs / specialist suppliers.

We have also experienced situations, for example through the rail programme, where interfacing schemes have been identified at a late stage of delivery and this has caused some delay. Earlier engagement and better integration by key industry partners to provide a single guiding mind will lead to greater efficiency in the delivery of benefits and mitigate the delays caused by interfacing projects.

Good Network Management. Undertaking preventative maintenance to carriageways in the early stages of deterioration can help to avoid or delay the need to carry out full structural renewal and, in most cases, will return a greater whole life cost benefit.

To understand the condition of the KRN carriageway a SCANNER survey is planned to be carried out in the first quarter of 2024 for the whole length of the carriageway, the results of which will enable us to prioritise preventative highway maintenance works where they are most needed.

To secure the expeditious movement of traffic it is important that LAs engage with their work co-ordination teams early to plan their time on the highway network to minimise the disruption. Works programmes also need to be dynamic to take into account the needs of other works promoters, for example utility companies. The National Highways & Transport Network (NHT) is a service used by all the GM LAs, which are used to measure their performance, compare with their peers, identify areas of improvement and can help to shape policies and procedures. We also use GMRAPs to co-ordinate works, in conjunction with GIS mapping of all schemes.

As part of their general highway asset management planning all GM LAs have developed long term maintenance programmes, but with the ability to be flexible to accommodate changing circumstances. Adopting this approach has enabled some LAs to accelerate their planned package of works early in the programme to take this into account.

Appendix 1 – GM CRSTS 1 Delivery Plan

CRSTS Re-baselined Scheme List October 2023
Bus Programme
Quality Bus Transit
Future Quality Bus Transit (QBT) Corridor: Bury-Rochdale (including Rochdale: Heywood Streets for All)
Future Quality Bus Transit (QBT) Corridor: Ashton-Stockport
Future Quality Bus Transit (QBT) Corridor: Wigan-Leigh
Initial phased delivery of Wigan-Bolton Corridor
Initial phased delivery of Rochdale-Oldham-Ashton Corridor
City Centre Bus Connectivity
City Centre Bus Strategy Phase 1
Initial phased delivery of Salford Crescent-Media City UK Corridor
Sale West to Altrincham Network Improvements
City Centre Radials: A662 Ashton New Road
City Centre Radials: A664 Rochdale Road
City Centre Radials: A62 Oldham Road
City Centre Radials: A6 Stockport Road
City Centre Radials: B117 Wilmslow Road
Bus Pinch points and Maintenance
Bus Pinchpoint Fund (Rolling Programme)
Bus priority signing and lining (Rolling Programme)
Bus Stop Enhancement Programme (Rolling Programme)
Intelligent Transport Systems (ITS) Enhancements (Rolling Programme)
Integrated Measures
Integrated Ticketing and Information
Electric Bus Package
Electric Vehicles (EV) Buses
Bus Franchise Depots
Depot Charging Infrastructure
Rail Programme
Access for All Package
Deliver a number of the remaining Access for All (AfA) stations
Deliver Daisy Hill and Irlam Access for All (AfA) stations
Develop and deliver Swinton Access for All (AfA) scheme
Develop further Access for All (AfA) schemes (Development only)
Station Improvement Package
Station improvement regeneration and development
Tameside: Hattersley Station Improved Access

CRSTS Re-baselined Scheme List October 2023
Development of new stations (Development only)
Stockport Station (Development only)
New Stations Package
Golborne Station
Rapid Transit Integration Programme
Interchanges Package
Bury Interchange
Travel Hubs Package
Tyldesley Travel Hub / Park & Ride (P&R)
Programme of Travel Hubs / Park & Ride (P&R) at Stations and Stops
New Stops & Stop Improvements Package
Develop Potential New Guided Busway Stop - Mosley Common (Development only)
Development of Potential New Metrolink Stops: Sandhills (Development only)
Development of Potential New Metrolink Stops: Elton Reservoir (Development only)
Development of Potential New Metrolink Stops: Cop Road (Development only)
Metrolink Stop Improvements
Future Rapid Transit Programme
New Lines & Extensions Package
Development of long term rapid transit options (Development only)
Powers for 1 scheme and development for 2 schemes (Development only)
Metrolink Next Generation Vehicles & Tram-Train Package
Next Generation Vehicles
Pathfinder – Infrastructure
Stockholm Road Bridge
Greek Street Bridge
HS2 Programme
Design and Development work on Metrolink and High Speed Stations (Development only)
Metrolink Renewals Programme
Deferred and further renewals 2025+
Prioritised renewals 2022-2025
Active Travel Programme
Approved but unfunded schemes in MCF programme
Streets for All Programme
Town Centre Scheme Package
Bolton: Farnworth Street for All (S4A) Town Centre Scheme
Bolton: Town Centre Package including Topp Way / Higher Bridge Street
Bury Town Centre Scheme (over and above interchange works)
Bury: Radcliffe Town Centre Development
Bury: Ramsbottom Town Centre Development
Manchester: Ancoats Streets for All
Manchester: Transforming Deansgate (Streets for All)
Oldham: Town Centre - Accessible Oldham Phase 2

CRSTS Re-baselined Scheme List
October 2023
Rochdale: Littleborough Streets for All
Rochdale: Middleton Streets for All Phase 1
Stockport Interchange
Stockport: Town Centre West
Stockport: Greek Street Bridge Streets for All
Corridor Schemes Package
Bolton: De Havilland Way
Oldham Mumps Corridor Improvements
Oldham: Beal Valley & Broadbent Moss - Greenway Corridor
Salford: Peel Green Active Travel Scheme
Salford: Quays Northern Access (Broadway/S Langworthy Road)
Stockport: A6 / Manchester Road / School Lane
Stockport: Woodley to Bredbury Parkway Improvement Scheme (formerly, Bredbury Economic Corridor Improvement (BECI) Package)
Stockport: Hempshaw Lane
Tameside: A560 Stockport Road
Trafford: Carrington Sustainable Transport Measures
Wigan: A577 Complementary Works (Development only)
Wigan: A580 Lane Head Improvements
Electric Vehicle Charging Package
Electric Vehicle Charging infrastructure (EVCI) Match funding
Highway Maintenance Programme
Core Highway Maintenance Package
Consolidated Highway Maintenance (Needs, Incentive & Potholes)
Strategic Maintenance Package
Bolton - Key Route Network (KRN) Carriageway
Bury - Key Route Network (KRN) Carriageway
Manchester - Key Route Network (KRN) Carriageway
Oldham - Manchester Street Viaduct
Rochdale - Queens Park Bridge Refurbishment & Key Route Network (KRN) Carriageway
Salford - Key Route Network (KRN) Carriageway
Stockport: Queens Road Bridge Refurbishment & Key Route Network (KRN) Carriageway (formerly, Greek Street Bridge Refurbishment)
Tameside - Hattersley Viaduct Refurbishment and Widening
Trafford - Key Route Network (KRN) Carriageway and Structures
Wigan - Key Route Network (KRN) Carriageway
Minor Works & Road Safety / Development
Integrated Transport Block (ITB) - Minor Works
Integrated Transport Block (ITB) - Public Transport
Transforming Cities Fund 2 (TCF2) Development (Development only)

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Bee Network Committee

Date: Thursday 25th July 2024
 Subject: Bee Network Bus Service Improvements
 Report of: Stephen Rhodes, Network Director Bus, TfGM

Purpose of Report

The report provides an update on the approach to improving Greater Manchester’s bus network over the short, medium and long term as part of the delivering of the Bee Network: a high-quality, affordable and fully integrated public transport and active travel system which can support sustainable economic growth and increased productivity. The report also makes a number of recommendations for members to consider on the process for reviewing the network, and the proposal to pilot 24-hour bus services.

Recommendations:

The Committee are requested to:

1. Approve the updated programme of Network Reviews for the next 12 months, as detailed in Appendix 1;
2. Approve the pilot of 24-hour bus services, noting the proposed timescales, the enhanced TravelSafe provision; and the costs of and funding for the pilot;
3. Note the preparation of a refreshed Bus Service Improvement Plan 2024, reflecting the ambition set out in the GM Bus Strategy, for submission to Department for Transport;
4. Approve the withdrawal of the Stepping Hill Local Link service;
5. Note the recent and forthcoming changes to commercial bus services in the non-franchised area; and
6. Approve a change to the X50 subsidised service in the non-franchised area, as set out in Appendix 2.

Contact Officers

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Alison Chew	Deputy Director of Bus, TfGM	alison.chew@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

The GMCA is requested to note the positive outcome of the Benefits Decision Tool. Future specific interventions/proposals will be subject to a similar detailed assessment as part of the network review and network excellence processes, which is the subject of this paper.

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		Increase public transport use via modal shift away from private car
Further Assessment(s): Equalities Impact Assessment and Carbon Assessment		
G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.
		RR Negative impacts overall.

Carbon Assessment

Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport		This proposal considers a range of improvements, including an overall approach to future network review processes and future ambitions outlined in a BSIP document. Specific interventions and their impacts will be considered at a later date.
Roads, Parking and Vehicle Access		This proposal considers a range of improvements, including an overall approach to future network review processes and future ambitions outlined in a BSIP document. Specific interventions and their impacts will be considered at a later date.
Access to amenities		This proposal considers a range of improvements, including an overall approach to future network review processes and future ambitions outlined in a BSIP document. Specific interventions and their impacts will be considered at a later date.
Vehicle procurement	N/A	
Land Use		
Land use		This proposal considers a range of improvements, including an overall approach to future network review processes and future ambitions outlined in a BSIP document. Specific interventions and their impacts will be considered at a later date.
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

Risks relating to the network excellence and network review process will be considered as part of TfGM's Bus risk management approach

Legal Considerations

It is likely that the network review process will include a period of consultation, particularly if the changes being proposed constitute a variation to the routes as described in the Greater Manchester Franchising Scheme for Buses 2021 (the Franchising Scheme). The Transport Act 2000 (as amended by the Bus Services Act 2017) sets out the process that GMCA would need to follow should any formal variations to those routes be needed. This is likely to take place whenever 1) a new route is introduced, 2) an existing route is withdrawn or 3) there are changes to the description, or stopping places, of a route as identified in the Franchising Scheme.

Variations of the Franchising Scheme, under current legislation, will take between 12 and 18 months as the current franchising legislation requires consultation and a minimum of a 6 month mobilisation period. We are engaging with Government with an aspiration to amend the Bus Services Act 2017 to enable us to act more quickly to shape the network in collaboration with our ten local authorities.

Proceeding with the 24-hour bus pilot as proposed will require changes to two contracts – the relevant franchise agreement covering the night bus services and the security provision contract.

Financial Consequences – Revenue

There are no direct revenue financial implications associated with the Network Review proposals. Future network recommendations will be reported at a later date.

The forecasted net cost for operating the 24-hour Bus Pilot services for the remainder of the financial year is c.£1.2m. This is within the amount included for the 24-hour pilot in the FY2024/25 budgeted risk allowances for bus franchising. Full costs for the pilot, including service operation, TravelSafe approach, monitoring and evaluation and marketing, are provided in Part B of this report.

Financial Consequences – Capital

There are no direct capital financial implications associated with this report. Any associated infrastructure recommendations will be reported at a later date.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

- Bee Network Committee Report, 24-Hour Transport Pilot, 21 March 2024
- Bee Network Committee Report, Network Planning and Review Process, 14 December 2023
- Bee Network Committee Report – Non-Franchised Bus Services, 28 September 2023
- GMCA Report - Towards the Bee Network - Network Review, Market Renewal and Bus Service Improvement Plan, 24th June 2022.

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? No

1. Introduction

- 1.1. The Bee Network is Greater Manchester’s plan for a high-quality, affordable and fully integrated public transport and active travel system for the people and businesses of Greater Manchester. The Bee Network will be pivotal to delivering sustainable economic growth, increased productivity and the city region’s objectives, set out in the Greater Manchester Strategy, by connecting people with education, jobs and opportunity, unlocking development, enabling housing growth, acting as a catalyst for regeneration, reducing carbon emissions and supporting social inclusion and active and healthy lifestyles.
- 1.2. Greater Manchester has led the way in reforming and improving its transport network, and we are now in the transition phase with some elements of the Bee Network already starting to change the way in which people travel across the city-region. In addition to the largest light rail network in the country – Metrolink, as pioneers of bus franchising, we now have local control of our most-used form of public transport.
- 1.3. As the roll-out of bus franchising continues and our understanding of the network develops, a wide range of workstreams are underway to deliver improvements for customers, underpinned by the evolving Network Excellence Plan and the development of a refreshed Bus Service Improvement Plan, both outlined in this report. While there are some elements which will take time to deliver, there is also an emphasis on identifying and implementing ‘quick wins’ in the short term, and this approach has been reflected in an updated Network Review process.
- 1.4. This reports also sets out changes to subsidised services in the remaining non-franchised area, as well as an update on demand responsive transport.

2. Network Excellence

- 2.1. Striving for continuous improvement is at the heart of our work to deliver the Bee Network in order to achieve the high standards which have been set.
- 2.2. Since the launch of the Bee Network on 24 September 2023 across Wigan, Bolton and parts of Bury and Salford (Tranche 1), patronage has increased by 5% in the last 6 months, with higher than forecast passenger revenues for the period to 31 March 2024. The punctuality of services in Tranche 1 is consistently outperforming

by a considerable margin both the current non-franchised network and the pre-franchised network that operated over the same period last year.

- 2.3. While this represents a strong start, in order to drive the required continuous improvement, a network excellence plan has been developed jointly with franchise operators in the Tranche 1 and 2 areas, reflecting short, medium and longer term priorities. This contains a mix of highways-related, service or depot specific actions and some activities which will become business as usual practice, including, for example, punctuality reviews on some services.
- 2.4. Key actions include moving quickly to introduce an additional twenty vehicles across Tranche 1 during April. This has delivered encouraging results across a number of Tranche 1 services and immediate improvements in punctuality.
- 2.5. New vehicles have also recently been introduced, including 60 brand new single deck vehicles (ADL Enviro 200) on services operated by Diamond. Many of these are on local routes that have not benefitted from improvements for many years, therefore improving the customer experience in addition to the service reliability benefits a newer fleet brings.
- 2.6. We are also working closely with operators to respond to customer feedback—gathered from our Rate Your Journeys survey as well as via the TfGM Contact Centre and social media.
- 2.7. Work is also underway, in partnership with franchise operators and individual Local Authorities to assess what interventions are necessary to improve the worst performing routes and to mitigate, as far as possible, the impact of congestion on bus journeys. This work is helping to inform elements of the on-going bus infrastructure programme and investment in bus pinch points schemes.

3. Network Review Process

- 3.1. The Network Review process provides a mechanism to develop and optimise the Bee Network in a coordinated, planned and efficient manner, to provide better opportunities for interchange and integration, and informed by the adoption of new network planning guidelines.

- 3.2. As detailed in a previous report to a meeting of this Committee in December, two types of Network Review will be undertaken on a rolling cycle:
- i) **Area Based Network Reviews:** The Bee Network has been divided into 18 geographical areas, where the network will be thoroughly reviewed in conjunction with a comprehensive understanding of local priorities.
 - ii) **Thematic Network Reviews:** A series of reviews taking a Greater Manchester-wide view on various specific themes, such as night buses, orbital services, or priority routes.
- 3.3. A programme of Area Based Network Reviews is now underway, which will see all areas of Greater Manchester reviewed within 3 years, with the order mirroring the roll-out of the franchised tranches. A concurrent programme of Thematic Reviews will commence from January 2025, once the entire network has been franchised.
- 3.4. Since December, the Network Review process has been revisited to ensure that we can realise changes for customers as quickly as possible. This builds on the previous process but also introduces a streamlined Growth Network Review process, which allows us to progress growth opportunities more quickly.
- 3.5. Subsequently there will be 3 ways in which the bus network will evolve over the short, medium and long term as we build on the powers that franchising brings:
- Operational Improvements
 - Growth Network Reviews
 - Strategic Network Reviews
- 3.6. The Growth Network Reviews and the Strategic Network Reviews will follow a twin-track process, with further details and specific examples provided in sections 5-6.
- 3.7. A revised programme covering the first 12 months of this 3-year process which reflects this updated approach is included in Appendix 1 for approval.

4. Operational Improvements

- 4.1. The first element of the Network Review process relates to smaller operational interventions, such as timetable, route or fleet changes which can be introduced quickly to address performance issues identified through the type of punctuality review required by the Network Excellence plan. These can be implemented at relatively short notice (1-3 months).

- 4.2. This process has already started, as it forms part of the on-going franchise performance management process, which enables us to work quickly to respond to issues in collaboration with franchise operators. An early example is the introduction of an additional 20 vehicles across Tranche 1 in April 2024 which has already yielded promising results, including on the popular V1 and V2 Busway services. All except 2 of the amended routes delivered on-time punctuality above target levels (80%) during the 4-week period ending 22 June.
- 4.3. A similar approach is also being followed for Tranche 2 services since their commencement at the end of March 2024. As the franchised operation has continued to settle down, a pattern of recurrent issues has emerged where the performance of some routes often falls below the high standards of punctuality and reliability required for Bee Network services. These issues are typically focused on specific journeys, or times of day, often during peak times.
- 4.4. In line with the expectations of the Franchise Agreement, Tranche 2 operators are currently developing proposals for timetable revisions to come into effect for the start of the new academic year in September 2024. Although the details of the operators' proposals are still to be confirmed, these proposals will involve the 'fine tuning' of current timetables (e.g. ensuring sufficient running time is provided between timing points), to improve punctuality and reliability for customers.

5. Growth Network Reviews

- 5.1. The second element of the Network Review process is aimed at introducing as many opportunities to develop and grow the Bee Network as possible, within the confines of the existing franchising legislation. These include providing additional frequencies, trips, capacity or routes variations, where opportunities for growth are identified. As these will not require a change to the published Franchising Scheme, these can fall under a fast track 'Growth Network Review,' which would be completed in around 6 months. A key example of the type of intervention this process could produce is the proposed 24-hour bus pilot.

24-hour Bus Pilot

- 5.2. In March 2024, the Bee Network Committee endorsed proposals for a pilot of 24/7 bus services on two routes in the Tranche 1 franchising area. These services, the V1 and 36, would bring 24-hour transport to within 400m (c. a five-minute walk) of around 135,000 Greater Manchester residents. The pilot is intended to benefit

workers in industries that typically operate through the night (e.g. healthcare, logistics and hospitality) as well as users of the night time economy.

- 5.3. Services 36 and V1 were selected following an analysis of current daytime and late-night patronage in the Tranche 1 area, as well as services' proximity to night-time trip attractors.
- 5.4. Safety is a critical consideration in the development of any new public transport service. It is well-understood that safety and the perceptions of safety play a key role in encouraging or discouraging bus use and the pilot will allow us to promote a variety of safety aspects associated with bus travel.
- 5.5. To promote safety and perceptions of safety on board the night services, the TravelSafe Partnership is developing an approach to security provision for the pilot, which is likely to centre around off-bus presence as follows:
 - Team(s) of 2 officers with a vehicle per team to cover city centre loadings/drop-off
 - Use of buses with enhanced CCTV
 - Introduction of a 'safe word' for drivers to use
 - Clear promotion onboard of Live Chat functionality for use both onboard and for onwards journeys
 - Pilot with Strut Safe, a UK charity that offers a free (national) phone service to talk to anyone walking alone or to feel safer during their journey
 - Consideration of using a single deck vehicle on Service 36
- 5.6. The proposed start date for the 24-hour services is 1 September, to coincide with the new university term and the run-up to Christmas.
- 5.7. As a pilot, it is important that the services inform Greater Manchester's understanding of 24-hour operation, its impact on patronage and the wider bus market. A comprehensive monitoring and evaluation exercise will take place at two stages during the pilot, including overnight survey activity and the night time services transferred as part of Tranche 3 of bus franchising. The evaluation will focus on the research questions below, alongside feedback from stakeholders and users:
 - i. Is it operationally possible to run a 24/7 bus service and what challenges does this present?

- ii. Does running a 24/7 bus service increase daytime and night time patronage and what is the purpose of service users' journeys?
- iii. Does running a 24/7 bus service enable more people to seek employment in the night time economy?
- iv. Can running a 24/7 bus service convert existing night time travellers to using public transport?
- v. What is required to ensure that people are safe and feel safe using night buses?
- vi. Can we increase the use of our night bus services by promoting multi-modal journeys?
- vii. Is the added economic and social value gained from running a 24/7 bus service sufficient to offset the costs?

5.8. The forecasted net cost for operating the services for the remainder of the financial year is c.£1.2m. This is within the amount included for the 24-hour pilot in the FY2024/25 budgeted risk allowances for bus franchising. Full costs for the pilot, including service operation, TravelSafe approach, monitoring and evaluation and marketing, are provided in Part B of this report.

6. Strategic Network Reviews

- 6.1. The final element of the Network Review process will be Strategic Network Reviews. As originally outlined in the Bee Network Committee report in December 2023, these will comprise a more substantial, in-depth consideration of the existing network, by area or theme, to deliver improvements over the longer term.
- 6.2. The outcomes of these reviews are likely to include more significant service changes which would result in a deviation from the defined list of services in the published Franchising Scheme. Under current legislation, these will likely take between 12 and 18 months as the current franchising legislation requires consultation and a minimum of a 6 month mobilisation period. We are engaging with Government with an aspiration to amend the Bus Services Act 2017 to enable us to act more quickly to shape the network in collaboration with our ten local authorities.
- 6.3. The first such reviews are taking place for both Bolton and Wigan & Leigh, with engagement underway and due to conclude shortly. Engagement was paused during the pre-election period, and to mitigate the impact of this, the consultation

stage onwards of both reviews will be combined and undertaken concurrently.

Appendix 1 details the timelines for the reviews, including when we will return to the committee with the findings and recommendations (see 'approval' stages in Appendix 1).

- 6.4. A survey is live which allows for written feedback and we continue to engage with the Local Bee Network Committee in Bolton and the Task & Finish group in Wigan & Leigh.¹ Additionally, we continue to engage and raise awareness of the process with both the local business community and community stakeholders. This activity will gather comments, aspirations and ideas through interviews, surveys, and stakeholder feedback to understand the network, and identify opportunities and challenges.

7. Bus Service Improvement Plan 2024

- 7.1. Our approach and ambition to drive up standards and performance on the Bee Network to deliver a better service for our customers, as outlined in this report, is now also being articulated in a refreshed draft Bus Service Improvement Plan (BSIP).
- 7.2. DfT issued guidance² at the end of January 2024, outlining a requirement for all Local Transport Authorities to update and re-issue their BSIPs. These documents were first created as part of the National Bus Strategy and were originally designed to form part of a competitive bidding process. TfGM, on behalf of GMCA, submitted its first BSIP in October 2021 and received an allocation of £94.8m over a 3-year period, which is being used to fund the capped fare scheme, network stabilisation service support costs during the transition to bus franchising, and a small element from the first phase of the Bee Network ticketing and customer information scheme.
- 7.3. The 2024 BSIP will not function as a bidding document, but is necessary to secure the release of Greater Manchester's 2024/25 allocation of £16.3m.
- 7.4. Based on the requirements of the guidance, the new BSIP will include the following:
- Summary of what has been delivered by the end of 2023/24, reflecting the

¹ [Greater Manchester Network Reviews Feedback Survey - Greater Manchester Combined Authority - Citizen Space \(gmconsult.org\)](https://gmconsult.org/greater-manchester-network-reviews-feedback-survey)

² <https://assets.publishing.service.gov.uk/media/65a6becf96a5ec00d731aa9/bus-service-improvement-plans-guidance-to-local-authorities-and-bus-operators-2024.pdf>

current 'bus offer' in terms of overall performance of the network;

- What is programmed for delivery in 2024/25 within the known, approved funding allocation (including £16.3m noted above); and
- Ambitions and priorities for future delivery in 2025 and beyond, in line with the long-term vision set out in the GM Bus Strategy and subject to future 24/25 opportunities which might arise.
- In addition, a Bus Connectivity Assessment has also been completed – this is expected to be an annual data collection exercise going forward, to help understand connectivity at a local level and provide insights into the impacts of different interventions.

7.5. Officers have engaged in a dialogue with DfT to agree an approach which reflected the somewhat unique position of GM in terms of devolution and the roll-out of franchising. We are also seeking an early conversation with Government around certainty of existing revenue funding to support local transport networks, including the future of Bus Service Improvement Plan funding which has been central to driving improvements in local bus services.

8. Non-Franchised Network Update

General Bus Services

8.1. Appendix 2 lists changes to non-franchised services (both commercial and subsidised) that have been implemented in recent months, as well as forthcoming changes. The latter are principally seasonal changes to the Stagecoach commercial network in South Manchester in anticipation of the annual reduction in demand during the school summer holidays. While most of the frequency reductions listed will be reversed in September, there are three instances (services 15, 38 and 191) where this is not the case and the TfGM response to these changes is being considered.

Demand Responsive Services (DRT)

8.2. TfGM currently supports two types of Demand Responsive Transport services (DRT) in Greater Manchester, targeted at different user groups. Ring and Ride is a door-to-door service for people find it difficult to use public transport due to a disability or mobility problem. The service is operated by Greater Manchester Accessible Transport Limited (GMATL) and grant funded by the GMCA. Local Link

is an on-demand transport service for anyone travelling in areas not covered by the bus network. Both services are booked and scheduled through TfGM's contact centre.

- 8.3. Ring and Ride received 294,438 requests in the 2023/2024 financial year and delivered 219,458 journeys. 10.34% of journey requests were refused due to a lack of capacity and the cancellation rate by passengers for the period was 19.66%. As usage continues to return following the pandemic, the service is not able to fully meet all demand with the current resources and vehicles available.
- 8.4. We are exploring ways of increasing capacity including a planned pilot to offer Ring and Ride customers journeys on Local Link vehicles where spare capacity is available.
- 8.5. A proposal to generate more revenue for the Ring and Ride service has also been developed, by utilising the insides and rear of the owned vehicle fleet for advertising space. Mock ups have been tested on the vehicles and safety aspects considered. Any advertising partners will be carefully selected in line with TfGM's existing advertising policy and with consideration of the demographics of the service.
- 8.6. Local Link delivered 65,517 trips in the financial year 2023/2024. Subsidy per passenger is high across these services although the intention is that this will be reduced by incorporating Ring and Ride journeys as part of the pilot mentioned above. TfGM are also procuring a new software solution which will improve the customer experience through access to real time information and service notifications.
- 8.7. The Stepping Hill Hospital Local Link service is recommended for withdrawal. The service, which links Marple and Hawk Green to the Hospital, was introduced in July 2023 following the withdrawal of services operated by Little Gem. Despite promoting the service with local stakeholders, such as Stockport NHS and other local community groups, only six individuals have used the service, making 205 journeys between August 2023 and June 2024. Subsequently, it is not considered financially viable to continue to operate the service. Alternative options for these customers are 394 (Glossop – Chisworth – Marple – Stepping Hill), or 358/385 to Stockport then 192 to Stepping Hill Hospital. Eligible passengers are also able to request a journey on the Ring and Ride service.

8.8. Demand Responsive Transport is being considered as part of the network area reviews and a Demand Responsive Transport strategy is in development. Further updates will be provided to a future meeting of the Bee Network Committee.

Appendix 1: Proposed 12-month Network Review Programme

Network Review Dates	2024-2027			Current Plan									
	May-24	Jun-24	Jul-24	Aug-24	Sep-24	Oct-24	Nov-24	Dec-24	Jan-25	Feb-25	Mar-25	Apr-25	
T1													
Bolton Growth Network Review	Engagement & Evidence Gathering			Appraisal	Approval	Mobilisation							
Bolton Strategic Network Review	Engagement & Evidence Gathering			Appraisal		Consultation Development	Consultation Live				Analysis and Approval		
Wigan and Leigh Growth Network Review	Engagement & Evidence Gathering			Appraisal	Approval	Mobilisation							
Wigan and Leigh Strategic Network Review	Engagement & Evidence Gathering			Appraisal		Consultation Development	Consultation Live				Analysis and Approval		
Bury Growth Network Review	Pre-Engagement			Engagement & Evidence Gathering	Appraisal	Approval	Mobilisation						
Bury Strategic Network Review	Pre-Engagement			Engagement & Evidence Gathering	Appraisal		Consultation Development	Consultation Live			Analysis and A		
Salford (Pendleton, Eccles, Irlam) Growth Network Review			Pre-Engagement		Engagement & Evidence Gathering	Appraisal	Approval	Mobilisation					
Salford (Pendleton, Eccles, Irlam) Strategic Network Review			Pre-Engagement		Engagement & Evidence Gathering	Appraisal		Consultation Development	Consultation L				
Rochdale Growth Network Review				Pre-Engagement			Engagement & Evidence Gathering	Appraisal	Approval				
T2				Pre-Engagement			Engagement & Evidence Gathering	Appraisal					
Oldham Growth Network Review					Pre-Engagement			Engagement & Evidence Gathering	Appraisal				
Oldham Strategic Growth Review					Pre-Engagement			Engagement & Evidence Gathering	Appraisal				
Saddleworth Growth Network Review					Pre-Engagement			Engagement & Evidence Gathering	Appraisal				
Saddleworth Strategic Network Review					Pre-Engagement			Engagement & Evidence Gathering	Appraisal				
Shaw/Royton/Chadderton Growth Network Review					Pre-Engagement			Engagement & Evidence Gathering	Appraisal				
Shaw/Royton/Chadderton Strategic Network Review					Pre-Engagement			Engagement & Evidence Gathering	Appraisal				

Appendix 2: Summary of Significant Changes to Non-Franchised Bus Services since December 2023

Table 1: Commercial Services

Operator	Service Number	Route	Effective Date	New, Variation or Cancellation	Comment
Belle Vue	391/392/393	Macclesfield - Bollington - Poynton - Heaviley - Stockport	25/02/2024	Variation	Frequency reduced from hourly to two-hourly (Cheshire East contract)
Diamond	X50	Trafford Centre - Old Trafford - Manchester City Centre	24/03/2024	Variation*	Extended to RHS Bridgewater for summer period (Easter to 29 September) (TfGM subsidised service with Financial Implication as Reported in Part B)
D&G	130	Manchester Airport - Wilmslow - Henbury - Macclesfield	09/06/2024	Variation	Sunday service added between Handforth Dean and Macclesfield (Cheshire East contract)
Stagecoach Manchester	15	Flixton - Urmston - Stretford - Hulme - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 20 mins to 30 mins for summer period
Stagecoach Manchester	38	Logistics North - Swinton - Salford - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 12 mins to 15 mins for summer period
Stagecoach Manchester	50/51	East Didsbury — Kingsway — Manchester — Salford Shopping Centre — Salford Quays	21/07/2024	Variation	Service 51 journeys withdrawn for summer period
Stagecoach Manchester	85/85A	Chorlton - Whalley Range - Hulme - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 12 mins to 15 mins for summer period
Stagecoach Manchester	86	Chorlton - Whalley Range - Brooks Bar - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 12 mins to 15 mins for summer period
Stagecoach Manchester	111	Chorlton - Withington - Moss Side - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 12 mins to 15 mins for summer period
Stagecoach Manchester	142	East Didsbury - Withington - Moss Side - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 10 mins to 20 mins for summer period
Stagecoach Manchester	143	West Didsbury - Withington - Moss Side - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 10 mins to 20 mins for summer period
Stagecoach Manchester	192	Hazel Grove - Heaviley - Stockport - Manchester	21/07/2024	Variation	Daytime frequency reduced from every 3-4

Operator	Service Number	Route	Effective Date	New, Variation or Cancellation	Comment
		City Centre			mins to 5 mins for summer period
Stagecoach Manchester	197	Stockport - Heaton Moor - Burnage - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 20 mins to 30 mins for summer period
Stagecoach Manchester	201	Hattersley - Hyde - Denton - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 10 mins to 12 mins for summer period
Stagecoach Manchester	203	Stockport - Reddish - Debdale Park - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 10 mins to 12 mins for summer period
Stagecoach Manchester	219	Stalybridge - Ashton-under-Lyne - Manchester City Centre	21/07/2024	Variation	Daytime frequency reduced from 10 mins to 12 mins for summer period
Stagecoach Manchester	330	Ashton-under-Lyne - Dukinfield - Hyde - Woodley - Stockport	21/07/2024	Variation	Daytime frequency reduced from 12 mins to 15 mins for summer period
Stagecoach Manchester	50/51, 85/85A, 86, 111, 142, 143, 192, 197, 201, 203, 219, 330		01/09/2024	Variation	Reverts to pre-July frequency
Stagecoach Manchester	15	Flixton - Urmston - Stretford - Hulme - Manchester City Centre	01/09/2024	Variation	Does not revert to pre-July frequency – TfGM action being considered
Stagecoach Manchester	38	Logistics North - Swinton - Salford - Manchester City Centre	01/09/2024	Variation	Does not revert to pre-July frequency – TfGM action being considered
Stagecoach Manchester	191	Hazel Grove - Heaviley - Stockport - Manchester City Centre	01/09/2024	Cancellation	Service withdrawn – TfGM action being considered

Table 2: Subsidised Services

Operator	Service Number	Route	Effective Date	New, Variation or Cancellation	Comment
Diamond	X50	Trafford Centre - Old Trafford - Manchester City Centre	24/03/2024	Variation*	Extended to RHS Bridgewater for summer period (Easter to 29 September) (TfGM subsidised service with Financial Implication as Reported in Part B)
Diamond	X50	Trafford Centre - Old Trafford - Piccadilly Gardens	30/09/2024	Variation*	Extension to RHS Bridgewater withdrawn at end of summer period (TfGM subsidised service with Financial Implication as Reported in Part B)

*This is the only subsidised service change with a financial impact, as detailed in the Part B report.

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