Public Document

BEE NETWORK COMMITTEE

DATE: **Thursday, 25th January, 2024**

TIME: **2.00 pm**

VENUE: **GMCA Offices, 56 Oxford Street, M1 6EU**

AGENDA

1. **Apologies**

2. **Declarations of Interest** 1 - 4

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer 48 hours in advance of the meeting.

BOLTON	**MANCHESTER**	**ROCHDALE**	**STOCKPORT**	**TRAFFORD**
BURY	**OLDHAM**	**SALFORD**	**TAMESIDE**	**WIGAN**

Please note that this meeting will be livestreamed via www.greatermanchester-ca.gov.uk, please speak to a Governance Officer before the meeting should you not wish to consent to being included in this recording.

3. Chair's announcements and Urgent Business

4. Minutes of the meeting held on 14 December 2023 5 - 16

To consider the approval of the minutes of the meeting held on 14 December 2023.

5. Vision Zero Draft Strategy Approval 17 - 76

Report of Peter Bolton, Head of Highways, TfGM

6. Bikes on Metrolink Policy 77 - 86

Report of Danny Vaughan, Head of Metrolink, TfGM

7. Greater Manchester Rail Update 87 - 116

Report of Simon Elliott, Head of Rail, TfGM

8. Transport Capital Programme 117 - 124

Report of Chris Barnes, Infrastructure Pipeline Programme Director, TfGM

9. Dates & Times of Future Meetings

- 22 February; 2 - 4 PM
- 21 March; 2 - 4 PM

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 January 2024 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

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Declaration of Councillors' Interests in Items Appearing on the Agenda

Name and Date of Committee……

Agenda Item Number	Type of Interest - PERSONAL AND NON PREJUDICIAL Reason for declaration of interest	NON PREJUDICIAL Reason for declaration of interest Type of Interest – PREJUDICIAL Reason for declaration of interest	Type of Interest – DISCLOSABLE PECUNIARY INTEREST Reason for declaration of interest

Please see overleaf for a quick guide to declaring interests at GMCA meetings.

Quick Guide to Declaring Interests at GMCA Meetings

Please Note: should you have a personal interest that is prejudicial in an item on the agenda, you should leave the meeting for the duration of the discussion and the voting thereon.

This is a summary of the rules around declaring interests at meetings. It does not replace the Member's Code of Conduct, the full description can be found in the GMCA's constitution Part 7A.

Your personal interests must be registered on the GMCA's Annual Register within 28 days of your appointment onto a GMCA committee and any changes to these interests must notified within 28 days. Personal interests that should be on the register include:

1. Bodies to which you have been appointed by the GMCA
2. Your membership of bodies exercising functions of a public nature, including charities, societies, political parties or trade unions.

You are also legally bound to disclose the following information called Disclosable Personal Interests which includes:

1. You, and your partner's business interests (eg employment, trade, profession, contracts, or any company with which you are associated).
2. You and your partner's wider financial interests (eg trust funds, investments, and assets including land and property).
3. Any sponsorship you receive.

Failure to disclose this information is a criminal offence

Step One: Establish whether you have an interest in the business of the agenda

1. If the answer to that question is 'No' then that is the end of the matter.
2. If the answer is 'Yes' or Very Likely' then you must go on to consider if that personal interest can be construed as being a prejudicial interest.

Step Two: Determining if your interest is prejudicial

A personal interest becomes a prejudicial interest:

1. where the wellbeing, or financial position of you, your partner, members of your family, or people with whom you have a close association (people who are more than just an acquaintance) are likely to be affected by the business of the meeting more than it would affect most people in the area.
2. the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.

For a non-prejudicial interest, you must:

1. Notify the governance officer for the meeting as soon as you realise you have an interest.
2. Inform the meeting that you have a personal interest and the nature of the interest.
3. Fill in the declarations of interest form.

To note:

1. You may remain in the room and speak and vote on the matter
2. If your interest relates to a body to which the GMCA has appointed you to, you only have to inform the meeting of that interest if you speak on the matter.

For prejudicial interests, you must:

1. Notify the governance officer for the meeting as soon as you realise you have a prejudicial interest (before or during the meeting).
2. Inform the meeting that you have a prejudicial interest and the nature of the interest.
3. Fill in the declarations of interest form.
4. Leave the meeting while that item of business is discussed.
5. Make sure the interest is recorded on your annual register of interests form if it relates to you or your partner's business or financial affairs. If it is not on the Register update it within 28 days of the interest becoming apparent.

You must not:

Participate in any discussion of the business at the meeting, or if you become aware of your disclosable pecuniary interest during the meeting participate further in any discussion of the business,
participate in any vote or further vote taken on the matter at the meeting.

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MINUTES OF THE MEETING OF THE BEE NETWORK COMMITTEE

HELD THURSDAY, 14TH DECEMBER, 2023 AT GMCA OFFICES, 56 OXFORD STREET, M1 6EU

PRESENT:

GM Mayor Andy Burnham (Chair)	GMCA
Councillor Eamonn O'Brien	Bury
Councillor David Meller	Stockport
Councillor Dan Costello	Tameside
Councillor John Walsh	Bolton
Councillor Hamid Khurram	Bolton
Councillor Alan Quinn	Bury
Councillor Tracey Rawlins	Manchester
Councillor Chris Goodwin	Oldham
Councillor Phil Burke	Rochdale
Councillor Mike McCusker	Salford
Councillor Grace Baynham	Stockport
Councillor Warren Bray	Tameside
Councillor Aidan Williams	Trafford
Councillor Julian Newgrosh	Trafford
Councillor John Vickers	Wigan

OFFICERS IN ATTENDANCE:

Eamonn Boylan	GMCA
Ninoshka Martins	GMCA
Gillian Duckworth	GMCA
Dame Sarah Storey	GMCA
Lucy Prince	GMCA
Alison Chew	TfGM
Chris Barnes	TfGM
Nick Fairclough	TfGM
Richard Nickson	TfGM

OFFICERS IN ATTENDANCE:

Alex Cropper	TfGM
James Baldwin	TfGM
Stephen Rhodes	TfGM
Martin Lax	TfGM
Steve Warrener	TfGM

BNC/47/23 Apologies

Apologies for absence were received from Councillors Paul Prescott, Paul Dennett, Howard Sykes, James Gartside and Elaine Taylor.

BNC/48/23 Declarations of Interest

None received.

BNC/49/23 Chair's announcements and Urgent Business

1. Retirement of Bob Morris, Chief Operating Officer, TfGM

Members were notified that Bob Morris, would be retiring from his role as Chief Operating Officer at TfGM. The Committee used this opportunity to record their thanks for everything he has done to further the transport agenda in GM and wished him well as he starts his well-earned retirement.

Following Bob's departure, Alex Cropper would retain his current interim leadership role across all of the Operations teams and Project Groups.

2. Bee Network Update

Members were advised that the first buses came under local control in September – serving Bolton, Wigan, parts of Salford, Bury and Manchester. Preparations were now underway for the second area of bus franchising – Rochdale and Oldham.

Despite higher volumes of road traffic year-on-year, the performance of franchised bus services is as good as, if not better, than before. Patronage had grown across franchised areas, with an average of c105k journeys made per day.

Bringing bus services under local control has ensured the accountability of franchised operators to local people allowing Greater Manchester to respond quickly to improve services.

As part of improving the offer to GM residents, the launch of the Bee Network family bus ticket had been brought forward that now allows a family one day's unlimited travel on Bee Network buses after 9.30am on weekdays and all day at weekends and bank holidays which would be available for purchase through the Bee Network application from early 2024.

3. Rail

The recent poor performance across all train operating companies was highlighted but it was noted that Avanti West Coast, had continued to perform badly, with cancellations and severe delayed as a result of traincrew shortages. This no doubt was seen to affect patronage.

Members raised their concerns stating that the rail industry had repeatedly failed to deliver on promises and would contribute to lower patronage levels therefore members supported the Mayor in calling for the de-classification of 1st class services particularly during periods of cancellations.

4. GM Clean Air Plan Update

In noting the interconnectivity of the delivery of the Bee Network to achieving Clean Air targets, an update was provided on the recently issued Clean Air press release stating that through the use of zero emission buses GM had the potential to achieve compliance within the required timeframe.

A full report and accompanying recommendations would be considered at the GM's Air Quality Administration Committee on Wednesday 20 December.

Having a long-term vision was welcomed noting that this would allow manufactures sufficient notice to be able to stock orders to ensure targets were met.

Members felt that public transport would allow better control and was a reliable route to meeting Government's directives. However, it was felt that the operations of out of area taxis would pose a significant risk to achieving Clean Air targets therefore members were advised that within the recommendations there was a clear ask to ban out of area taxi operations in GM.

RESOLVED/-

1. That the update in relation to improvement in performance and punctuality of Tranche 1 services be noted.

2. That the launch of the Bee Network family bus ticket that allows a family one day's unlimited travel on Bee Network buses after 9.30am on weekdays and all day at weekends and bank holidays which would also be available for purchase on the Bee Network application from early 2024 be noted.

3. In noting the recent poor performance across all train operating companies, but particularly Avanti West Coast, members supported the Mayor in calling for the de-classification of 1st class services on train services during periods of cancellations.

4. That the update in relation to the Clean Air Plan be noted; and the interconnectivity of the delivery of the Bee Network to achieving Clean Air targets be noted.

BNC/50/23 Minutes of the meeting held on 23 November 2023

RESOLVED/-

That the minutes of the Bee Network Committee held on 23 November 2023 be approved as a correct record.

BNC/51/23 Active Travel in Greater Manchester

Consideration was given to a report that provided a progress update on the Active Travel programme a year on from the publication of the 'Refresh the Mission' document which formed a position statement on the way forward for active travel in GM.

The report restates the ambition to deliver an integrated transport network with active travel fully embedded and reveals a refreshed, walking, wheeling, and cycling 'vision' map, alongside revised costs, and timeframe for delivery of the network.

Members welcomed the report and thanked officers for working closely with district officers in promoting and delivering active neighbourhood schemes.

There was broad consensus around the need for an invigorated school travel policy and a plan to support more sustainable travel choices through Vision Zero to provide safer environments for young people whilst also supporting parents and children to enable independent journeys. It was agreed that a report on the school travel policy for GM would be brought to a future meeting.

The issue with pavement parking was highlighted stating that this could be a hinderance for those seeking to use active travel modes. In addition, members also felt the need for improved signage to reduce confusion, increase efficiency, and enhance user experience.

In noting the correlation between health and active travel modes, members encouraged officers to work towards rebalancing the figures in areas with higher dependency on cars through targeted interventions.

In discussing the expansion and integration of the Cycle Hire scheme with public transport and other high touch point areas, it was felt that there was a need to invest in the infrastructure, including, to provide that 'first mile/last mile' connectivity and encourage active travel. Officers were also reminded of the need to ensure that accessibility needs were considered when developing schemes.

The utilisation of announcements to inform passengers of available facilities was highlighted as an essential tool to supporting passenger journeys and enhancing user

experience. A member raised that it would be beneficial if the Metrolink blue line notified tram users on when to get off for Wythenshawe hospital. Officers noted the comments and agreed to get this issue sorted following the meeting.

A member raised a number of safety issues around travelling with bikes on trams. Officers noted the concerns and provided assurance stating that their comments would be considered as part of the risk assessment and the findings would inform the work of the pilot. It was noted that the policy was in the developmental phase with an initial report due to be received by Committee in January 2024. It was therefore requested that officers contact Edinburgh for an assessment of issues faced and gather operator views on their recently introduced cycle access trail.

RESOLVED/-

1. That the contents of the report be noted.
2. That the updated Bee Active Network be approved and adopted.
3. That the publication of the potential future Greater Manchester Cycle Hire footprint plan be approved.
4. That it be agreed that the Committee would approve proposals to review the delivery of Bikeability in Greater Manchester and bring the findings and any proposals to a future Committee meeting.
5. That the closure of and removal of the Bicycle Locker Users Club (BLUC) locker scheme be approved and plans to seek to renew, replace, and upgrade cycle parking offer across the public transport network, including the existing Cycle Hubs, subject to available funding be noted.
6. That the publication of the Greater Manchester Active Travel Annual report, attached at Appendix 2 be approved.
7. That it be agreed that the announcement on the Metrolink blue line would be altered to notify tram users on when to get off for Wythenshawe hospital.
8. That it be noted that a further report outlining the policy for Bikes on Trams would be brought to a future meeting.
9. That it be agreed that ahead of the Bikes on Trams policy report that was due to be received by the Bee Network Committee, officers would contact Edinburgh for

an assessment of issues faced and gather operator views on their recently introduced cycle access trail.

10. That it be noted that a report on the school travel policy for GM would be brought to a future meeting.

BNC/52/23 Local Transport Plan - Refreshing Our Vision

Consideration was given to a report that introduced an engagement document, 'Renewing Our Vision' which set out how GM was proposing to update the Local Transport Plan vision. The report was a high-level document which would be used to engage with stakeholders as the refreshed Local Transport Plan is developed.

Members welcomed the report and the update on plans to create a further 500 more accessible bus stops as well as the CRSTS capital funding allocated to deliver further Access for All schemes to rail stations as it was seen as part of developing a fully inclusive and affordable sustainable transport system for all. Officers advised that details of the scheme would be shared with Committee once they were made available.

Given the scale of the overall rail station development, it was felt that the funding allocated would be insufficient and therefore as part of plans to bring rail under local control there should be an ask for additional funding to improve both accessibility and infrastructure at all rail stations in GM.

Achieving the Right Mix targets across GM would be a differing picture given that there were already established modes of travel in the regional centres however these would not be applicable to rural areas. Therefore, it was suggested that GM might want to consider utilising Park & Ride schemes to support the system and to look at adopting zonal targets as opposed to a blanket Right Mix target for GM.

It was agreed that future iterations of the report would include route performance data and would be utilised to inform future network planning.

With regards to the comments raised around the funding available to cover cost of safety scheme, officers advised that a further report on Vision Zero had been scheduled for

January 2024 where members would be allowed the opportunity to raise further comments.

Officers explained that plans were underway to engage with a range of stakeholders including different planning authorities in Greater Manchester, transport operators, business partners, as well as neighbouring authorities to consider any cross-boundary links.

RESOLVED/-

1. That the development of a Greater Manchester's transport vision as part of a refreshed Local Transport Plan be noted.

2. That the attached 'Renewing Our Vision' stakeholder engagement document for approval by the GMCA be endorsed.

3. That it be noted that future reports would include route performance data and would be utilised to inform future network planning.

BNC/53/23 Greater Manchester Transport Network Performance

Consideration was given to a report that provided the first quarterly performance update covering the period August 2023 to October 2023.

It was reported that franchised bus services were now outperforming the non-franchised network, and that a further improvement plan had been devised to drive up performance.

In terms of reducing the number of casualties, it was reported that GM had a higher success rate in comparison to the rest of the UK however members urged officers to continue working towards aiming for zero casualties on the network.

Cycle hire usage continues to remain above target. The return of students from September and improved availability of bikes has both driven the increase in daily rides.

With regards to Metrolink, it was noted that there had been an increase in patronage in September and October. Officers added that patronage was expected to grow further in the run up to the festive period and that farebox revenue throughout this period is expected to be in line with budgets. September also saw the launch of Metrolink's crack down on fare evasion with additional staff, new tactics such as plain clothes operations and an increase to the penalty fare. This has been very positively received by passengers and was likely linked to the growth in passenger journey numbers.

There had been a drop in the reliability and punctuality of non-franchised services therefore officers were urged to continue monitoring services to avoid further slippage. Officers welcomed the comments and advised members of the interventions in place to support non franchised areas including the work being done with Highways Authorities to improve service performance. It was felt that it would be appropriate for future reports to include route performance data and could be utilised to inform future network planning.

Safety was seen as an essential factor to increasing patronage on the network. Officers advised that as plans of improving safety on the network, through operation AVRO there had been increased stop and search activity with the view to deterring knife crime on the network. Further work was also being done with education institutes to influence behaviours.

RESOLVED/-

That the contents of the Greater Manchester Transport Network Performance report be noted.

BNC/54/23 Transport Capital Programme

This report seeks approval for Active Travel funding for improvements for walking and wheeling at signalised junctions, and three Stockport MBC schemes in Romiley, Ladybrook and Heatons Link. Members are also asked to note the current CRSTS1 and 2 position.

Members welcomed the funding towards active travel schemes as it was seen essential to improving the overall connectivity of the network.

RESOLVED/-

1. That the current position in relation to CRSTS1 and CRSTS2 be noted.
2. That the drawdown of Active Travel Fund (ATF) funding be approved as follows:
    - £1.51m of additional ATF4 funding to enable full approval and delivery of the GM walking and wheeling at signalised junctions scheme;
    - £0.18m of ATF4 funding to enable the development of the Stockport, Romiley to Stockport Route scheme;
    - £0.33m of ATF4 funding to enable the development of the Stockport, Ladybrook Valley scheme;
    - £0.23m of ATF4 funding to enable the development of the Stockport, Heatons Link Phase 2 scheme.

BNC/55/23 Network Planning and Review Process - Part A

Consideration was given to a report that set out the proposed process for future reviews of the franchised bus network. TfGM has been responsible for the day-to-day management of franchised services and has been already working with Tranche 1 operators to improve services for passengers by making changes to timetables, frequencies or adding extra buses where needed, with a number of changes to be introduced from January 2024. More significant changes such as the introduction of new routes, withdrawal of routes, or major changes to routes or frequencies would be considered as part of a network review process.

Members welcomed the report and requested that the Committee be kept informed of changes through regular updates.

A member sought clarity on the position of Oldham to Huddersfield services beyond March 2024. Officers explained that post March 2024 this area would be managed by a cross boundary franchised service.

It was noted that work was needed to be done to turn around decades' worth of decline therefore members welcomed a separate training session to understand the costs involved to establishing services and an understanding of how the network is managed.

RESOLVED/-

1. That the proposed approach to reviewing and evolving the franchised bus network through a programme of Network Reviews be endorsed.
2. That the proposed Network Planning Guidelines be approved.
3. That the 12-month programme of Network Reviews be approved.
4. That the changes to the non-franchised network set out in Appendix 3 be noted.
5. That the proposed changes to subsidised services as set out in Appendix 3 be approved.

BNC/56/23 Dates & Times of Future Meetings

- 25 January; 2 - 4 PM
- 22 February; 2 - 4 PM
- 21 March; 2 - 4 PM

BNC/57/23 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 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.

BNC/58/23 Network Planning and Review Process (Non-Franchised Bus Services) - Part B

RESOLVED/-

That the contents of the report be noted.

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (Item 9 above refers).

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Bee Network Committee

Date: Thursday 25 January 2024

Subject: Vision Zero Draft Strategy Approval

Report of: Peter Bolton, Head of Highways, TfGM

Purpose of Report

This report shares the draft strategy for Vision Zero, including the key features and targets for 2040.

It outlines the current picture, highlights the key aims and objectives of the strategy, and seeks endorsement from members for the draft Vision Zero Strategy and for this to be used to commence a period of engagement with stakeholders and the public.

Recommendations:

The Bee Network Committee is requested to:

1. Note the content of the strategy;
2. Endorse the draft Vision Zero Strategy and the commencement of a period of engagement with stakeholders and the public; and
3. Note that a supporting Action Plan will be developed and brought to this Committee following the period of stakeholder and public engagement on the strategy.

Contact Officers

Peter Boulton	Head of Highways, TfGM	peter.boulton@tfgm.com
Julie Reide	Road Danger Reduction Manager, TfGM	julie.reide@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire

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

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	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	

Risk Management

Not applicable

Legal Considerations

Not applicable

Financial Consequences – Revenue

Not applicable

Financial Consequences – Capital

Not applicable

Number of attachments to the report: 1

Appendix A – Draft Greater Manchester Vision Zero Strategy

Comments/recommendations from Overview & Scrutiny Committee

The draft strategy is due to be considered by the Overview and Scrutiny Committee on Wednesday 24 January 2024. Any comments or recommendations will be reported verbally at the meeting.

Background Papers

- Equality Impact Assessment
- Bee Network Committee Report from 23/11/23 ‘Road Safety Update’
- DfT Report - National statistics ‘Reported road casualties Great Britain, annual report: 2022’, (https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022/reported-road-casualties-great-britain-annual-report-2022 (www.gov.uk) Published 28th September 2023

- DfT Report – Guidance on severity adjustments for reported road casualties Great Britain, report update, (Guide to severity adjustments for reported road casualties Great Britain - GOV.UK (www.gov.uk), updated 28th September 2023

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

1. Introduction

1.1. In the last ten years nearly 10,000 people who live in, work in or visit Greater Manchester have been killed or seriously injured on our roads. Road death is the biggest killer of 5-29 year olds worldwide and in the United Kingdom 5 people will die in a road traffic collision every single day.

1.2. In 2022 alone, 64 people lost their lives on the roads of Greater Manchester, devastating families and communities. Any life lost on our roads is one too many, especially when road death is so preventable.

1.3. In total 852 people were killed or seriously injured in 2022; there is no other method of transport where this amount of injury would be accepted, and it is time we acted to eliminate harm on our roads.

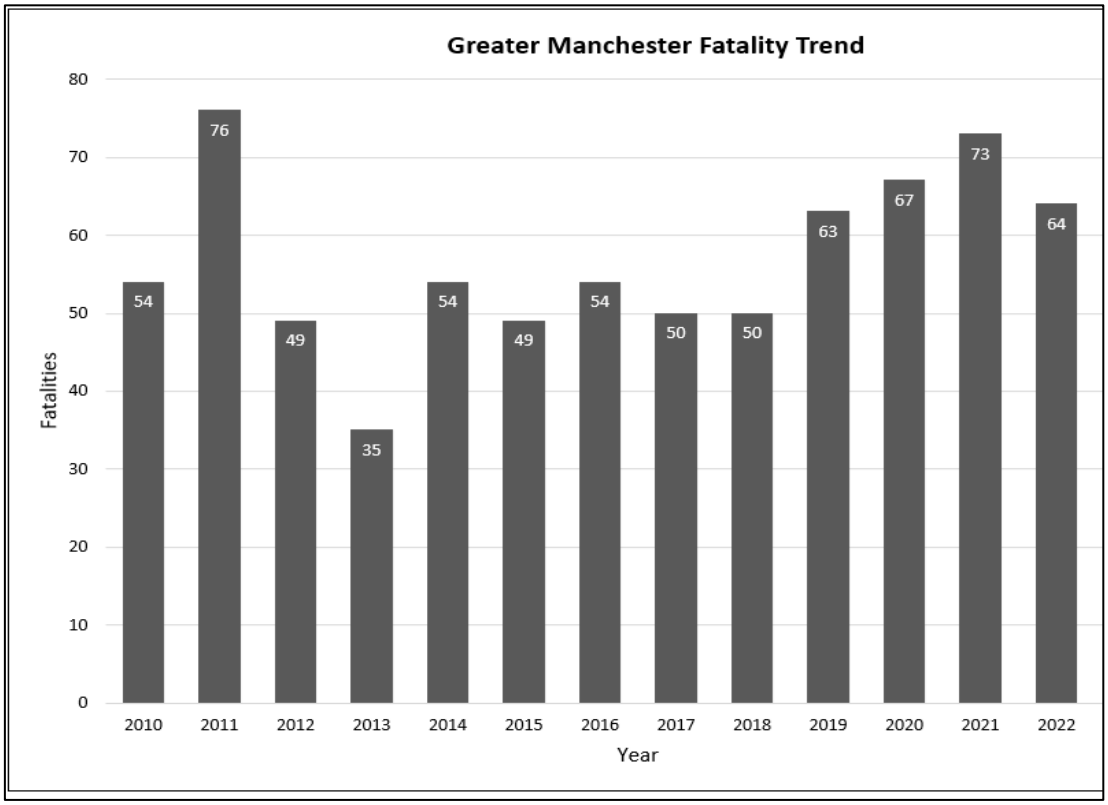
1.4. Vision Zero is a city region aspiration to reduce the number of people who are killed or who receive life changing injuries on our roads to zero by 2040.

1.5. Embracing Vision Zero is not just a commitment to road safety; it is an investment in the well-being, economic prosperity, and inclusivity of Greater Manchester. By prioritising human lives and creating a road network that prevents fatalities and life changing injuries, the Vision Zero Strategy can pave the way for a safer and more sustainable future for all.

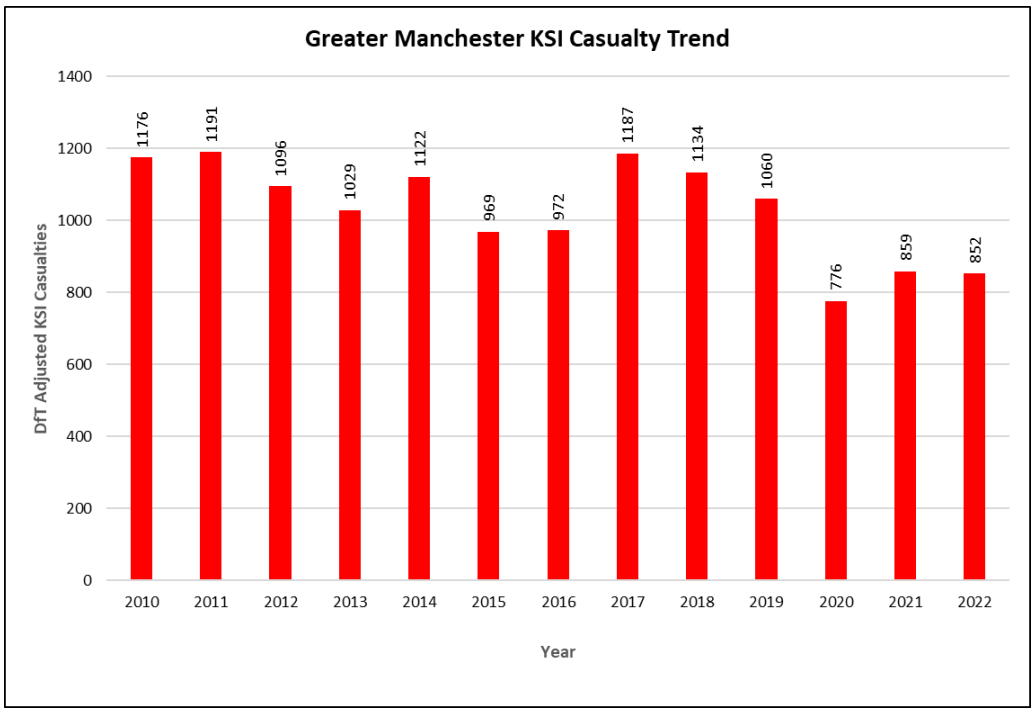
1.6. Vision Zero is not merely an aspiration; it will enable us to develop an actionable roadmap toward achieving a vision of roads where every journey is a safe journey. It represents a transformative step towards creating a safer and more liveable environment and a city region where everyone can live a good life, growing up, getting on and growing old.

2. Fatal and Seriously Injured Statistics

2.1. There was a total of 64 people killed on Greater Manchester's roads in 2022, a reduction of 12% from the previous year (73). There was also a reduction of 5% from the previous 3-year average (2019 – 2021).



2.2. There was a total of 852 people killed or seriously injured on Greater Manchester's roads in 2022, a reduction of 1% from the previous year (859). There was also a reduction of 5% from the previous 3-year average (2019 – 2021).



2.3. Although in 2022 there was a small decline in the number of people killed and seriously injured, much more needs to be done if we are going to reach our target of zero deaths and life changing injuries on our roads. We need to put the safety of

all road users at the heart of what we do as it underpins what we want to achieve in Greater Manchester to deliver 'world class connections that support long-term, sustainable economic growth and access to opportunity for all'.

3. Vision Zero

Greater Manchester's Vision Zero Strategy

3.1. A copy of the draft Vision Zero Strategy is included in Appendix A.

What is Vision Zero?

3.2. Vision Zero is an ambition to eliminate deaths and serious injuries on our road network and to provide safe and equitable travel for all. Vision Zero is a worldwide vision with several countries having already adopted it; a number of counties within the UK have now started to adopt Vision Zero for themselves including our neighbours West Yorkshire, South Yorkshire, Lancashire and Liverpool City Council, as well as other areas of the United Kingdom.

Why is it important?

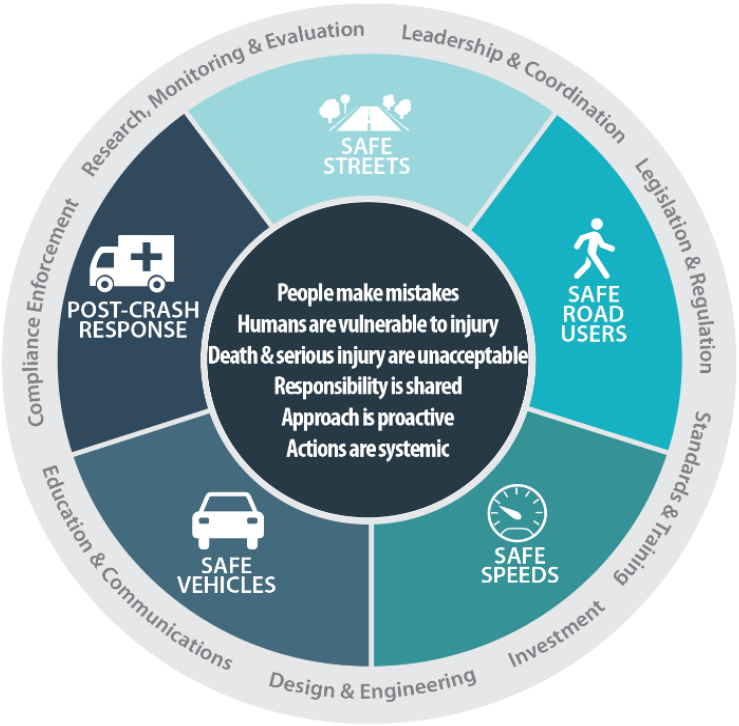
3.3. 64 people were fatally injured on our roads last year, each of these deaths were preventable. They were people going about their daily lives, including travelling to work, school or to socialise and these people never returned home. Road deaths are devastating to all of those involved and they have far-reaching consequences for the community.

3.4. That is why, in Greater Manchester, we are working towards there being zero deaths or life changing injuries on GM's roads by 2040.

3.5. This goal changes the way we think about road safety. It means that crashes on our roads will be no longer accepted as an inevitability or 'something that just happens'. Death and life changing injuries should not be seen as an inevitable consequence of travelling on the roads.

Safe Systems

3.6. The Safe Systems approach to road safety management emphasises that life and health should not be compromised by one's need to travel. The approach advocates the uses of system interventions and a shared responsibility for long term elimination of road deaths and serious injuries.



3.7. The Safe System approach requires us to take a systematic approach to reducing road danger. In practice, this means we plan and prioritise interventions together and earlier, delivering across multiple elements of the Safe System so that improvements are implemented across the board.

3.8. A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety. Seeing the road network as a 'system' helps us to see where there are systematic weaknesses and ways in which we can strengthen it as a whole to remove risk.

4. The Cost of Inaction

4.1. Last year in Greater Manchester, the cost of all casualty and injury collisions amounted to nearly £472 million (including emergency services, insurance costs, human costs, which reflect, pain, grief and suffering; the direct economic costs of lost output and the medical costs associated with road collision injuries) [1]. If we do nothing this figure will increase year on year as the number of collisions and casualties increase.

[1] A valuation of road accidents and casualties in Great Britain: Methodology note (publishing.service.gov.uk)

4.2. It is important to acknowledge that we cannot put a figure on the cost of someone's life and the loss to their family and friends. That loss is priceless and can never be replaced.

4.3. Vision Zero not only reduces the economic burden of road harm but also contributes to the overall economic well-being of Greater Manchester by creating a safer environment for businesses to thrive. The resulting decrease in collisions and their associated costs can free up resources for more productive investments in the local economy.

5. Targets

5.1. Committing to achieving Vision Zero moves beyond incremental targets to a substantial long-term commitment to create a future where nobody is killed or receives life changing injuries on the road network.

5.2. Setting targets and measuring progress has been shown to incentivise road safety stakeholders to focus on best practice proactively. There are currently no national road safety targets in England, with the last formal period of target setting ending in 2010. Individual Local Authorities can set targets themselves; we have therefore set out ambitious goals for GM in the near- and long-term.

- **Zero deaths and life changing injuries by 2040**
- **50% reduction in deaths and life changing injuries by 2030 based on 2022 figures as a baseline.**

6. Next Steps - Public and Stakeholder engagement

Draft Strategy

6.1. Following approval of this draft, a period of engagement will take place in early spring with the public and stakeholders in the form of an online questionnaire on the strategy.

Draft Action Plan

6.2. A draft Action Plan that will help us to deliver of Vision Zero Strategy will be developed and engagement with the public and stakeholders on these actions will take place in May 2024 for approximately two months. The action plan will evolve during this time based on the feedback. The Action Plan will include a set of Key

Performance Indicators (KPI's) and Safety Performance Indicators (SPI's) to help us to achieve our longer term targets.

Launch of Vision Zero Strategy and Action Plan

6.3. It is proposed that the finalised Vision Zero Strategy and Action Plan will be reported to BNC and then to the GMCA for formal adoption and approval in November 2024. A public launch will then commence which will coincide with Road Safety Week (18 – 24 November 2024). The World Day of Remembrance for Road Traffic Victims takes place on 17 November 2024.

Vision Zero Strategy

Reducing Road Danger in Greater Manchester

Draft - January 2024

CONTENTS

FOREWORD

Andy Burnham
Mayor of Greater Manchester

Dame Sarah Storey
Active Travel Commissioner

I am supporting the Vision Zero aspiration for Greater Manchester (GM) after I promised to do so in my Active Travel Mission and because every death or serious injury on our roads is one too many. Not only are these collisions devastating people's lives but they are leaving a long-lasting impact on the wider community and preventing other people from feeling safe when they are out and about on their own journeys.

It's heartbreaking to learn of a death or life-changing injury as a result of a road crash and with over 90% of all incidents attributed to human error the power to change things is not far away. These incidents are neither acceptable nor inevitable, and we should all be doing everything we can to prevent them.

The people of GM will need to work together to make Vision Zero a reality and I am confident the work that now follows will make it a place where everyone feels safe when they take to the roads, whether that be on public transport, in a car, on foot or on a bike. In order to establish what is important to you, we need your views as GM residents and/or workers to shape the action plans and inform future activity.

The benefits of adopting Vision Zero go far beyond the important first reason of ensuring no family has to endure the death of a loved one through road crime. Emergency and health services are too frequently overwhelmed by the aftermath of collisions and the fiscal cost to society each year runs into the billions of pounds. In addition to preventing death, Vision Zero aims to eradicate life-changing injuries as a result of road crashes, ensuring no person endures the lifelong pain and financial hardship associated with these incidents. Road crashes place an immeasurable cost on everyone, and by preventing deaths and serious injury, the region will be a more vibrant and fulfilling place to grow up, get on in life and grow old.

I have said before that getting it right will require a collective effort and commitment by everyone, which is why I am keen to be involved in the strategy and action plans for Vision Zero Greater Manchester as we go on this journey together.

Greater Manchester should be a place where people feel safe and are safe.

EXECUTIVE SUMMARY

Our ambition is for Greater Manchester to have **zero fatalities and life changing injuries on our roads by 2040** whilst increasing safe, healthy, equitable mobility for all

Zero.

We believe this is the only acceptable number of lives lost on our roads.

Taking a Vision Zero approach to road safety represents a change from our previous approach towards addressing road safety. This Vision Zero Strategy explains what this will mean for Greater Manchester, why it is needed and how we will do it.

This strategy has been developed by the Safer Roads Greater Manchester Partnership (SRGMP). SRGMP brings together organisations across Greater Manchester to improve road safety.

Safer Roads Benefit Everyone

Every person has a right to mobility and to travel safely, but some groups face a greater risk on our roads than others. Car drivers and passengers made up 34% of those killed or seriously injured on Greater Manchester's roads between 2018 and 2022, making them the largest group. Vulnerable road users (those who are not protected inside a vehicle) accounted for nearly two thirds of those killed or seriously injured. Despite posing the lowest risk to others, pedestrians made up 31% of those killed or seriously injured on our roads.

Pedestrians, cyclists and motorcyclists were predominately killed or seriously injured when a car or HGV collided with them. Car drivers and passengers were predominantly killed or seriously injured when involved in a collision with another car. This shows how some road users pose a greater risk to others, and therefore have a greater responsibility to keep others safe.

Achieving Vision Zero is important not only to save people's lives; having safer roads has multiple co-benefits.

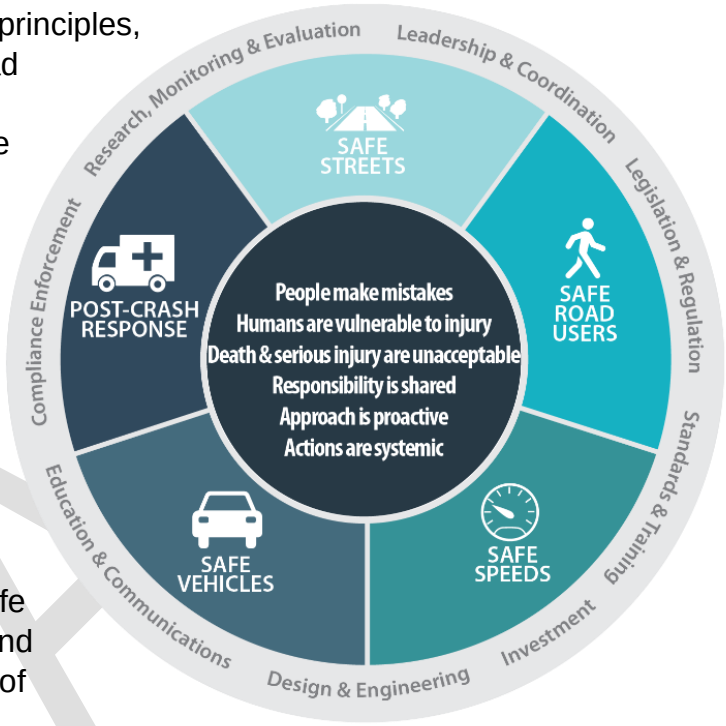
- Having safe and attractive streets will encourage more people to walk, cycle, or wheel on our roads, improving health outcomes, air quality and reducing carbon emissions.
- Fewer collisions mean less congestion; from the initial road traffic collision to repairing the damage to the road, boosting the economy and helping to keep our public transport network running on time.
- In 2022, **road casualties in GM cost almost £500 million** in medical, police, damage to property, insurance costs, lost output and the human cost from losing a loved one.

Adopting the Safe System Approach

To make our roads safer, we are changing our approach towards road safety by adopting the Safe System approach. A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety.

The Safe System approach requires us to take a systematic approach to reducing road danger, strengthening all parts of the system so that where there are failures, as there inevitably will be, the rest of the system is able to minimise the outcomes.

At the heart of the Safe System are six principles, these are the values that guide how road safety is approached by all of those involved. Based on these principles, five safe system elements are identified. These are: safe streets, safe road users, safe speeds, safe vehicles and post-collision response. Together they reduce the risk and severity of a collision and reduce the likelihood of death and life changing injuries if a collision does occur.



To create the Safe System multiple change mechanisms have been identified. These go beyond creating safe roads through engineering, education and enforcement to involving a wider range of organisations and approaches.

Vision Zero Action Plans

This strategy sets out our ambition to achieve Vision Zero and how we will use the Safe System approach to deliver this. The SRGMP will engage with stakeholders to implement this strategy and develop a Vision Zero Action Plan. The Action Plan will set out the short, medium and long term actions we will take to ensure nobody is killed or receives life changing injuries on our roads by 2040.

This will build on our existing Road Danger Reduction (RDR) Action Plans. The RDR Action Plans are already informed by the Safe System approach, providing a good foundation that we can build upon. We will also report on performance management, producing a Bi-Annual Progress Report, detailing our progress against Key Performance Indicators.

We plan to publish our first Vision Zero Action Plan by the Autumn 2024 following a period of research and public consultation.

INTRODUCTION

The safety of our roads affects us all. Across Greater Manchester (GM) we walk, wheel, cycle, bus, tram and drive along our road network. Roads connect people, communities and businesses. It is essential that our road network works safely and efficiently so we can all reach our destinations as planned.

Many of our roads are also streets or neighbourhoods. They serve other purposes in addition to getting us from A to B. Yet 75% of GM residents think that their streets are dominated by moving or parked motor vehicles[1].

These are places where we live, work and play. Roads, streets and neighbourhoods are not just about travel, but are about the people who use them. **People, not vehicles, use roads**. Each of us uses a variety of modes to live our daily lives, for different reasons and at different times. None of us can be defined by one mode of travel.

In recent years, GM has made significant progress in reducing the number of people killed or seriously injured on our roads. However, on average 1,000 people a year are still being killed or seriously injured each year. This is unacceptable. One death or life changing injury on our road network is one too many.

Nobody should lose a loved one while using our roads. That is why we are developing this strategy. We will build on the progress we have made and further reduce the number of preventable deaths and life changing injuries on our roads to achieve our goal, zero.

This Vision Zero Strategy sets out our ambitions for the city region to make our roads safe, sustainable and accessible for all. The overall objectives are for:

Greater Manchester to have **zero fatalities and life changing injuries on our roads by 2040** whilst increasing safe, healthy, equitable mobility for all.

And to **reduce deaths and life changing injuries by 50% by 2030,** achieving the UN's ambitious goal of halving road traffic deaths by 2030.

This strategy is being developed by the Safer Roads Greater Manchester Partnership (SRGMP). SRGMP brings together organisations across Greater Manchester to improve road safety, including the development of this Vision Zero

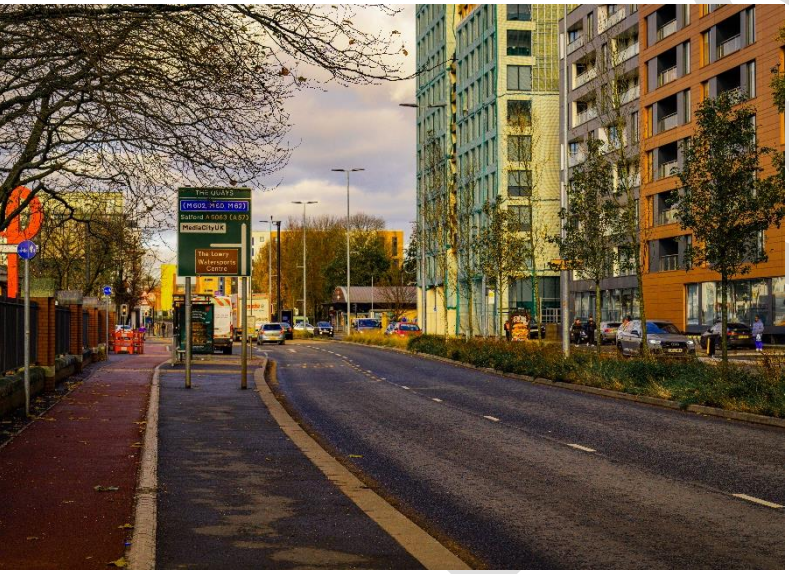
[1] Walking and Cycling Index 2021: Greater Manchester (sustrans.org.uk)

Strategy. Throughout this document when using the term ‘we’ it refers to the organisations that make up the SRGMP, these are:

- Greater Manchester Combined Authority (GMCA).
- The ten GM local authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan).
- Transport for Greater Manchester (TfGM).
- Greater Manchester Police (GMP).
- Greater Manchester Fire and Rescue Service (GMFRS).
- Greater Manchester Communities.
- And other key partners on road safety.

The Mayor, through the Combined Authority, works with the ten GM local authorities and with local services, businesses, communities and other partners to improve the city region. The ten local authorities collaborate on issues which affect people across the region, including the Greater Manchester Strategy[2] and the Greater Manchester Transport Strategy 2040[3], our statutory Local Transport Plan.

This Vision Zero Strategy will support the ambitions we have for our city region, forming a sub-strategy of the Greater Manchester Transport Strategy 2040, which in turn supports the delivery of the Greater Manchester Strategy.



This Vision Zero Strategy is looking long-term to 2040 and will be supported by Vision Zero Action Plans which will set out our short, medium and long-term actions. This will allow GM to respond to changes in travel patterns, or technological innovations in vehicle safety, for example.

The Vision Zero Strategy is not a funded delivery plan and the priorities and ambitions set out here are anticipated to require some additional funding to be delivered in full.

The benefits of adopting Vision Zero go far beyond the important first reason of ensuring no family has to endure the death of a loved one.

More of us will be enabled to walk and cycle if we are travelling on roads which we feel are safe and where speeds are appropriate. This will help to reduce transport emissions, improve air quality and improve our residents physical and mental health. The GM Transport Strategy 2040 has a ‘Right Mix’ vision of 50% of trips to be made by sustainable modes, with no net increase in motor vehicle traffic, by 2040. Safety

[2] About Greater Manchester
[3] Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM

is at the heart of this vision – we need it to be safe and to feel safe, when we walk or wheel, cycle, take public transport or spend time in our streets.

We want our city region to be fairer and improve the quality of life for all. There are currently inequalities in road safety, with vulnerable road users and people from deprived communities more likely to be killed or seriously injured. Children, older people and women are more likely to be killed or seriously injured as vulnerable road users.

We have an ageing population for whom continued mobility is essential – our older residents are more likely to be physically and mentally healthier if they are supported to travel safely. By maintaining their mobility, older peoples' quality of life will be improved by avoiding loneliness and isolation; and their mobility is beneficial to the wider community, by providing opportunities for older people to volunteer, work and shop.

Road crashes have a negative effect on for the economy – road closures caused by crashes create delays and stop us going about our business. In 2022, **road casualties in GM cost nearly £500 million** in medical, police, damage to property and insurance costs, lost output and human costs - which attempts to provide an economic value to the pain, grief and suffering caused by road collisions[4].

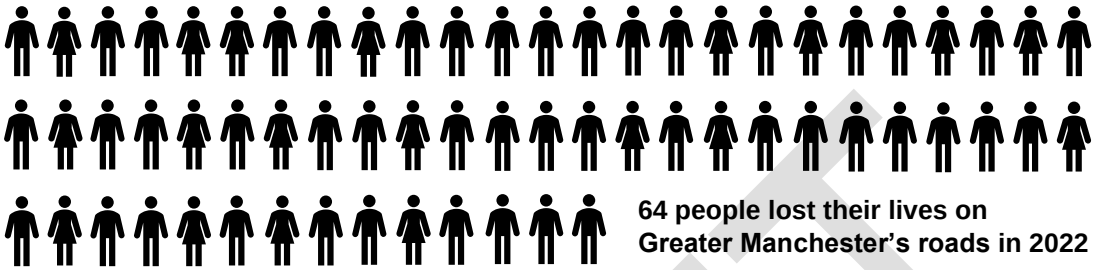
Zero is ambitious but it is the only goal we can aspire to, helping with our other aims and ensuring that we are building a safe road transport system for us all.

[4] A valuation of road accidents and casualties in Great Britain: Methodology note (publishing.service.gov.uk)

WHY VISION ZERO?

Imagine being asked how many people you think is acceptable to die on GM's roads in a year. In 2022, 64 people lost their lives on our roads and a further 787 people were seriously injured.

This is what that looks like:



64 people lost their lives on Greater Manchester's roads in 2022

Is this acceptable? The answer is obviously no.

It is impossible to represent the grief and loss involved through numbers alone. Therefore, with the support of Paula Allen, Marcus' mother, we want to share Marcus' story; and with the support of Calvin Buckley, share Frankie and Neeve's story:

Marcus Simmons-Allen, aged 18

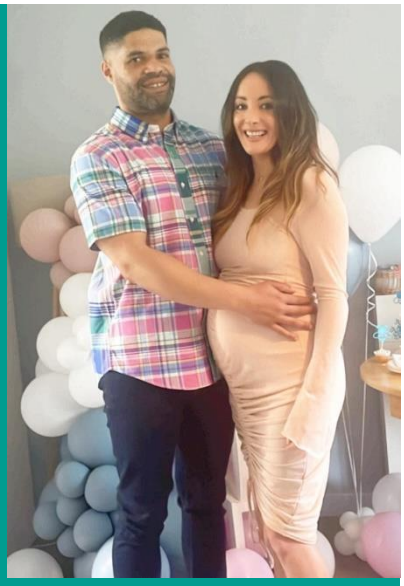
On the night of October 10th, 2021, Marcus met a friend for a short walk near to his home in Broadheath, Altrincham. They were crossing George Richards Way when a speeding driver came towards them. Marcus' friend attempted to pull him out of the path of the oncoming vehicle, but Marcus was struck and critically injured. Police say the driver had been travelling between 55 and 67 mph, around twice the 30mph limit.

His friend ran for help and found Marcus' mum Paula, who lived only a short distance away. They then went back to the scene of the crash, found Marcus and called the emergency services.

Recalling that night, Paula said: "Time seemed to stand still and I just held my injured son in my arms. A man stopped to help and it turned out he was a surgeon. He said Marcus' pulse was very faint and he started to perform CPR. I was trying to console Marcus' friend, he was hysterical as he had tried to save Marcus and witnessed the whole thing."

Marcus was taken to Salford Royal Hospital and cared for in the intensive care unit, but sadly his life couldn't be saved. He died the following day on Monday, 11th October 2021.

Frankie Julia Hough, aged 38



Calvin's partner Frankie and their unborn daughter Neeve died because of the impact of a road traffic collision whilst pulled over on the M66 motorway due to a flat tyre.

Calvin says "The driver was filming himself driving at speeds of over 120mph just moments before he lost control and hit Frankie's car. He was driving recklessly, causing fear and risking the lives of others. Witnesses described him as an 'accident waiting to happen'.

The pain that I feel daily, the hopelessness of watching the person you love drift away in the most traumatic circumstances. Nothing will ever make up for my loss.

Too many lives are being lost unnecessarily at the hands of dangerous and reckless driving. Nobody should have to live with the fear that they will lose a loved one or their own lives whilst driving or walking on the streets.

Losing a loved one this way is devastating. For me; my world, my future, my peace was stolen from me and from so many others who loved Frankie and Neeve.

The only way that this tragedy can be made less tragic is by me sharing our story to help support the Vision Zero Strategy".

It is not acceptable that anyone's loved one heads out to work, school, to the shops, or off on holiday (whether they are walking, cycling, or as a driver or passenger in a motorised vehicle) and does not return home because of a preventable incident on our roads.

We don't accept it for rail, light rail or air travel, and we should not accept it for road transport.

That's why in Greater Manchester we are working towards there being **zero deaths or life changing injuries** on GM's roads **by 2040**.

Our goal is: 0

This goal changes the way we think about road safety. It means that crashes on our roads will be no longer accepted as an inevitability or 'something that just happens'. Death and life changing injuries should not be seen as an inevitable consequence of travelling on the roads.

Even the language we use around these incidents can influence how we feel about them: the road safety industry has stopped referring to them as ‘accidents’, instead referring to them as ‘road traffic collisions’. The word ‘accident’ implies that nothing could be done to prevent it and that is not true.

The only number we will accept is zero.

MEASURING PROGRESS

Committing to achieving Vision Zero moves beyond incremental targets to a substantial long-term commitment to create a future where nobody is killed or receives life changing injuries on the road network.

Setting targets and measuring progress has been shown to incentivise road safety stakeholders to focus on best practice proactively.[5] There are currently no national road safety targets in England, with the last formal period of target setting ending in 2010. Individual road safety authorities can set targets themselves; we have therefore set out ambitious goals for GM in the near and long term.

Our Progress to Date

One death or life changing injury on our road network is one too many. However, it is encouraging that GM has achieved consistent progress in reducing the number of injuries and the severity of those injuries on our roads.

In 2006, 1,525 people were killed and seriously injured (KSI) on our roads. By 2020 we had managed to decrease this by 30% to a low of 776 in 2020 (restrictions on movement due to the Covid pandemic reduced collision rates across the country).

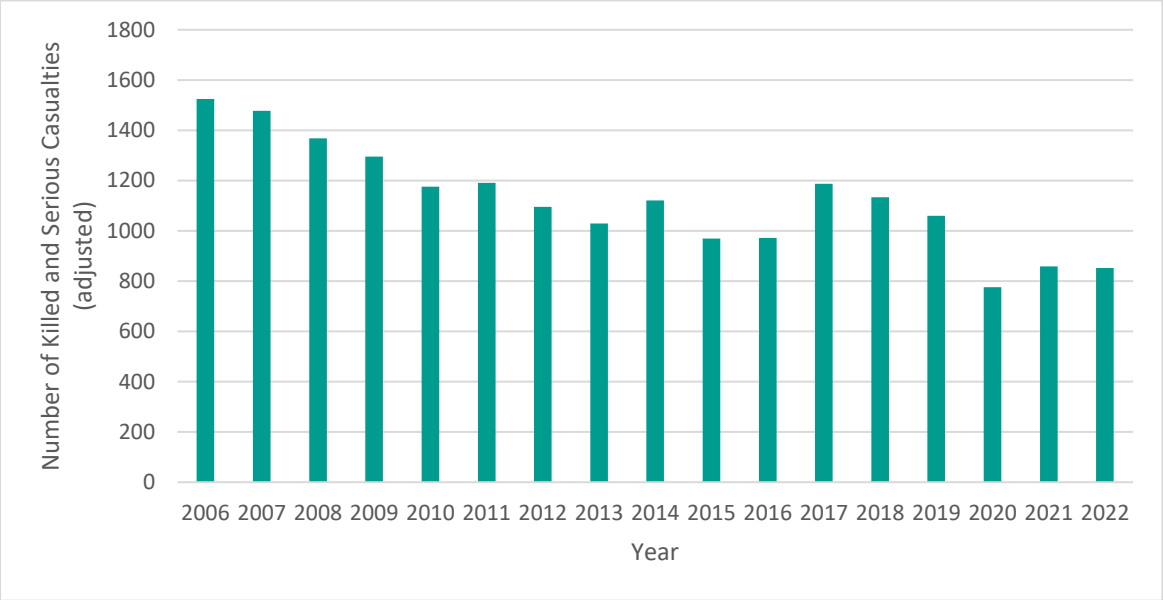
Figure 1 shows this general downward trend in adjusted KSIs over time. Due to a change in collision severity reporting methods to an Injury Based Reporting System (IBRS) which provides greater accuracy in determining injury severity, the Office of National Statistics have developed a methodology to identify the likely casualty figures on historic trends had IBRS been in use previously in order to enable the continuity of monitoring casualty trends; this is what leads to the term 'adjusted'.[6]

Comparisons are made against the DfT adjusted KSI's (published September 2022) to enable continuity of reporting since the implementation of the CRaSH Reporting System by GMP in February 2021 which provides greater accuracy in determining severity of injuries. CRaSH is likely to have increased the number of casualties recorded as "serious" which otherwise may have been recorded as "slight" and as a result, adjustments have been made on the historical KSI' figures by the DfT.

[5] PACTS, Policy Briefing – *A Vision for Road Safety: The role of road safety strategy and casualty reduction targets since 2010.*

[6] Guide to severity adjustments for reported road casualty statistics - GOV.UK (www.gov.uk)

Figure 1 - Long-term KSI casualty trend[7]



Before the pandemic, GM had a lower rate of killed or seriously injured casualties (36.0 per 100,000 population between 2017 and 2019[8]) than other urban areas nationally and other northern police force areas. We have made significant progress, but with 1,000 people being killed or seriously injured each year on GM's roads on average over the last five years, we still have much further to go if we are to achieve our goal – zero.

Measuring Vision Zero

The Department for Transport (DfT) has introduced a new Injury Based Reporting System (IBRS) that has changed how injury types are recorded. It is now possible to understand in much greater detail the types of injury sustained by casualties and to classify them beyond the broad 'seriously injured' category. This system is known as CRaSH (Collision Reporting and Sharing System).

GMP have adopted the CRaSH injury based reporting system which provides 21 different injury classifications. They range from those killed through to those suffering bruises or shock. We are, however, most concerned with preventing 'life-changing' injuries and deaths.

We are therefore proposing to adopt the following list of injury classification in our list of life-changing injuries:

[7] Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)
[8] GB Road Safety Performance Index, 2021 (https://experience.arcgis.com/experience/8be7cabdac024de195202c2f4b9e2282)

Very Serious (DfT definition)	Moderately Serious (DfT definition)
Broken neck or back Severe head injury, unconscious Severe chest injury, any difficulty breathing Internal injuries Multiple severe injuries, unconscious	Loss of arm or leg (or part) Fractured pelvis or upper leg Other chest injury (not bruising) Deep penetrating wound Multiple severe injuries, conscious

These injuries, together with those killed on the roads, will form our Vision Zero target for 2040. This is a change from the 2040 Transport Strategy which defined Vision Zero as "killed or seriously injured". [9]

In 2022, the only year for which complete figures are available, the breakdown was as follows:

Fatal	64
Very serious	150
Moderately serious	174

Clearly, reducing death and life-changing injuries from the 2022 figure of 388 will be challenging and progress towards this vision will need to be monitored.

We have therefore set an interim target for 2030 to reduce road traffic deaths and life changing injuries by 50%.

Achieving this interim target would also mean that GM would meet the United Nations goal of halving road traffic deaths by 2030[10].

Mental Health Impact

The effects of road collisions are not limited to physical harm. It is difficult to quantify the impact on mental health from the police reported records, but it is clear that the effects can be far-reaching.

Research in Australia found that mental health problems, such as depression and Post Traumatic Stress Disorder, are common following a road crash. The prevalence of psychological disorder (40%) was much higher amongst those involved in collisions than the wider Australian population (<10%). It was found that experiencing elevated distress following a collision greatly affects the ability for a person to

[9] Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM

[10] At High-Level Session, General Assembly Unanimously Adopts Resolution on Improving Global Road Safety, Stresses Commitment to Reduce Fatalities in Half by 2030 | UN Press

recover quickly, which in turn increases the risk of developing serious mental health disorders and of suffering from co-occurring physical problems[11].

These effects will not only be felt by the individuals involved in the collision but will affect their family and friends.

Safety Performance Indicators

Casualty data is, of course, critical to measuring success, but this is a lag indicator, relying on historic data to arrive before we can interpret and understand trends. We also require Safety Performance Indicators (SPI) that can inform us of risk and danger on our roads related to Safe System elements.

This approach has been pioneered in Europe with detailed guidelines now in place to monitor and compare these indicators across many countries. Transport Scotland have developed a comprehensive set of SPIs which follow international best practice.[12]

These indicators do not simply measure outputs (e.g., number of traffic violations), but instead express known risk factors, or road dangers, as a compliance score. These scores can be benchmarked and measured at regular intervals either across GM or within individual local authorities. A suggested set of indicators will be published with our future action plans.

As we seek to increase the number of trips made using sustainable modes, we will also need to ensure that the levels of risk for these groups decreases per mile cycled, wheeled, walked or travelled. Therefore, in addition to the Safety Performance Indicators comparing relative risk rates between groups and over time will be a core part of our performance management.

[11] https://australianrotaryhealth.org.au/ilaria-pozzato/
[12] Transport Scotland. (2021) *Scotland's Road Safety Framework to 2030: Annual Delivery Plan 2021-2022*

UNEQUAL RISK

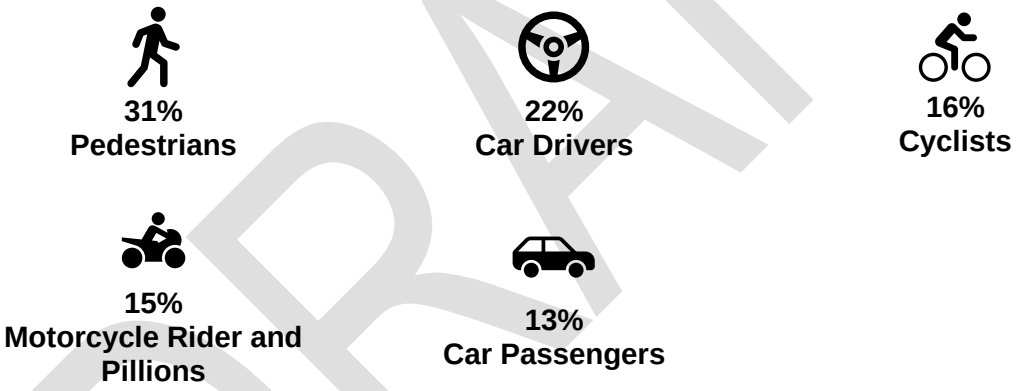
We all have a right to mobility, and we have a right to travel safely. Sadly however, road risk is unequal in many different ways:

Vulnerable road users are at greater risk on our roads

When we look at the mode which casualties were travelling in when they were killed or seriously injured on GM's roads, we find that the greatest proportion of those who suffer death or serious injury are pedestrians, followed by car drivers, cyclists, motorcyclists and car passengers[13] (see Figure 2). A further 4% of killed or seriously injured casualties were in buses, goods vehicles, or other motorised vehicles.

These percentages don't consider how many miles are walked, cycled, ridden or driven but they do show how **vulnerable road users (those who are not protected inside a vehicle) account for two thirds of those killed or seriously injured**.

*Figure 2 - Killed or Seriously Injured Casualties (adjusted) in GM by User Group (2018-2022)[14]/[15]**



The proportion of KSIs in each user groups is not consistent across the Local Authority areas within GM. Figure 3 shows the proportion of KSI casualties by road user groups split by the GM Local Authority. Pedestrians represent the highest proportions for almost all areas; motorcyclists also account for a high percentage of KSI casualties. Cycling risk differs across the region, with some areas like Tameside and Rochdale having much lower proportions than places like Trafford, Salford and Manchester, likely reflecting the higher number of cyclists in those areas.

It shows that whilst we must work in partnership to provide a consistent approach to road safety across GM, we need to recognise these differences and target risk accordingly. These differences in risk could be due to road design, modal choice, traffic levels and travel alternatives so we need to explore these factors to understand what will be effective in each area.

[13] 'cars' includes taxis and minibuses

[14] Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

[15] * Note: the percentages do not equal 100 in all cases, due to rounding issues. This is because the adjusted KSI figures are not calculated as whole numbers.

Figure 3 - KSI casualties (adjusted) by GM Local Authority across road user groups (2018-2022)[16]

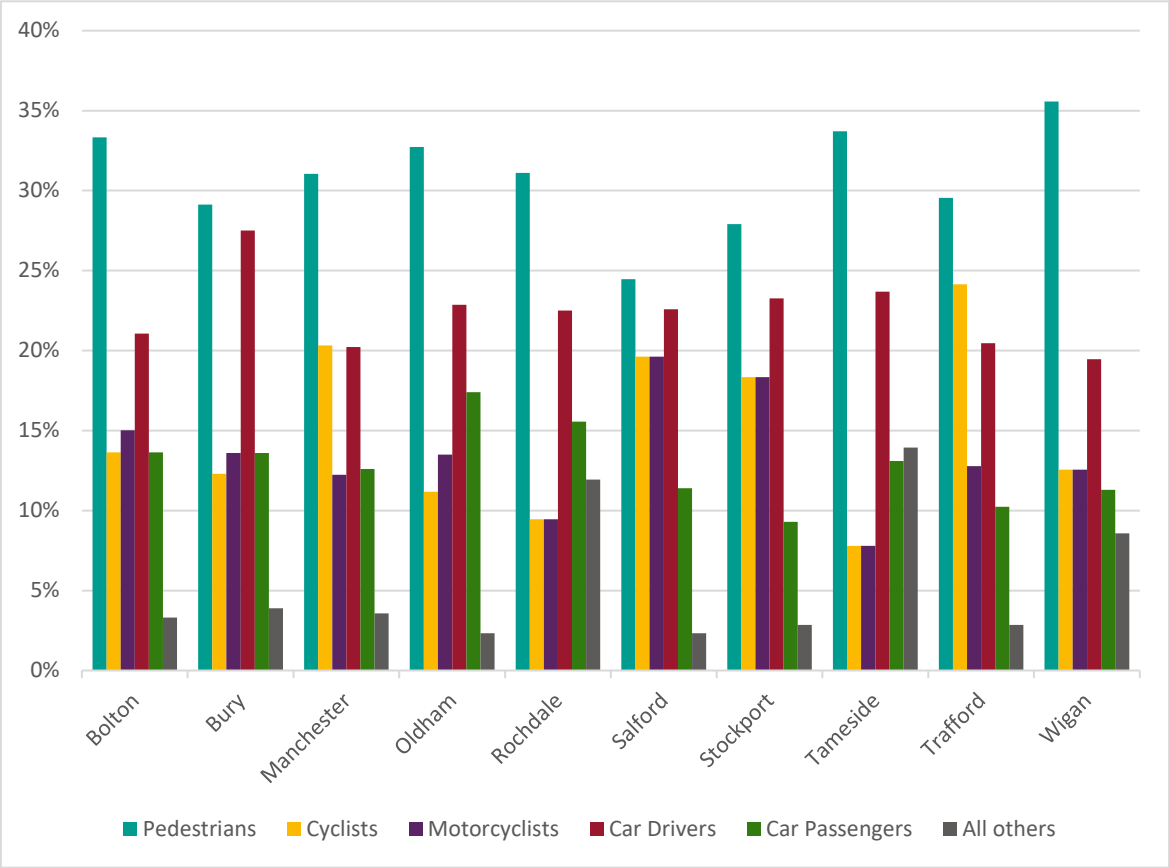


Table 1 - KSI casualties (adjusted) by GM Local Authority across road user groups (2018-2022)[17]*

Red arrows indicate where a local authority has a higher percentage than the GM average

	Pedestrians	Cyclists	Motorcyclists	Car Drivers	Car Passengers	All others
GM	31%	16%	15%	22%	13%	3%
Bolton	33% ↑	14%	15% ↑	21%	14% ↑	3%
Bury	29%	12%	14%	28% ↑	14% ↑	4%
Manchester	31%	20% ↑	12%	20%	13%	4%
Oldham	33% ↑	11%	14%	23% ↑	17% ↑	2%
Rochdale	31%	9%	9%	23% ↑	16% ↑	12% ↑
Salford	24%	20% ↑	20% ↑	23% ↑	11%	2%
Stockport	28%	18%	18% ↑	23% ↑	9%	3%
Tameside	34% ↑	8%	8%	24% ↑	13%	14% ↑
Trafford	30%	24% ↑	13%	20%	10%	3%
Wigan	36% ↑	13%	13%	19%	11%	9% ↑

[16] Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

[17] Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

Some road users pose a greater risk to others

Our analysis of GM's roads shows that different types of vehicles present different levels of risk to other road users. In the results, shown in Table 2, we can see that car drivers are predominantly injured in collisions which only involve cars. Conversely, **pedestrians are most frequently injured in collisions which involve cars, goods vehicles and other motorised vehicles**, and this is the same for cyclists and motorcyclists.

After cars, good vehicles are the largest contributor to vulnerable road users being killed or seriously injured on our roads. Due to their size, weight and poor visibility HGVs are more likely to cause serious injury or death if involved in a collision[18].

Table 2 - Vehicles Involved and who is injured in GM (2018-2022)[19]
Vehicle type involved (rows) / Mode of the killed or seriously injured (columns)

	Road User Killed or Seriously Injured					
Vehicle Involved	Pedestrian	Cyclist	Motorcyclist	Goods Vehicle Driver/ Passenger	Car Driver/ Passenger	Bus Driver/ Passenger
Car	941	429	392	15	552	9
Motorcycle	29	6	12		16	
Goods Vehicle	96	47	27	3	59	
Bus	39	12	4	2	9	1
Cycle	7	2	2		4	

Key: The darker and larger the circle, the more KSI casualties involved.

[18] Driving around large vehicles and HGVs - National Highways
[19] Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

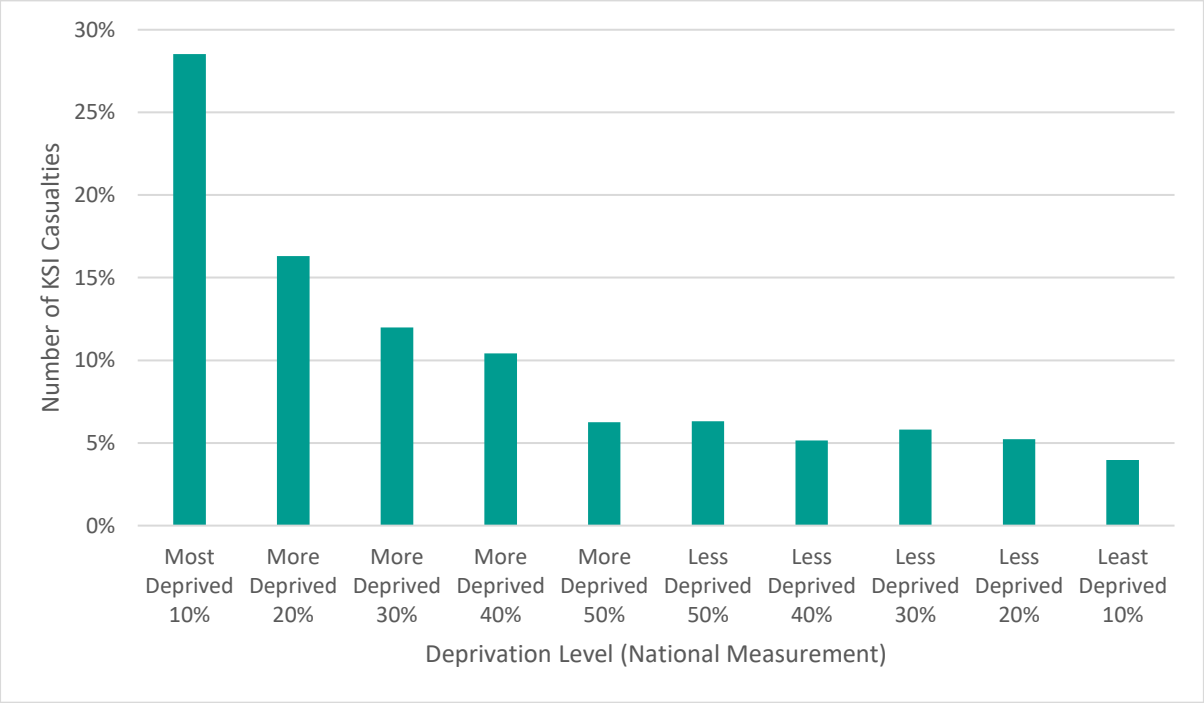
People from our most deprived communities are more likely to be killed or seriously injured on our roads

Another way in which risk is unequal is deprivation. People from **our most deprived communities are most likely to be killed or seriously injured on our roads,** as shown in Figure 4. Deprivation can influence the way in which we travel. It may be that residents in these communities have no choice but to walk, cycle or use a motorcycle, making them more vulnerable.

The environment and access to services can influence mode choice. We know residents from our most deprived communities are much less likely to have access to a vehicle. Just over a quarter of households in GM don't have access to a vehicle, rising to 40% for households living in the most deprived areas.

Even in households with cars available, not all members of the household may drive. It may be the case that even when more deprived residents own or have access to a car, it is more difficult to purchase more expensive vehicles with enhanced safety features. Road design may also be an issue, with these communities potentially having higher levels of traffic, leading to increased chances of conflict.

Figure 4 - KSI casualties in GM by home deprivation level (2018-2022)[20]



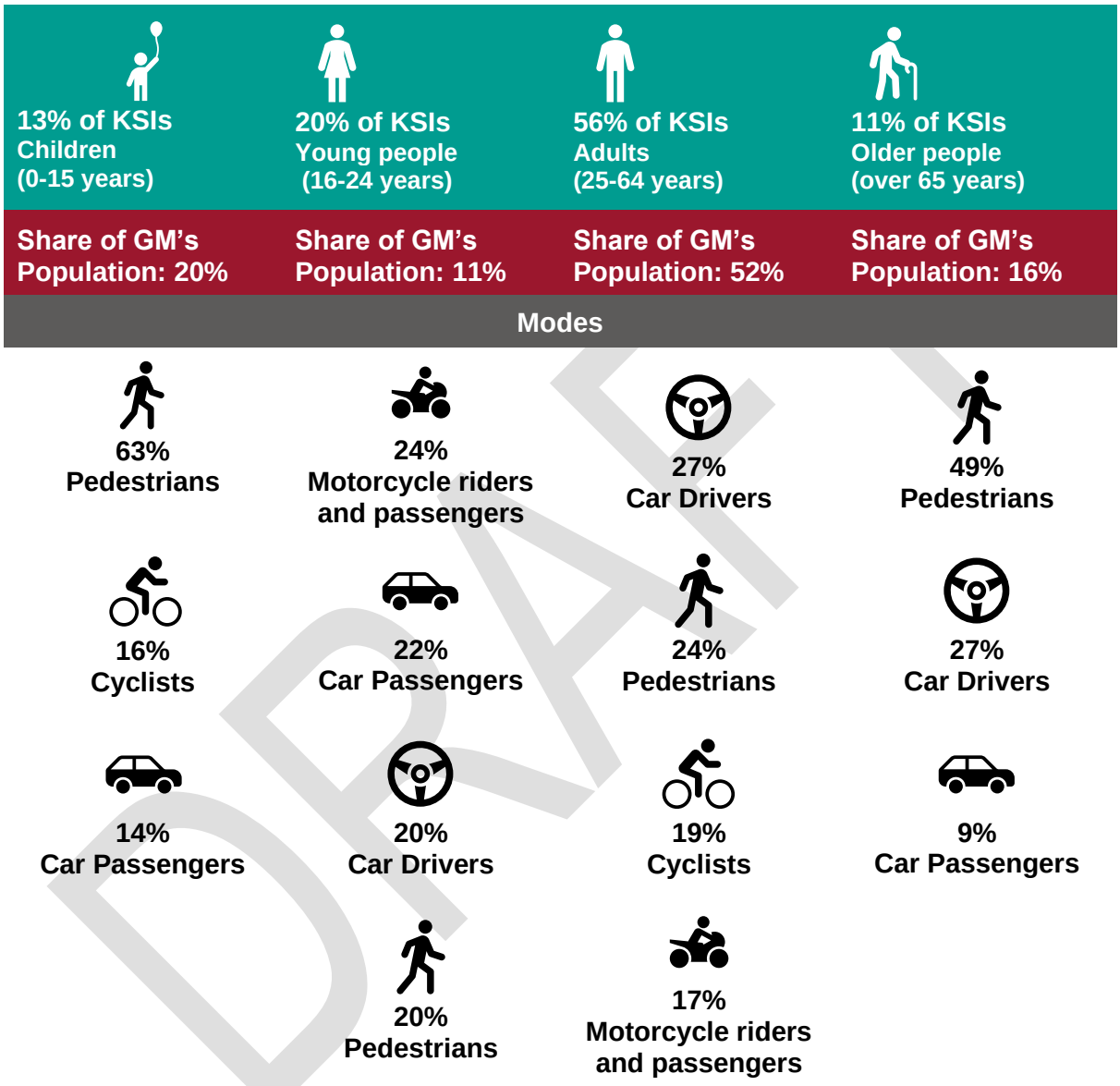
Younger and older people are more likely to be killed or seriously injured as vulnerable road users

Risk is also unequal when we look at age, as shown in Figure 5. Children and older people are most likely to be hurt or killed as pedestrians, with many children also being injured or killed as cyclists and car passengers.

[20] Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

Those aged 16 to 24 years old make up a much larger percentage of KSIs compared to their share of the population. Young people made up 20% of KSIs but just 11% of GM's population. Young people are most likely to be killed or seriously injured as motorcyclists, car passengers, car drivers and pedestrians.

*Figure 5 - Killed or Seriously Injured Casualties (adjusted) in GM by Age Group (2018-2022)[21]**



Men are more likely to be killed or seriously injured on our roads

A significantly higher proportion of KSIs on our roads are men. Between 2018 and 2022 1,004 women were killed or seriously injured, but 2,624 men were killed or seriously injured, over two and a half times more.

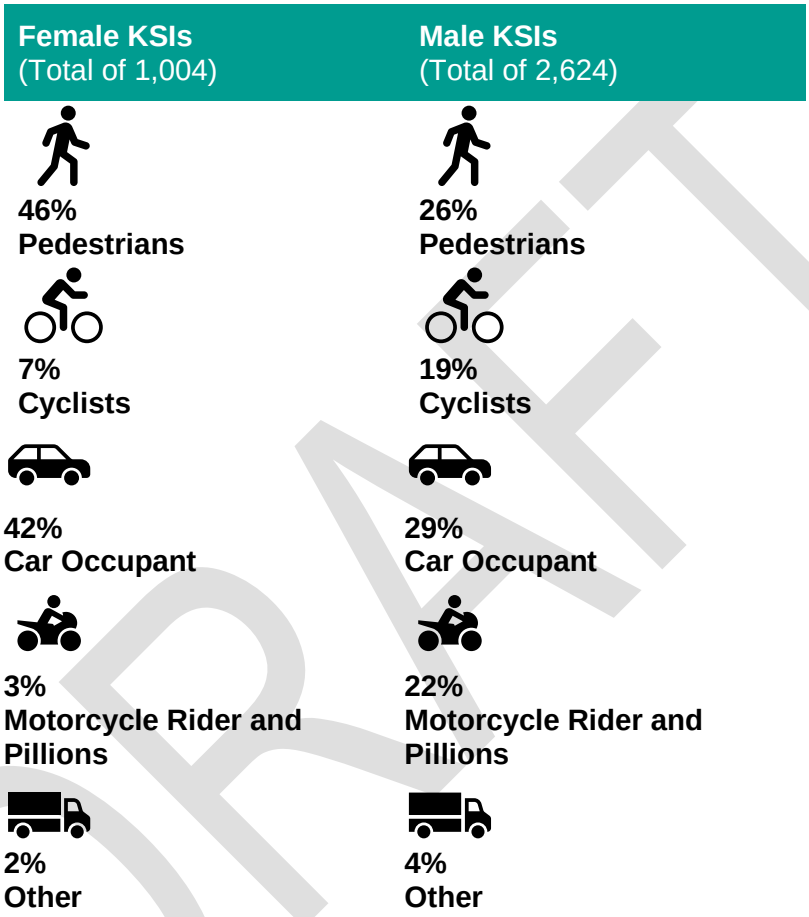
In addition, a greater proportion of male KSIs were vulnerable road users. 67% of male KSIs were vulnerable road users, compared to 55% of female KSIs. Men are

[21] Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

much more likely to be killed or seriously injured riding a motorbike or cycling, resulting in more male KSIs being classified as vulnerable road users.

Pedestrian KSIs however formed a greater proportion of female KSIs than males, reflecting how women are more likely to walk or take public transport (which requires walking to a bus stop / station) than men[22].

Figure 6 - Killed or Seriously Injured Casualties (adjusted) in GM by Gender (2018-2022)[23]



The casualty data gives us information on our priority areas for targeting. For each user group, age group, and area of GM, there is a need to delve deeper into the analysis to identify the most effective interventions to reduce road danger. We don't think it is fair that the most vulnerable in society (because of transport mode, age, or economic background) are at greater risk of being killed or seriously injured. We will therefore prioritise actions to eliminate danger amongst these groups.

[22] Greater Manchester Travel Diary Survey 2022 found that 53% of walking trips are made by women and 60% of public transport trips (women make up 51% of GM's population).

[23] Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk)

IT'S NOT JUST ABOUT SAFETY

Achieving Vision Zero will not only provide safety benefits, but also wider benefits that will improve the lives of all of GM's residents. These benefits will help deliver on the vision that we set out in the Greater Manchester Strategy of GM being a "place where everyone can live a good life"[24] and the Greater Manchester Transport Strategy 2040 of delivering "world class connections that support long-term, sustainable economic growth and access to opportunity for all".[25]

Road safety is an important puzzle piece that contributes to our wider aim of creating a transport network and city region that supports these visions. For us to achieve these wider goals, road safety activity should be planned with these complementary agendas in mind, to maximise the opportunities for co-benefits to be realised.

Improve quality of life for all

The benefits of adopting Vision Zero go far beyond the important first reason of ensuring no family has to endure the death of a loved one. Fewer collisions, injuries and fatalities reduce the demand on emergency services and the need for hospitalisations and long-term medical treatments. It allows healthcare professionals to deliver care to more patients and frees up police time to respond to other priorities. **In 2022, road casualties in GM cost nearly £38 million in medical, police, damage to property and insurance costs alone** (not accounting for lost output or other human costs which increases the figure to £472 million).

Having safer streets will be central to building our world-class walking, wheeling and cycling network which is crucial to our Right Mix target of 50% of journeys being made actively or on public transport. Safety is repeatedly raised as the biggest barrier to travelling actively, especially for women, disabled people and older people.[26]

[24] About Greater Manchester
[25] Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM
[26] Walking and Cycling Index 2021: Greater Manchester (sustrans.org.uk)

We must make our streets safe and attractive to encourage more people to be active, helping to improve their physical and mental health. **Every year walking and cycling in GM prevents 2,612 serious long-term conditions**.[27] By aiming for Vision Zero we have the potential to massively increase this number, meaning more people in GM living healthier for longer.

Reduced road danger means people can travel without constant fear of collisions, making daily routines, leisure activities and social interactions more enjoyable. **75% of GM residents think that their streets are dominated by moving or parked motor vehicles**[28].

Making our streets safer helps make our communities and neighbourhoods more pleasant and liveable places. Roads are about connecting people and places, but they are also places in their own right, where people live, work and spend time. When they are safer, they bring people and communities closer together.

Support sustainable economic growth

The best resource GM has is its people. Our economic growth depends on our residents being fit and healthy. Every injury or fatality on our road has an economic impact, making GM poorer than it would otherwise be. It is estimated that in 2022 **approximately £46 million of economic output was lost** due to fatal, serious and slight injuries on our road network.

Congestion costs Greater Manchester £1.6 billion a year in lost productivity[29]. Road collisions are a large contributor to congestion: minor collisions can disrupt the traffic flow while more serious injuries can close roads for hours at a time. Approximately 6% of delays are caused by road traffic collisions, with a further 4% resulting from incidents on the strategic road network.[30] Further delays occur as the damage caused by vehicles colliding with barriers or traffic signals are

[27] Walking and Cycling Index 2021: Greater Manchester (sustrans.org.uk)
[28] Walking and Cycling Index 2021: Greater Manchester (sustrans.org.uk)
[29] Made_to_move.pdf (ctfassets.net) (figure adjusted for inflation, 2022)
[30] (Public Pack)Agenda Document for Bee Network Committee, 28/09/2023 14:00 (greatermanchester-ca.gov.uk)

repaired, with roads closed for hours or even sometimes days.

Congestion is also a key factor in **adding delays to bus journeys and negatively affecting the reliability of public transport**, making it a less attractive offer. In the Greater Manchester Bus Strategy[31] we have committed to reduce journey times on key corridors and improve the reliability of buses so that 90% set off on time (less than one minute early and five minutes late). Making our roads safer and preventing collisions will be crucial to achieving these targets.

> Vision Zero for Greater Manchester really does underpin a revolution in active travel, but it can bring an economic boost too. Every death or life-changing injury impacts on our workforce, costs business money in lost productivity and, of course, places a huge economic burden on our already-stretched healthcare system. Making our roads safer makes business sense, too.
>
> **Steve Connor, Founder / Director, Creative Concern**

Protect our environment

Greater Manchester has set the ambitious target to be a **carbon-neutral city region by 2038**. Safer and more environmentally friendly driving practices, along with making it safer for people to travel actively, will help protect people's health, reduce air pollution and contribute towards tackling the climate emergency.

For instance, we can all play our part by obeying speed limits, driving more smoothly and maintaining our vehicles properly as this can lead to reduced fuel consumption and emissions.[32] Reducing speeds on certain roads in GM is currently being trialled by National Highways as a way to improve safety, air quality and emissions.[33]

[31] Greater Manchester Bus Strategy | Bee Network | Powered by TfGM
[32] Strategic Case (ctfassets.net)
[33] Air quality speed limit trials - National Highways

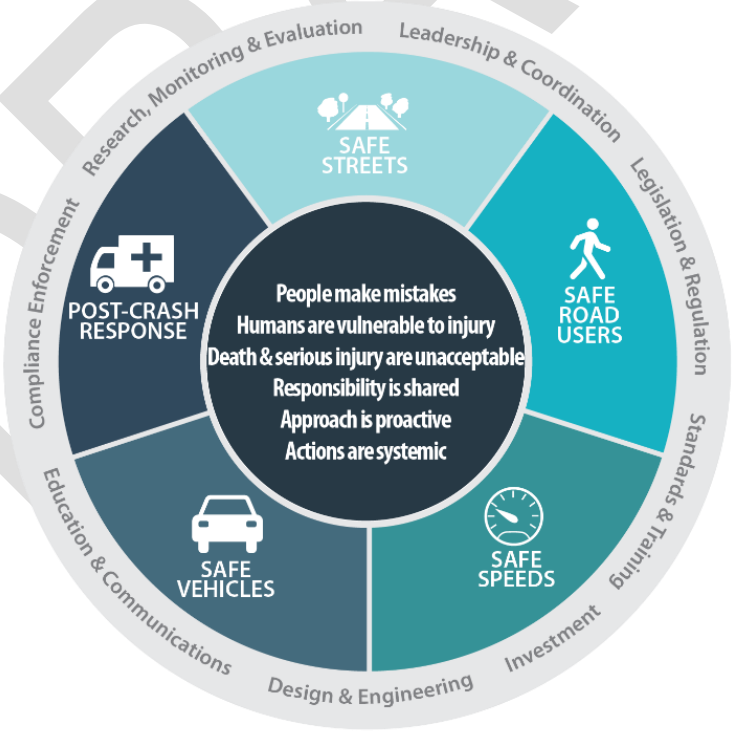
THE SAFE SYSTEM

To make our roads safer we are changing our approach towards road safety by adopting the **Safe System approach.** The Safe System was created in the Netherlands and Sweden in the 1980s and 1990s and is being adopted worldwide.[34]

The Safe System approach requires us to take a systematic approach to reducing road danger. In practice, this means we plan and prioritise interventions together and earlier, delivering across multiple elements of the Safe System so that improvements are implemented across the board.

A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety.[35] Seeing the road network as a 'system' helps us to see where there are systematic weaknesses and ways in which we can strengthen it as a whole to remove risk. It gives people the freedom to benefit from using sustainable modes whilst at the same time not being exposed to high levels of risk of injury. This will help us to unlock the full potential of our road network as one which delivers safe, secure, inclusive and sustainable connectivity - where zero harm is the result of combined actions by all.

Figure 7 - The Safe System.[36]



[34] Proactive road safety management in the Netherlands is underpinned by 'sustainable safety', with Sweden pioneers in Vision Zero approaches, see SWOV (2018) Sustainable Safety 3rd Edition – The Advanced Vision for 2018-2030. The Hague, Institute for Road Safety Research.

[35] World Health Organisation (2021), Global Plan for the Decade of Action for Road Safety 2021-2030. Geneva. https://cdn.who.int/media/docs/default-source/documents/health-topics/road-traffic-injuries/global-plan-for-road-safety.pdf?sfvrsn=65cf34c8_35&download=true

[36] Agilysis, 2023, building on models from Canadian Council of Motor Transport Administrators, 2016; Loughborough University, 2017; New Zealand Transport Agency, 2019; Commonwealth of Australia, 2022

SAFE SYSTEM PRINCIPLES

There are some simple principles at the heart of the Safe System:

Figure 8 - Safe System Principles

People make mistakes

It is important that road users are compliant with the rules of the road, but many fatal or life changing injuries are sustained because an error or lapse took place and the road system could not protect those involved. It is almost impossible to eliminate all mistakes so instead, we need to build a system which combines to reduce their impact.

Humans are vulnerable to injury

We are not designed to withstand the forces involved in road collisions. This is particularly true for vulnerable road users who are cycling, walking, riding a horse or motorcycle, or people spending time in our streets, as they don't have the protection offered by cars, vans, buses, or trucks. Even within vehicles the human body is fragile, and this is particularly true for children and the elderly.

Death and life changing injuries are unacceptable

Road traffic injury is not and cannot be tolerated as a by-product of mobility. The Safe System does not aim to just reduce deaths and life changing injuries but to eliminate them, hence the Vision Zero goal.

Responsibility is shared

The Safe System isn't about victim blaming. Instead, there is a recognition that a combination of factors lead to death and life changing injuries and that responsibility is shared amongst those who design, maintain, operate and use roads and vehicles to eliminate risk. We all have a part to play.

Approach is proactive

Rather than reacting to specific incidents and working in isolation to reduce casualty problems, the Safe System is proactive. It is about adopting a systematic approach to building a safe road system, proactively identifying, targeting and treating potential risk.

Actions are systemic

It requires a combined approach. The Safe System requires us to bring together multiple interventions to reduce the impact of collisions and eliminate the likelihood of death or serious injuries. Risk would still be present if we concentrated all of our efforts on replacing all motor vehicles with the safest available, without thinking about the road design, the speeds travelled or the way road users behave.

Greater Manchester Fire and Rescue Service is committed to driving down deaths and injuries in our communities. Our success at reducing fires has been down to a partnership approach to prevention, regulation, innovation and response.

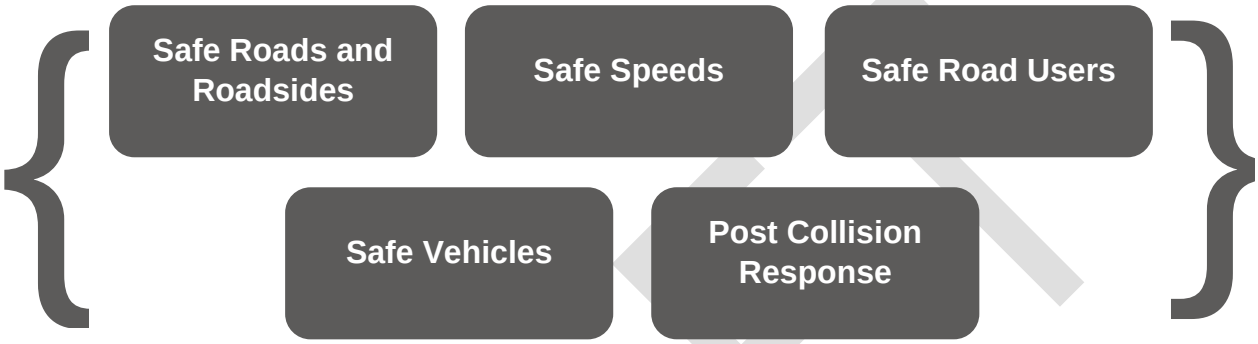
We fully endorse the ambitious target of this strategy and its holistic, Safe System approach. It aligns closely with our own aims of reducing risk in our communities and creating a safer, greener and more equal Greater Manchester.

Billy Fenwick, Area Manager, Head of Prevention

SAFE SYSTEM ELEMENTS

The Safe System provides a best practice model whereby all stakeholders contribute together to tackle life changing and fatal injury levels on GM's roads. For our actions to be systematic, we must avoid siloed working and reliance on simple or ineffective interventions which do not deliver co-benefits. Together we can strengthen the road network by combining interventions to reduce the likelihood of death and life changing injuries if a collision does occur.

Figure 9 - Safe System Elements



Safe Roads and Roadsides

Roads should be designed to reduce both the risk of collisions occurring and their severity when mistakes do occur. Roadside infrastructure needs to be forgiving to account for peoples' vulnerabilities to collision forces when these inevitable mistakes happen. This means proactively managing spaces shared by different modes to protect vulnerable road users, targeting the most dangerous roads and also undertaking network-wide improvement programmes.

In Greater Manchester we have adopted the Streets for All approach, which provides a framework for everything we do with our streets.[37] Streets for All places a strong emphasis on reducing traffic and road danger and on improving the environment for pedestrians, cyclists and public transport users.

We can create safer roads and roadsides by:

- **Separating different road users on busy roads (connector roads and the strategic road network)**
- **Creating a safe shared space on quieter streets (neighbourhoods and high streets)**

[37] Streets for All, Transport for Greater Manchester

Safe Speeds

Speed is a cross-cutting risk factor. Road users' ability to avoid collisions and their survivability in the event of a collision are directly affected by the speed and energy involved. Even a 1% increase in average speed results in approximately a 3% increase in severe collisions and 4% increase in fatal collisions.[38] **The risk of being killed is almost 5 times higher in a collision between a car and a pedestrian at 30mph compared to the same type of collisions at 20mph.**[39]

Speeds that are within Safe System limits are those which are appropriate for the type of road and users present. This means we consider whether there is road infrastructure which separates motorised and non-motorised road users and the capabilities of both infrastructural and vehicle features to mitigate collision impacts.

Lower speeds are appropriate where vulnerable road users share the roads with motorised forms of transport, whereas higher speeds are suitable only in contexts where all these factors can offer sufficient protection, such as dividing the carriageway.

We know that perceptions and experiences of vehicle speeds significantly impact the levels of willingness to participate in active travel. Many people don't feel comfortable or safe when cycling or walking where there are high speeds. Speed also causes noise stress and worsening air quality. Higher speeds impose greater stress on vehicles and increase braking particle and tyre particle emissions. Furthermore, designing for greater speed requires larger roads, with more generous radii and greater lane widths. A speed management strategy is therefore a vital component of the Safe System (see appendix for further discussion on a speed management strategy).

We can have safer speeds by:

- **Ensuring that drivers obey the speed limit**
- **Setting the appropriate speed limit for the type of road (allowing a road to fulfil its role as an Active Neighbourhood, High Street, Connector Road, or Motorway / Strategic Road)**

Safe Road Users

Road users are multi-modal transport users and the level of responsibility changes with the mode they are using. Road users need to be educated or regulated in their use of the roads, according to their chosen mode of transport and levels of risk that

[38] International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF
[39] International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF

mode could inflict on themselves and other users of the roads. To maximise their effectiveness, behavioural interventions need to be based on best practice and informed by data, research and evaluation insights.

Drivers should receive high quality training and testing and are expected to comply with road traffic laws. All users of the road should be made aware of their duty to look after not just their own safety, but also that of other road users. It is the duty of all road users to minimise the risk they pose, with those who act in an inappropriate and unlawful way being detected and swiftly dealt with.

Drivers should receive high quality training and testing and are expected to comply with road traffic laws. Meanwhile, provision must be made to support children, pedestrians and cyclists to travel in safety through Bikeability cycle training and pedestrian training. We regularly review our approaches to ensure we support all of those who use our roads.

We can have safer road users by:

- **Preventing vehicles being driven while the driver is under the influence of alcohol and / or drugs**
- **Encouraging more people to wear a seat belt and preventing people using their phone while driving**
- **Educating drivers on the consequences of dangerous driving and inappropriate speeds**
- **Creating a safer road environment where all road users feel safe, including those who walk, wheel or cycle on our roads**

Road Death is being normalised and tolerated far more than any other crime in society. It is brutal, horrific and it must never be played down or excused.

Paula Allen, Marcus' mum

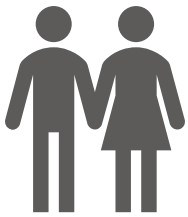
You can read Marcus' story on page 10

The safety on our roads can't be resolved without tackling it from many angles such as education and raising awareness. Improving and raising driving and test standards, speed limits, tougher sentences and deterrents for offenders, age restrictions on the engine size and power of cars accessible to younger or inexperienced drivers.

Too many lives are being lost unnecessarily at the hands of dangerous and reckless driving, as I know only too well. Nobody should have to live in fear that they will lose a loved one or their own lives whilst driving or walking on the streets.

Calvin Buckley, Frankie's partner

You can read Frankie's story on page 11



Safe Vehicles

Vehicles can offer a high level of safety to both occupants and other road users. Fundamental safety systems, such as seat belts, are supported by more advanced active safety measures such as autonomous emergency braking and electronic stability control. Routine checks for all vehicles, (including commercial and privately owned motor vehicles and non-motorised vehicles, including cycles) ensure that they are maintained to the highest safety standards. As levels of autonomation increase we can support vehicle owners with purchase decisions based on safety features and maintenance to ensure safety levels are high.

We can create safer vehicles by:

- **Helping vehicle owners and operators to choose the safest vehicles and increase awareness of what safety features are available**

Post-Collision Response

In the event of a road collision, emergency medical response should reach any injured parties quickly, transport them to high quality trauma care rehabilitation services which are readily available, and to places where victim support is on hand.

After the incident, data on the causes of the collision feed into systems to rehabilitate roads and evaluate how the system can be strengthened. To this end, investigations into the causes of each fatal and life changing injury collision will go beyond reviewing the data, to understanding what has happened and how we can prevent similar tragedies happening again. We regularly review our approach to supporting services and victims of road traffic collisions.

We can improve the post-collision response by:

- **Providing a quick and high-quality response to incidents**
- **Continuing to invest in specialised incident training**
- **Undertaking through investigations when collisions do occur, using the findings to improve the other safe system elements**

I want to take this opportunity to reaffirm our steadfast commitment to the Vision Zero initiative here in Greater Manchester. Vision Zero represents an ambitious and resolute endeavour toward creating safer streets and ensuring the well-being of every individual in our community.

At its core, Vision Zero embodies our shared belief that no loss of life on our roads is acceptable. It's a holistic approach that demands a collaborative action from all sectors, Police, community organisations and amongst road users themselves.

In Greater Manchester, we are determined to make our streets safer and more accessible for all road users. This commitment transcends mere rhetoric; it's a pledge to proactively address infrastructure shortcomings, enhance education on road safety, and rigorously enforce measures that protect vulnerable road users and target the irresponsible minority….

…Our collective dedication to Vision Zero reflects our unwavering belief that the safety and security of every individual matters profoundly. Together, we can forge a future where traffic-related tragedies become much less common, where families can use our streets without fear, and where the utility of our roads combine with a clear sense of security and community.

Let's work together toward our vision of zero fatalities and severe injuries on our roads. Those who use the roads across Greater Manchester deserve no less.

Chief Constable Steve Watson QPM,

Greater Manchester Police

CREATING THE SAFE SYSTEM

Traditionally, road safety at a local level has focused on engineering, education and enforcement (known as the three 'Es'). These activities remain important in creating a Safe System, but they cannot be delivered in isolation, and they are not the only approaches required. This is why the Safe System presents a different way of working in road safety, building upon the Road Danger Reduction (RDR) approach we currently employ.

Existing Road Danger Reduction Approach

GM has developed this Vision Zero Strategy to carry forward momentum to eliminate life changing and fatal injuries on our roads, building upon the work already being undertaken by the SRGM Partnership (GM's local authorities, TfGM, GMP and other partners).

The SRGM Partnership sets out the actions we will take to make our roads safer through our RDR Action Plans[40]. The RDR approach recognises that to make the region's streets safe for all, the levels of danger faced by all road users must be reduced through creating an environment which encourages walking, cycling and the use of public transport. It involves proactive management of the city region's roads to reduce the levels of danger experienced by road users who are the least protected from collision forces where motorised and non-motorised modes share road space.

This approach aligns with the DfT's 2022 update to the Highway Code; where road users capable of causing the greatest level of harm, often to other road users who lack the same levels of protection, have enhanced responsibilities to use roads in a safe manner. [41]

This approach has been developed to directly support everyone who uses GM's roads, with practical actions to reduce danger to benefit all road users who interact with the Key Route Network (KRN)[42]. We bring together urban and transport planning, speed management and behaviour change interventions to support strong RDR outcomes. The RDR Action Plans are already informed by the Safe System approach, providing a good foundation that we can build upon.

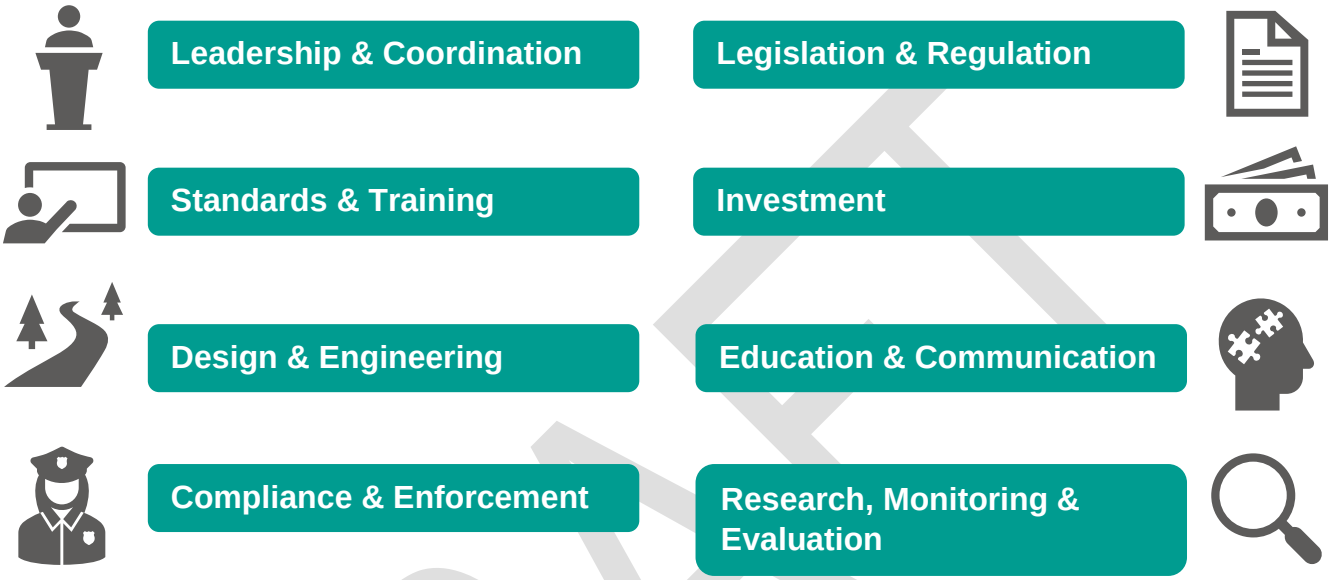
40 https://assets.ctfassets.net/nv7y93idf4jq/1viXHWUYzfliWQo5mYmcqI/21ffd2822170c7889dd96fd09ba44bf2/23-0220_Road_Danger_Reduction_Action_Plan_2023-24.pdf

41 Department for Transport, The Highway Code (January 2022) https://www.gov.uk/guidance/the-highway-code/updates

42 The Key Route Network (KRN) is nearly 400 miles of Greater Manchester's busiest roads, managed by TfGM. It covers 7% of the total length of the highways network but carries some two-thirds of peak-time traffic.

Safe System Change Mechanisms

The Safe System doesn't just rely on road or vehicle engineering, enforcement or educating road users. It requires us to improve the road network through a range of approaches, including legislation, regulation, standards, training, innovation and research.
The Safe System identifies eight change mechanisms that when pursued together can be used to deliver Vision Zero. These are:



Without design and engineering, there are no roads or vehicles; without legislation, regulation, standards and guidance, there would be no established expectations around how they could be used; without research, monitoring and evaluation, we would have no information around road safety performance on our network, or about the effectiveness of the interventions we deploy in eliminating death and life changing injuries.

Our RDR Action Plans have been using the Safe System principles, but if we are to deliver on the ambitious aim of achieving Vision Zero we need to ensure that the next round of actions deliver across the change mechanisms and Safe System components in a coherent and consistent manner. To this end, **we will create short, medium and long term action plans to coincide with the lifetime of this strategy**, with actions reviewed alongside casualty analysis and the introduction of new innovations and interventions.

Leadership and Coordination

Leadership is critical in creating an ambitious environment which enables effective interventions and the activities needed to support them. We know this involves strong co-ordination between internal and external stakeholders and we recognise that co-delivery is as important as direct ownership when complex actions are being implemented. By working together, we can also amplify wider calls to action by supporting or advocating for interventions that are known to be effective.

We currently have strong partnership working practices and forums which will be used to implement actions. The recent review of the structure of the partnership has helped to strengthen governance structures and will help with the delivery of the current RDR Actions (see appendix for further details on governance structures). To help with the implementation of this strategy across partner organisations, we will look to build Safe System capacity and capability, so interventions are delivered to Safe System principles.

We all have a role to play to achieve vision zero – it's not enough that somewhere is safer, it must also feel safe to our communities.

To create spaces where we are confident, which feel safe and are accessible to everyone, we must design and build this change in from the start. We have to take personal responsibility for preventing and reducing accidents and collisions.

Tragically, too many people suffer fatal or life changing injuries on our roads and we should all do what we can to avoid the devasting impact this has on the families of loved ones.

It's not ok that people from our most deprived communities are more likely to be killed or seriously injured on our roads, and it's not fair that younger and older people are more likely to be killed or seriously injured as vulnerable road users.

Working towards vision zero will help us to avoid spending resources as a system on responding to these challenges – resources which can be better spent on preventing crime and investing in local priorities in our communities.

This shift requires us to be bold and challenge ourselves on how we create a different future for Greater Manchester and a safer road environment where all road users feel safe, including those who walk, wheel or cycle on our roads.

As Deputy Mayor for Policing, Crime, Criminal Justice and Fire, I'm committed to taking action across our partners and systems to embed vision zero in the work we do and create a safe system that can help realise this ambition.

Deputy Mayor Kate Green

Legislation and Regulation

Road safety stakeholders are all bound to the policy environment in which they operate. To enact meaningful change at all levels, we recognise that legislative action is required both to embed best practice and enable all stakeholders to deliver against our Vision Zero goal. Regulations and guidance help enhance the safety of different road user groups. By providing legal protections and wider policy recognition, it can assist in influencing behaviours and the actions of stakeholders.

Our current RDR actions include aligning our approaches to reflect wider policy developments, such as the Department for Transport's revision of the Highway Code and helping partners to develop policies which contribute to road danger reduction on our network.

In the future, we will look at how we can work with organisations at both the national and local level to support Government in developing future legislation on new vehicle technologies - such as micromobility and autonomous vehicles - where there is strong evidence of their benefits and that they can be used safely on our roads.

Standards and Training

Robust standards and practices result in interventions that have been designed and assured to achieve their desired outcomes. We know this is critical to translating policy into action in an effective way. Training is both internal and external; we need our stakeholders to be well-trained to implement interventions to the highest standards. We also need our road users to be well-trained to use the network safely and responsibly.

We already have many standards and training commitments in our existing RDR action plan. These relate to vehicle procurement and maintenance (both private and public), training and education programmes and enforcement practices.

Future actions are likely to explore vehicle procurement policies to ensure high safety standards are incorporated as business as usual for partner and contractor organisations and explore opportunities for internal and external training needs.

Investment

Investment to deliver both immediate and long-term action means leveraging existing funds and being proactive in identifying new funding mechanisms which support Safe System activities. Traditional funding models and economic modelling are not necessarily aligned with what is required to build capacity for the Safe System, so as we move forward, unlocking and securing finance is key.

We have invested significantly in active travel infrastructure, plus the introduction of the Zero Emission Bus Fleet and upgrades to the existing fleet through bus franchising has brought in new vehicle safety features. This includes features which ensure vehicles follow the speed limit, prevent bus runaways and improve driver's visibility.

As Greater Manchester moves to a Single Settlement as part of the Trailblazer devolution deal, this gives us an opportunity to plan and spend differently, allowing for flexibility and joint working across areas, which is more challenging in the current model. By aligning Vision Zero with related policies we can help unlock funding, whilst delivering co-benefits through coordinated activities.

Design and Engineering

Designers and engineers have unique responsibilities for safety that are equal in scale to those of policy and decision makers. Infrastructure maintenance and upgrades and additions to the road environment should be designed to facilitate safe road use and speeds, enhancing the overall resilience of the system.

Roads should be forgiving, intuitive and designed to accommodate the protection and needs of road users who are most susceptible to collision forces. Road infrastructural changes should be designed to incorporate other interventions and where possible provide co-deliverables. We recognise the need for safety to be at the heart of all our roads as we adopt our Vision Zero Strategy as one community.

We have an extensive list of current commitments in the RDR Action Plan which relate to design and engineering. These cover design standards, such as the recently introduced Streets for All Design Guide, and increasing the number of segregated cycleways and footpaths, pedestrian crossing facilities, School Streets and Active Neighbourhoods across Greater Manchester.

We will explore how we can prioritise the Safe System in the planning, design and engineering of new and existing schemes; using the Manual for Streets and the Streets for All Design Guide to put vulnerable road users first when designing our road, streets and neighbourhoods.

Education and Communication

Behavioural interventions should be deployed through targeted messaging that is built upon social and demographic insight from relevant road casualty data and evidence. These may include publicity and outreach campaigns alongside specific provisions for different road user segments.

Educational interventions need to be effective in their own right. This mean we must develop a suite of interventions that draw upon multiple elements of the system as well as ensuring that we are not implementing ineffective educational interventions. We regularly look to review our offering and ensure they continue to contribute to delivering safer roads.

We will work with the public to increase awareness of their responsibility for their own welfare and that of others (for example our 'Last Steps' installation in Manchester City Centre is pictured). In the drive to reach no deaths or life changing injuries on our roads, the public are an essential partner.

Awareness of the Vision Zero goal and the role of residents and road users is key. One of the first tasks under this Strategy is to develop a coordinated Communications Strategy, covering both internal and external communications explaining the rationale of striving for Vision Zero, the concept of shared responsibility and ensuring consistent and coherent messaging.

Our current education and communication commitments include initiatives covering motorcycle safety, work related road risk, education as an alternative to prosecution through the National Driver Offender Retraining Scheme (NDORS), shared responsibility campaigns and specific education for different road users. In the future, we will review the role of education and campaigns to support the implementation of other Safe System interventions and improve our understanding of how we can access hard to reach groups.

Compliance and Enforcement

Enforcement is required to increase road user compliance, this includes the use of penalties and behavioural nudges. We accept that people make mistakes, but we also need to acknowledge the shared responsibility we all have and ensure that those who can cause the most harm drive sober, undistracted and within the speed limit.

We know that speeds should be both intuitive to follow and self-enforcing to secure public acceptance of enforcement. Active speed management policies to co-ordinate this activity consistently help to ensure that the benefits of lower speeds are diffused across the network. This enhances both the perception and experiences of safety to incentivise sustainable choices to be made by all.

We currently support a range of enforcement and compliance related activities, covering speed reduction plans, including safety cameras, Community Speed Watch, dashcam submissions, other moving traffic offences using AI CCTV and licencing and insurance offences, cloned vehicles and commercial vehicle misuse. GMP are the lead enforcement agency, supported by partners across the GM area.

Future action plans will look to link enforcement strategies with tried and tested communications to increase public understanding and support of road traffic laws, as well as renewing our speed management policy (see appendix). We will also ask Government to support a preventative rather than reactive approach to selecting speed camera locations, identifying risk locations using a wider criterion than just KSI numbers.

Research, Monitoring and Evaluation

Interventions should be grounded in research and evaluations taken either internally or externally. Likewise, data collection should be an active function to enable research, the monitoring of key performance indicators (KPIs) and targets, to facilitate intervention appraisal and critical review. All interventions should be evidence-based and be designed to enable impartial evaluation so that others may learn from what has been implemented. We believe that a collaborative and open approach helps to ensure that the most effective interventions are selected and promoted, resulting in fewer ineffective interventions.

Currently, we are commissioning reviews of existing schemes, analysing data to understand risk and provide intelligence to GMP to target those not driving their vehicles legally. Future research and analysis will include monitoring our KPIs, evaluating interventions to ensure they are effective, and exploring a fatal and severe collision review process, using a Safe System approach to understand where weaknesses in the system led to harm.

NEXT STEPS

It is our ambition that **by 2040 no person will lose their life or receive life changing injuries** while using GM's roads.

We have also set ourselves an **interim target to reduce road traffic deaths and life changing injuries by 50% by 2030.**

By adopting the principles of the Safe System, we will think about safety on our roads as a system. Reducing risk by focusing on and strengthening all parts of the system together (Safe Speeds, Safe Roads, Safe Vehicles, Safe Road Users and Post Collision Response). This will mean that if a mistake does occur and one of these areas of the system had a failing or a weakness, the rest of the system would be strong enough to protect road users from serious harm.

Achieving Vision Zero will ensure that no one else loses a loved one our roads. This in itself is a worthy outcome, but by focusing on the co-benefits of our action we can not only create safer but more attractive streets and roads. Streets and roads that people feel safe to walk, wheel and cycle along, as well as creating neighbourhoods and high streets that people want to spend time in. This will make our city region healthier, greener and more prosperous, and also make it a better place for our residents to live and grow old in.

Currently the risk on our roads is unequal, with the most vulnerable users facing the greatest risk. A central principle of road danger reduction is the acknowledgment that some vehicle types have the potential to create more harm than others, increasing the responsibility levels of users of those modes. This is a shared responsibility though, it needs all of us to come together to make sure the system works.

Many stakeholders across GM, and indeed across the country, have a part to play in making our roads safe.

- We need road designers and engineers to provide safe roads. We need them to set speed limits appropriate to the function of the road, understanding what the risks might be.
- We need the police to enforce them utilising a proactive, rather than reactive enforcement strategy, and for road users to take responsibility and adhere to them.
- We need well-designed and well-maintained vehicles, which protect their occupants and other road users from harm. We need to take advantage of the advances in technology to help prevent collisions from occurring in the first place.
- Thinking about road users, we need all users of the system to understand their responsibilities and to respect one another. We don't want to pit road users against one another – different modes are used for different reasons, so

we need to work together to share the roads, recognising that the reason we use the roads is to allow us to live our daily lives, connecting people and places.

- It's also not just about those travelling – we need to consider non-transport use and users who are also impacted by, and impact on, road safety considerations.

VISION ZERO ACTION PLANS

Our Road Danger Reduction Action Plans set out our near term and long-term priorities, allowing partners to reflect on what has been effective, adapt to emerging challenges and plan immediate priorities.

This Vision Zero Strategy is a long-term commitment to 2040. It cannot detail all the activities which need to be delivered over its lifetime; we cannot predict how innovations in vehicle technologies will improve both passenger and vulnerable road user protection. We don't know how travel demand may change over that period; we are investing in increasing the use of cycling, walking and public transport and as we succeed in supporting greater use of these modes, risk will alter. We need to be flexible, using data and best practice evidence to guide our short-term activities.

As such, going forward **we will develop Vision Zero Action Plans, which will set out in detail our SMART activities for the short, medium and long term**. Like our RDR plans, these will allow us to review our successes and ensure we concentrate our efforts on eliminating road danger as quickly as possible. We will also report on performance management, producing Bi-Annual Progress Reports and detailing our progress against our Key Performance Indicators.

There will be a period of public engagement to shape our activity and we plan to publish our first Vision Zero Action Plan by the **Autumn of 2024**.

APPENDIX

GOVERNANCE STRUCTURES FOR VISION ZERO

Mayor of Greater Manchester and the ten local authority leaders

The Mayor and leaders of the 10 local authorities will offer political guidance and provide support to strategic direction on the strategy and Action Plan. They will also champion the reduction of fatal and life changing injury collisions in their respective areas.

The ten local authorities collaborate on issues which affect people across the region, including the Greater Manchester Strategy[43] and the Greater Manchester Transport Strategy 2040[44], our statutory Local Transport Plan.

Greater Manchester Combined Authority and Bee Network Committee

Greater Manchester Combined Authority will ensure we are delivering the Vision Zero targets and review progress annually. Bee Network Committee will check progress on deliverables within the Vision Zero Action Plan.

Road Danger Reduction Advisory Group

The partnership approach in GM is unique and we are fortunate to have an RDR Advisory Group which includes local and national road safety experts.

The Advisory Group includes senior transport officials, police officers, academic experts and representatives from Road Safety Support (RSS) and UK Road Offender Education (UKROEd) as well as other national road safety specialists. This wealth of expertise is used to provide strategic direction, ensure an evidence-led approach and scrutiny of partnership activities.

Safer Roads Partnership Board

GM has a long history of partnership working in road safety, evolving from a partnership focused on safety camera operations, through to improving road safety more broadly through the Greater Manchester Casualty Reduction Partnership from 2011, which in turn transformed into Safer Roads Greater Manchester Partnership. The Partnership includes representatives from:

- Bolton Council
- Bury Council
- Care Trust
- Crown Prosecution Service
- Greater Manchester Combined Authority
- Greater Manchester Fire and Rescue Service
- Greater Manchester Police
- HM Courts and Tribunal Services
- Manchester City Council

[43] About Greater Manchester
[44] Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM

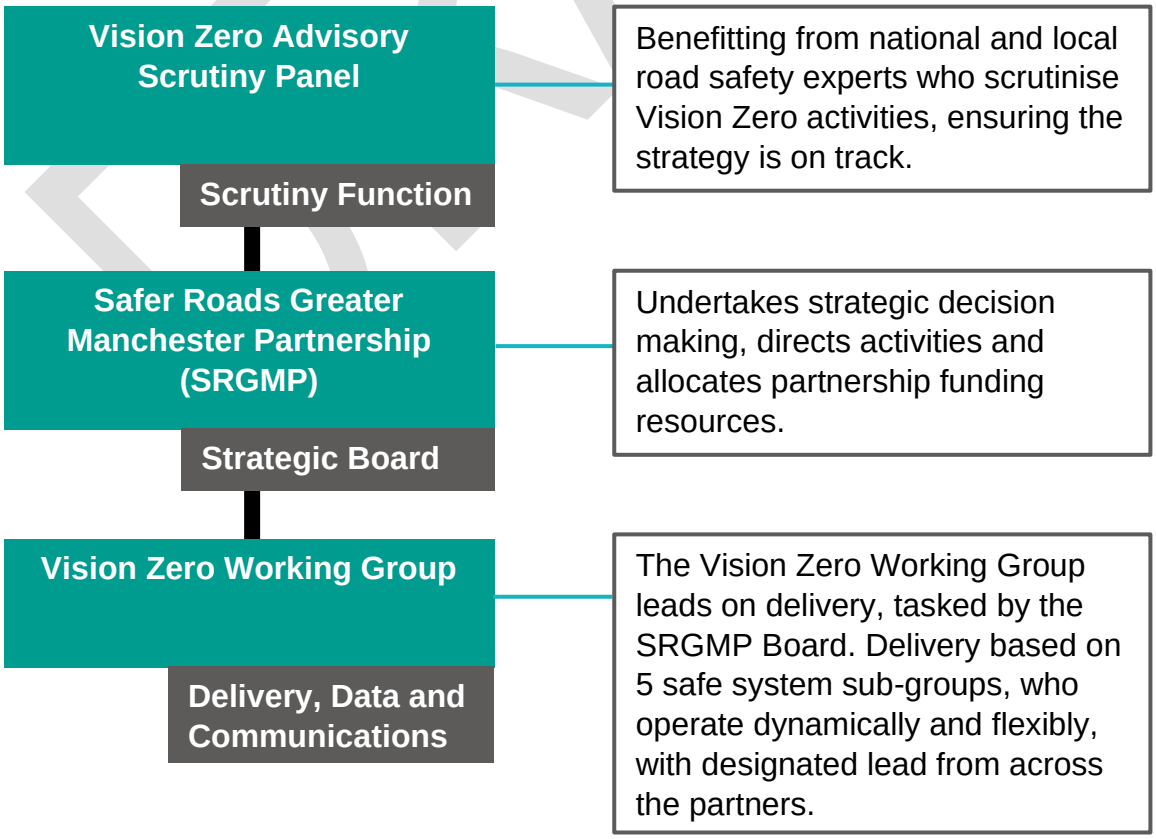
- National Highways
- Oldham Council
- Rochdale Council
- Salford Council
- Stockport Council
- Tameside Council
- Trafford Council
- Transport for Greater Manchester
- Wigan Council

The Partnership undertakes strategic decision making to direct the partners to deliver on this strategy. The Board currently has access to funding via the National Driver Offender Rehabilitation Scheme (NDORS), reinvesting funds from delivering educational courses to drivers who have committed traffic offences to improve road safety in GM for all.

Road Danger Reduction Working Group

Delivery of road safety is managed by the stakeholders represented at the Board, bringing in other specialist and expert groups, where necessary. Data is essential for directing the activities of the Working Group, whilst a central communications function ensures that consistent messaging is provided.

The Working Group will also provide input into future revisions of the GM 2040 Transport Strategy and also future GM Transport Delivery Plans, ensuring that Vision Zero is embedded into GM's core transport strategy, policy and delivery framework.



Safe System activities will be delivered by the Working Group through five Safe System sub-groups (Safe Speeds, Safe Roads, Safe Road User Behaviour, Safe Vehicles and Post Collision Response). These sub-groups work dynamically and flexibly, co-ordinating together to ensure that interventions collectively strengthen the road system.

The SRGM Partnership is in the best shape to deliver on this strategy. It has national experts guiding local stakeholders, using best practice to scrutinise activities. Directing strategy activities is a Board representing organisations across the Safe System, working together and sharing responsibility for this ambitious goal. These same partners are collaborating to deliver actions, working to bring the Safe System elements together so that road safety is delivered in an evidence-led way.

SPEED MANAGEMENT POLICY

Managing speed is one of the most important activities we can do for our road network. Journeys are more efficient when vehicles are travelling at similar speeds and traffic can flow through the network without needing to stop and start constantly. People are more likely to switch to walking and cycling more often if they feel safe in doing so. Knowing that vehicles will be travelling more slowly on the routes on which people walk and cycle, and that these routes are maintained and accessible, helps with that feeling of safety.

Of course, speed management helps to increase actual safety – the forces involved in a collision increase with speed, both for vehicle occupants and those less protected as vulnerable road users. Even a 1% increase in average speed results in approximately a 3% increase in severe collisions and 4% increase in fatal collisions.[45] **The risk of being killed is almost 5 times higher in a collision between a car and a pedestrian at 30mph compared to the same type of collisions at 20mph[46].**

Therefore, we need to develop a comprehensive speed management policy that is consistent and clear across GM. If all road users know what speeds to expect to be travelling at on our roads, it will help with acceptance and compliance. A comprehensive speed management policy is therefore one which effectively integrates action across the Safe System so that deterrence is generated through multiple channels.

There are various tools in the speed management 'toolbox', which we will bring together in a new speed management policy for implementation across GM.

These include:

- Building a coherent and consistent speed management policy across GM, assessing speeding complaints and prioritising speed measures according to Safe System principles.

[45] International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF
[46] International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF

- Using data and evidence to monitor speeds across the road network, identifying problem locations and road types/functions where speed limit changes would be appropriate.
- Reviewing speed limits according to road function, setting limits to reflect the road user mix, risk and purpose of the road, in line with the Streets for All approach.
- Using a variety of tools to consistently respond to speeding issues, including vehicle activated signs, Community Speed Watch, enforcement and engineering solutions, depending on the levels of non-compliance and risk.
- Communicating with the public to explain speed limit changes, enforcement policies and the expectations of road users for safe speeds.
- Exploring the potential for the use of Intelligent Speed Assistance (ISA) in public owned vehicles.
- Supporting collision investigation efforts to increase understanding of the impact of speeding on collision severity, collision scenarios and amongst specific road users.

Table 3 shows the actions of the Speed Management Policy and how they map across the Safe System elements and the change mechanisms of delivery. It demonstrates the links across the Safe System and how actions are not delivered in isolation.

Table 3 - Speed Management Policy Actions by Safe System component and change mechanism

Key					
Road Safety Management		Safe Roads		Safe Road User Behaviour	
Safe Speeds		Safe Vehicles		Post Collision Response	

	Leadership and Coordination	Legislation and Regulation	Standards and Training	Investment	Design and Engineering	Education and Communication	Compliance and Enforcement	Research, Monitoring and Evaluation
Speed management policy creation								
Data analysis to inform enforcement and speed limit changes								
Speed limit review								
Use a range of tools to respond to speeding issues								
Public awareness and communication campaigns on speed								
ISA in public vehicles								
Collision investigation								

Bee Network Committee

Date: Thursday 25th January 2024

Subject: Bikes on Metrolink Pilot

Report of: Danny Vaughan, Head of Metrolink, TfGM

Purpose of Report

To provide a progress update on the carriage of non-folding bikes on Metrolink trams and outline the next steps, including a guided pilot scheme.

Recommendations:

The Committee are requested to:

1. Note the contents of the report;
2. Endorse the proposal of a guided pilot to test various scenarios for the carriage of non-folding bikes on Metrolink; and
3. Note that a further report will be presented to the Bee Network Committee in summer 2024 on the outcomes of the pilot, together with ongoing technical studies, and proposals as to how to safely enable the carriage of non-folding bikes on Metrolink.

Contact Officers

Danny Vaughan, Head of Metrolink, TfGM daniel.vaughan@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

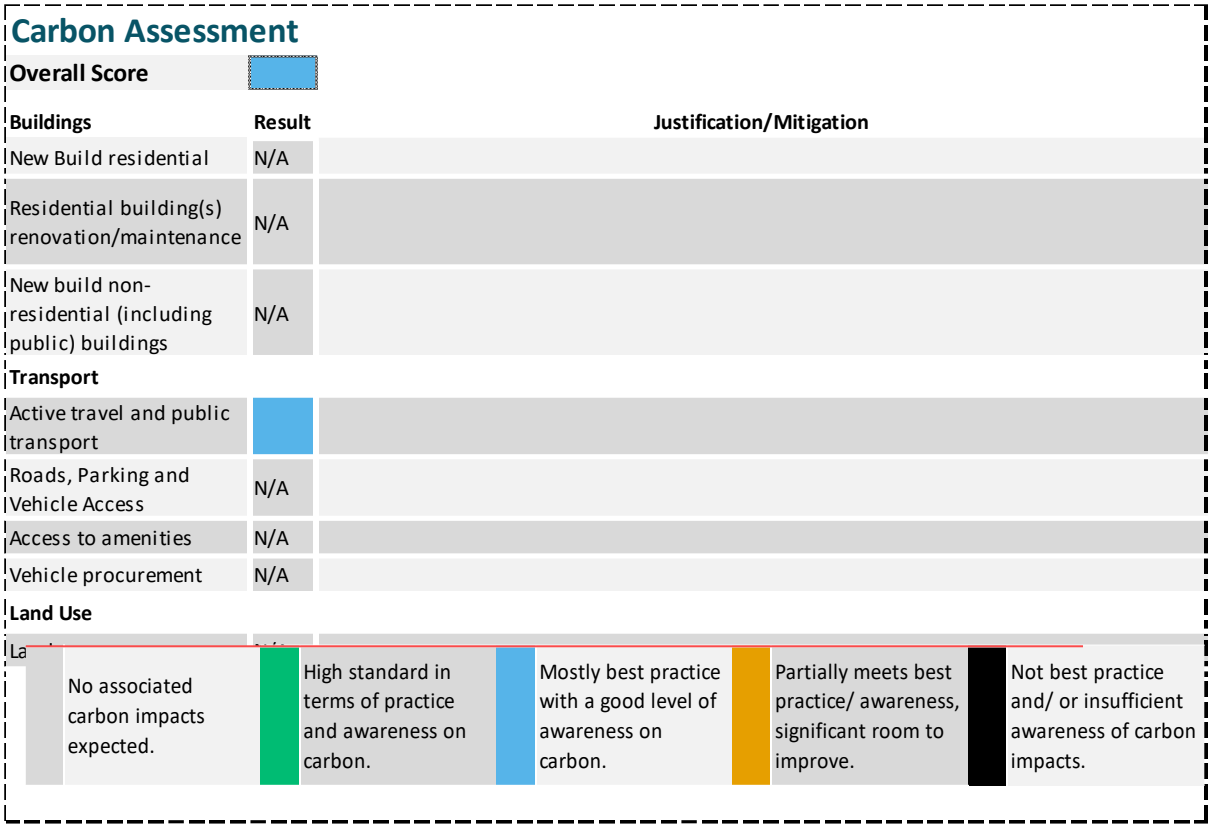
Insert text

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	A	The guided pilot will test the impact of people taking bikes on Metrolink on those with protected characteristics. It will also provide insights into possible mitigation measures. The guided pilot will be controlled such that wheelchair space users are prioritised over volunteers with bikes. TfGM will invite volunteers to take part in the guided pilot and interview passengers on their views during the pilot. The results will inform the EQIA and longer term policy.
Health		
Resilience and Adaptation		
Housing		
Economy		
Mobility and Connectivity		The guided pilot might marginally impact capacity of individual trams on certain days. CSRs will be there to supervise.
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The guided pilot will not contribute to this 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.**



Risk Management

Section 6 of the report covers risk management for the guided pilot.

Legal Considerations

Any legal claims arising from the pilot will be dealt with in the usual manner by TfGM and KAM (Keolis Amey Metrolink). The applicable insurance cover is the joint primary public liability policy taken out by KAM and TfGM. KAM have been asked to notify the insurers of the proposals.

Financial Consequences – Revenue

Costs of the pilot are negligible at this stage.

Financial Consequences – Capital

There is no capital expenditure at this stage. Should permanent modifications to trams and tram stops be necessary, this will be considered at the next stage.

Number of attachments to the report:

None.

Comments/recommendations from Overview & Scrutiny Committee

Not applicable.

Background Papers

The carriage of non-folding bikes on Metrolink was last considered formally by the Transport for Greater Manchester Committee in 2010. Technical studies and papers considered at that time are available on request.

Tracking/ Process

Not applicable.

Exemption from call-in

Not applicable.

Overview and Scrutiny Committee

Not applicable.

1. Introduction/Background

1.1. TfGM is considering permitting the carriage of non-folding bikes on Metrolink. Consideration is also being given to adapted bikes used as mobility aids, scooters and a broader range of mobility scooters than are currently permitted.

1.2. Metrolink currently allows folded bikes and provides cycle parking at most stops. Certain sizes of mobility scooters are also allowed, subject to a permit scheme.

1.3. The Metrolink network is designed to be as accessible as possible, with level boarding and step-free access at all stops, with some requiring lifts for this purpose.

1.4. The trams are designed with two wheelchair spaces, which can also be used for pushchairs, prams and certain types of mobility scooters.

1.5. The idea of allowing bikes on Metrolink has been considered throughout more than 30 years of operation, most significantly through a technical study and accompanying report in 2010 that recommended permitting folding bikes only. This decision was made due to safety, operational and capacity constraints.

1.6. TfGM is once again reconsidering these issues, to understand the physical or operational changes that are needed, if any, to permit the carriage of non-folding bikes on trams.

1.7. The refreshed Active Travel Mission, presented to the Bee Network Committee by GM Active Travel Commissioner, Dame Sarah Storey in December 2023 committed to a pilot of allowing non-folding bikes on Metrolink.

1.8. TfGM commissioned consultants in 2023 to report on these issues and to learn lessons from light rail and tram networks that have successfully allowed bikes on board. An important next step is to study the impact of non-folding bikes and adapted bikes on trams in practice, in various scenarios, and therefore TfGM is proposing a guided pilot, before making a final recommendation to the Bee Network Committee in summer 2024.

2. Issues for Consideration

2.1. The Metrolink network was not designed to carry bikes, therefore it is anticipated that adaptations to fleet and other infrastructure may be required if the carriage of non-folding bikes is permitted.

2.2. Light rail networks and trams have different characteristics to the mainline railway and trains. In some significant respects trams are more like buses. Specific consideration is required when assessing bike carriage in terms of safety, operations, capacity, and the passenger environment.

2.3. The proposed guided pilot will provide further insight and inform how Metrolink network would need to be adapted.

Safety

2.4. Given the requirement to operate in mixed traffic, with other road users including pedestrians, trams stop more quickly than trains, assisted by magnetic track brakes in emergency, resulting in very high deceleration forces. Therefore, bikes should be secured if allowed on board.

2.5. Careful consideration of the impacts at Metrolink stops is also required, as some are narrow, particularly busy, or do not have ramps at both ends and are therefore not suitable for bikes. Changes to stop infrastructure may therefore also be needed.

Operations

2.6. Trams typically operate over shorter distances than trains. Average journeys per passenger are between 5km and 10km with stops on average every 1km. Journeys are fast and frequent, requiring very short times at the tram stops (“dwell” times). Allowing bikes on board could lengthen journeys, due to it being difficult to reverse a bike off a busy tram, potentially impacting on frequency and reliability of the network.

2.7. The Metrolink network is staffed by drivers and the deployment of customer service and security personnel. There are no guards or conductors on board every tram to enforce operational rules or restrictions around the safe carriage of bikes.

2.8. These issues will have to be considered in the design of any permanent proposal but will be managed in the pilot phase by ensuring that staff are always present.

Capacity

2.9. Trams are shorter and narrower than trains, with fewer seats. The space on board is designed to accommodate significant numbers of standing passengers as this is more acceptable over shorter distances.

2.10. Metrolink has returned to pre-covid levels of patronage for most commuter journeys and is exceeding pre-covid patronage at weekends and for leisure journeys. Capacity on board is a concern for Metrolink passengers.

2.11. Given the need to safely secure bikes on board, whilst at the same time not adversely impact capacity on board, the removal of some seats or changes to the wheelchair spaces may be required.

2.12. The pilot will allow TfGM to assess the space required for bikes in practice, and this will inform a longer-term proposal.

3. Other networks

3.1. Currently in the UK, Edinburgh is the only city that permits the carriage of non-folding bikes on its tram network. TfGM has contacted Edinburgh Tram to learn more from their experience.

3.2. Edinburgh is a low-floor network, with conductors on board every tram. It is a single line with no complicated junctions.

3.3. The low floor nature of the network is better suited to allowing bikes on all parts of Edinburgh's infrastructure. Having Ticketing Services Assistants (TSA) on board means that staff can supervise the carriage of bikes. For example, they require cyclists to position the cycles in specific locations on the tram and always hold their bikes while on board.

3.4. Edinburgh does not allow bikes during peak times and during busy periods, including the whole month of August during the Edinburgh Festival. This is to minimise the risk of injury due to bikes being manoeuvred on the trams during busy periods.

3.5. Since opening the recent extension to Newhaven and the increased demand, Edinburgh Tram is currently reviewing its policy to look at times of travel, understand the risks around electric bikes and also the use by food delivery cyclists.

4. Recent Progress

4.1. TfGM established a multi-disciplinary working group comprising experts from Safety, Active Travel, Inclusion, Operations and Engineering teams as well as the operator, KAM to consider all aspects of a pilot and potential policy change.

4.2. Independent consultants have been commissioned to study the carriage of bikes on Metrolink. The study includes research into other light rail and similar transport networks in the UK and beyond and their bike carriage policies. It also includes a review of current relevant legislation, regulations and guidance.

4.3. The working group, together with consultants, carried out a static test of bikes on trams at Old Trafford depot and also undertook a Human Factors workshop.

4.4. Early discussions have taken place with the Disability Design Reference Group (DDRG), adapted bike users and some cyclists.

4.5. To conclude this work and provide recommendations for the long term to the Committee, the next step is to conduct a guided pilot as described below.

5. Proposed guided pilot

5.1. TfGM propose to undertake a guided pilot during early 2024 to gain more insight into how the carriage of bikes could be accommodated safely.

5.2. Working with the Metrolink Operator, KAM, TfGM will invite volunteers to take their bikes on specific journeys on Metrolink, accompanied by staff to ensure passenger safety. The pilot will allow closer observation of some of the issues described above which will provide insight into the identified risks and issues of this policy.

5.3. This approach will enable a pilot to take place whilst controlling the safety and operational risks as far as possible. The public will not be able to take part in the guided pilot unless invited by TfGM.

5.4. The guided pilot will enable observation of volunteers with various bikes, travelling to several locations at different times of day. At the same time as bikes users, we will invite those who have a range of lived experience including people with disabilities and those travelling with pushchairs. We can then create the scenarios that would exist if bikes were introduced on trams, in a controlled manner and record the experiences of the participants as well as the travelling public.

5.5. The pilot will aim to test several scenarios, including:

- Travelling with a bike/ adapted bike during different periods (mornings, evenings, weekdays and weekends)
- Using a range of different locations – including sample of all line and stop types
- Using a range of areas on board the tram while travelling with a bike

5.6. TfGM will appoint independent researchers to observe the guided pilot, interview the volunteers, customers and staff and produce a report which will inform the safety risk assessment, Equality Impact Assessment (EQIA) and operational considerations in relation to requirements to enable a potential policy change.

5.7. A risk assessment has informed the pilot. The guided (i.e. supervised) nature of the pilot is the primary mitigation for any risks identified.

5.8. The guided pilot is scheduled to commence at the end of February, with results being analysed during April and May.

5.9. Following this, in summer 2024, TfGM will bring a further report to the Bee Network Committee on the outcomes of the pilot, together with technical studies, and proposals regarding how to allow the safe carriage of non-folding bikes on Metrolink for consideration.

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Bee Network Committee

Date: Thursday 25 January 2024

Subject: Greater Manchester Rail Update

Report of: Simon Elliott, Head of Rail, TfGM

Purpose of Report

To provide the Committee with an update on the performance of the Greater Manchester rail network and delivery of the capital and strategic rail programmes.

Recommendations:

The GMCA is requested to:

1. Note and comment on the performance of the Greater Manchester rail network;
2. Note and comment on the progress of the capital rail delivery programme; and
3. Note and comment on the strategic rail programme.

Contact Officers

Simon Elliott, Head of Rail, TfGM simon.elliott@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment

N/A

Risk Management

N/A

Legal Considerations

N/A

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

This report provides an update on the current progress of the capital rail delivery programme. However, all capital finance information which is provided to this committee or the GMCA is presented in the main capital programme papers.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

N/A

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

Overview and Scrutiny Committee

N/A

1. Executive Summary

1.1. This report provides the Committee with an update on the performance of the Greater Manchester rail network, the rail capital delivery programme and strategic rail programme.

1.2. A list of railway terminology can be found in in Appendix C.

Network Overview

1.3. Whilst this report covers rail performance over the past six months, it should be seen in the wider context of a more general decline from a high point in 2016, when new franchises were awarded for the then TPE and Northern businesses. Despite a succession of infrastructure enhancements across the north-west network, newer trains and plans for simplified operations and fewer conflicting train movements at major junctions, overall performance is now worse than it was eight years ago.

1.4. This report examines the underlying trends and reasons for poor performance in the industry and explores potential improvement plans.

Rail Capital Programme

1.5. TfGM are working with local authorities to develop proposals for new stations in Golborne and Cheadle. Golborne station, subject to public consultation which commenced on the 4th January 2024, will have an hourly service between Wigan and Stalybridge (via Manchester Victoria) and will be fully accessible. Plans for a new station at Cheadle in Stockport continue to develop. Performance modelling work has recently concluded, and further work is required with Northern Trains Limited to develop a viable solution to the service provision for the station. Several station masterplans in Stockport, Rochdale and Stalybridge are also being supported by TfGM.

1.6. To ensure there is a focus on further improving accessibility at GM stations, the Greater Manchester Stations Accessibility Task Force (GMSATF) have developed a strategy that involves accelerating work to remove the physical barriers to rail travel at the 54 remaining inaccessible stations within Greater Manchester. Several Access for All (AfA) schemes are underway, and TfGM await the outcome of the CP7 funding bid in the hope to progress further prioritised schemes that will sit within the Access for All Programme.

1.7. TfGM have also been working collaboratively alongside Network Rail, Northern, London Continental Railways (LCR) and Greater Manchester Consultants for

Voluntary Organisations (GMCVO) in identifying old station buildings and rooms that can be used for community use. Heaton Chapel, Altrincham and Trafford Park were identified as being locations that could be redeveloped and brought back into use.

Rail Strategic Programme

1.8. As part of TfGM's evolving strategic rail programme, we are involved in key industry consultations and continue to monitor network change and track access applications, responding where these appear detrimental to Greater Manchester rail aspirations. Furthermore, TfGM hold influence in many strategic and delivery programmes that are being led by the rest of the rail industry, primarily through Network Rail. The Manchester Taskforce (MTF) programme is intended to provide a resolution to the timetable and capacity problems which occurred in May 2018 and brings together Network Rail, the DfT, TfN, TOCs and TfGM.

1.9. Within TfGM's Rail strategy study remit, there are currently two main strategic studies in progress. The North of England Freight Routing study commenced in October and provides an update to the 2019 Freight Routing study to reflect changes that have occurred post-Covid and to gain a better understanding of TransPennine freight requirements. The 7-Day Railway study commenced in November and will explore the potential for improving the span of operation of rail services to provide an improved offer across Greater Manchester.

1.10. Greater Manchester earlier this year agreed the city-region's Trailblazer Deeper Devolution Deal with central government. The deal sets out the ambition to integrate rail into GM's Bee Network by 2030. This includes London-style integrated fares and ticketing across bus, Metrolink and rail, and Bee Network co-branding across the public transport network. This will be taken forward by a new Rail Partnership with Great British Railways, that will enhance the current ways we work with the rail industry, and work towards delivering our aspirations and ensuring public transport plays a crucial role in the prosperity of the GM region.

1.11. As part of this programme, TfGM officers have also been working with rail industry partners and local authorities to develop a prospectus for the 6 central stations within Manchester and Salford, along with developing proposals for an enhanced station at Stockport as part of the Mayoral Development Corporation (MDC).

2. Network Overview

Historical Context

2.1. Since 2016, overall punctuality and reliability of Train Operating Companies (TOCs) in Greater Manchester has decreased, with Network Rail delay minutes increasing (see Appendix A, which features moving annual average PPM of three train companies and Network Rail delay since 2016).

2.2. Various service uplifts, notably the May 2018 timetable, added more trains onto already congested infrastructure. Despite emergency train plans, which saw the removal of some of these services, significant improvements were not made until the pandemic, when 50% of services were cut and only 5% of passenger journeys made. These improvements have largely been reversed over time as more trains have been incrementally returned.

2.3. Industrial unrest, through guards' action against plans for driver operated doors and some further localised disputes have preceded national strikes over pay and conditions and caused significant disruption over the past 18 months. Terms and conditions have never been modernised, with governments leaving these to individual TOCs to resolve. A modern railway, now reliant on a leisure-driven recovery, continues to see Sunday working as voluntary. Over the past 18 months, Avanti has repeatedly cut services on its key Manchester – London route, citing over-reliance on rest-day working. By its own figures, at one time 25% of services were reliant on this.

2.4. Resilience has diminished and, where in the past, periods of good performance led to improvements in the overall average performance, there have been very few of these. Adapting the network to the increasing ferocity and regularity of severe weather events must be fundamental to securing any longer-term improvements.

Performance Overview

2.5. Train services in Greater Manchester were restored to approximately 92% of pre-pandemic levels from the December 2022 timetable change. Both regionally and nationally, the number of planned trains remains lower than before the pandemic. The December change also saw revised train service patterns as part of the Manchester Task Force recommendations to relieve congestion through the Castlefield corridor and improve performance across the wider network, resulting in

some loss of connectivity but initial improvements in performance. Further, minor service enhancements were delivered in the May 2023 timetable change.

2.6. Overall, service performance over the past year has worsened for Network Rail and the six TOCs that operate in Greater Manchester (see Appendix B). There have been declines in punctuality and increases in the number of cancelled trains. This reflects the national picture, where performance is worse than it was both one year ago and in the period prior to the pandemic. It is worth noting that pre-pandemic performance in Greater Manchester was depressed and had not returned to pre-May 2018 timetable-change levels. Current performance levels are still based on fewer trains operating and around 90% of pre-Covid passenger demand.

2.7. The past 18 months have seen industrial action as a result of striking guards, drivers and Network Rail staff. This action, in the form of strike days and action short of a strike (ASoS) has significantly affected service provision and slowed down rail demand recovery.

Network Rail Delay

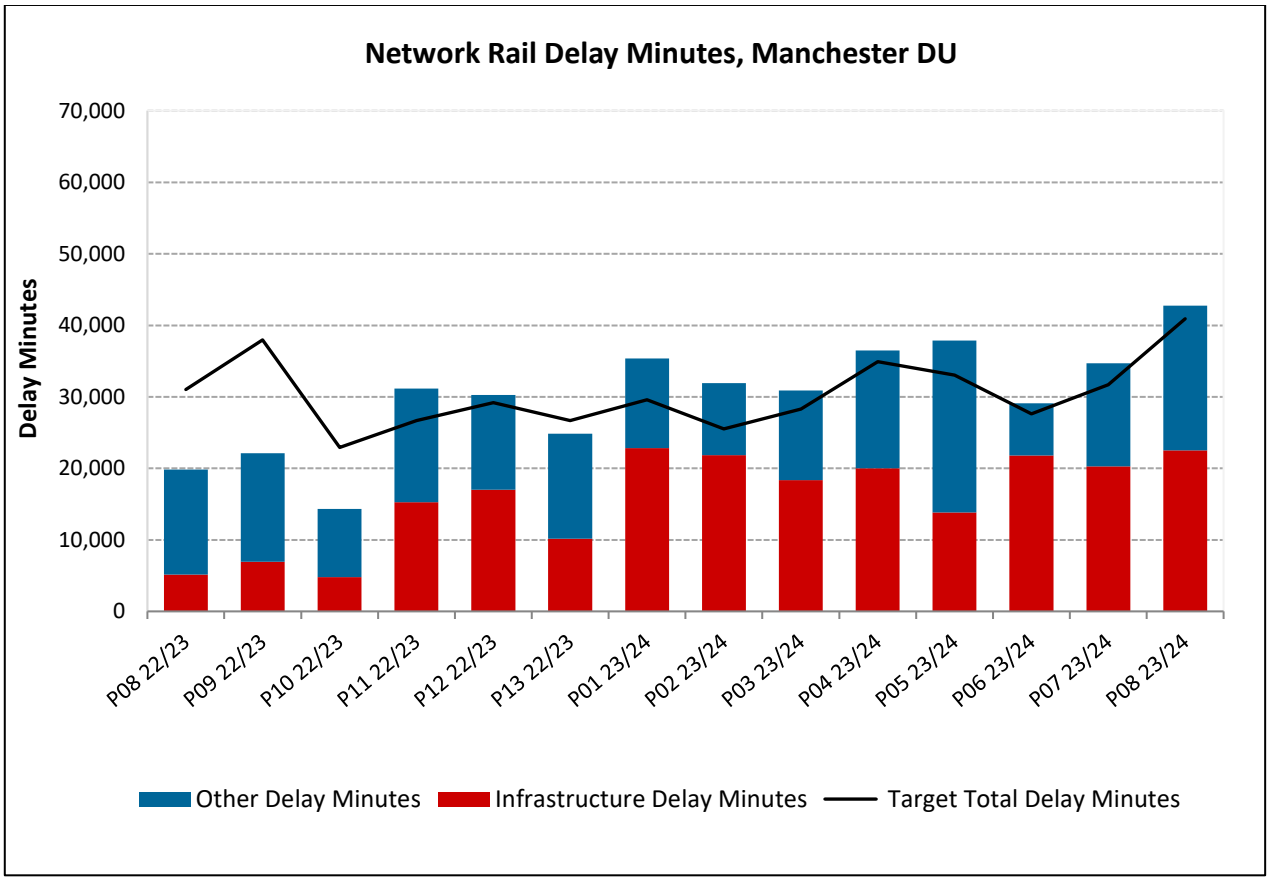
2.8. Overall Network Rail delay minutes across its Manchester Delivery Unit (DU) have continued to increase over the past year, with Period 08 totals at more than double the same period last year and in excess of 40,000 minutes.

2.9. Over recent years, the proportion of Network Rail delays caused by infrastructure issues had fallen relative to increases in external delay. External delay increases have been fuelled by trespass, fatality and the increasing severity and frequency of extreme weather events, whilst total delays caused by infrastructure (track and non-track failures) had reduced, helped by fewer trains operating on the network and decreases in reactionary delay.

2.10. This has recently reversed, with significant rises in delay minutes due to infrastructure recorded from Period (P) 01, April 2023. These include points, track circuit and other signalling/power failures, damage to OHLE, speed restrictions due to track condition and level crossing failures.

2.11. Recently, five successive storms have hit the UK causing widespread disruption and resulting in blanket emergency speed restrictions (ESRs) across the network. Blown debris and trees have caused damage to OHLE and blocked tracks, whilst flooding has caused delays and landslides at various locations, most recently at Dewsbury, impacting both Northern and TPE services.

2.12. The chart overleaf shows increasing levels of Network Rail delay and proportionately more delays caused by infrastructure over the past 14 periods. Overall year to date delay minutes are 15% adverse to Network Rail's own targets.



Train Operating Companies

2.13. Overall TOC performance also continues to be impacted by TOC-on-self delay and cancellation and the effects of other-TOC and freight delay. Crew availability is currently the main cause of TOC-on-self cancellations across the network, with Northern, Avanti West Coast and TPE all experiencing significant challenges.

2.14. Training for new drivers, on varied rolling stock and on new and diversionary routes was delayed during the pandemic and training progress has been further slowed by the loss of rest day working (RDW) agreements, notably at TPE.

2.15. High levels of driver attrition to other TOCs or freight companies and early retirement have led to unprecedented crew availability challenges. Furthermore, historic working arrangements have impacted services across the north-west, particularly at weekends for operators without RDW agreements in place. For TPE, this had led to the operator pre-cancelling many of its scheduled services on a daily basis for almost 18 months from December 2021 until May 2023, when a revised RDW agreement came into effect. This agreement has seen a huge drop in the

numbers of its pre-cancelled trains, from around 300 per week to 30, although during ASoS periods, the continued reliance on RDW is exposed, with sharp increases. Northern Trains has continued to experience regular Sunday cancellations as a direct result of this. A new RDW is now also in place at Northern.

2.16. Avanti services, which had been reduced in the summer of 2022 and then incrementally returned from December 2022, are once again affected by crew availability, with amended train plans in place from 09 December 2023 on its key Manchester – London route. Saturdays 09, 16, 23 and 30 December have effectively seen one third of trains removed, with mid-week services reduced by around 10% from 11 December and 20% the following week.

2.17. Sickness levels remain high across the industry and at some TOCs are twice pre-pandemic levels. For Northern, whose train plan deliverability assumed maximum sickness levels of 5%, a level of 8% is now factored as workable. Whilst changes have been made, sickness levels at some depots have reached 20% and inevitably, this has resulted in additional pre-planned and on-the-day cancellations. High sickness levels continue for Northern at Barrow, Blackpool and Liverpool depots. Trespass and fatality also continue to impact driver availability, with drivers often away from the business following incidents.

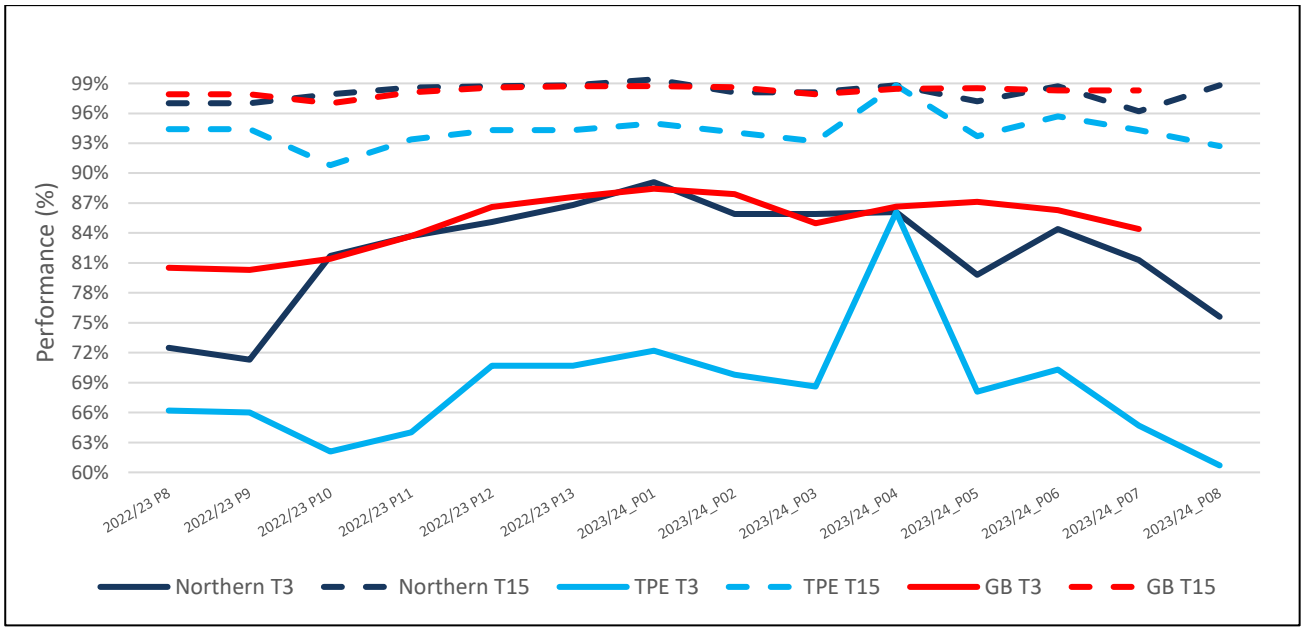
2.18. Cancellations due to delays with new and cascaded rolling stock have resulted in amended train plans for TfW services, made worse by associated driver training delay. Further issues with older diesel units have also meant significant short-forming of key services over this summer. Service uplifts for Cross Country Trains back to 2tph from Manchester – Birmingham in May 2023 caused some deterioration in performance levels. Crew availability is also impacting Cross Country Trains and at EMR.

2.19. Short-forming of services continues to cause over-crowding, increased dwell times and difficulty for guards/despatch. Cyclical train maintenance and exams, combined with a shortage of diesel stock and poor performance from bi-mode Class 769 units continues to impact Northern services, notably on North Manchester and Lancashire routes. TfW services continue to regularly be short-formed on both its Cardiff and North-Wales routes, although this is easing as new stock becomes available.

2.20. Revised industry metrics now measure the percentage of trains arriving at their destination within 3 (T-3) and 15 (T-15) minutes. The chart below highlights T-3

and T-15 scores for Northern and TPE, compared to the UK average over the past 14 rail periods. Whilst Northern has largely tracked the national average since December 2022 timetable change and improvements through Castlefield, it has started to fall back from summer. Periods 04 and 05 saw big rises in external delay, with extreme heat in June affecting OHLE, plus reduced running speeds and a major trespass incident in Levenshulme in P05 causing a full blockade of all 4 lines and almost 10,000 mins delay. Punctuality has continued to decline, with additional delays caused by poor track adhesion due to autumn.

2.21. Latest data, for P09 (4 weeks to 9 December) reveals a further decline in performance for all six of the TOCs operating in Greater Manchester, with over 8% drops in Right Time at Destination figures for both Northern and TPE, largely due to Storms Debi, Erin and Fergus. Crew shortages as a result of sickness and leave continue for Northern, Avanti and Cross Country.



Performance Improvement Plans

2.22. TfGM continues to work with industry partners through our seat on the Rail North Partnership (RNP) and the creation of a North-West Regional Business Unit (NWRBU) to better understand the causes of poor performance and deliver improvement measures. This has recently included sharing best practise on sickness management, back to work process and employee welfare schemes.

2.23. Network Rail's recent West Coast Improvement Plan, implemented following poor route performance earlier this year and ORR intervention, is looking at both track

and non-track asset performance, technological improvements to some assets, enhanced pre-emptive maintenance and improved seasonality readiness.

2.24. Working with train operators, plans also include increasing train diagram resilience (previously reduced to maximise efficiency), reviews of rolling stock and timetables, pathing allowances, sectional running times and signalling regulation.

2.25. Embedded BTP officers at control centres, further use of technology in surveillance at key hotspots, and engagement with schools and mental health agencies continues in a bid to reduce and mitigate the effects of trespass, fatality and threatened suicide on the railway. Further measures include physical deterrents and signage at platform ends and strengthened fencing at known entry points.

2.26. High level incident learning reviews take place locally following major incidents to identify areas of future improvement and share best practice across industry partners. These have recently focused on a major trespass incident at Levenshulme and detached signal gantry cage at Longsight.

Train service levels & December 2023 timetable change

2.27. Train services across Greater Manchester currently remain at around 90% of pre-Covid levels.

2.28. December 2022 saw considerable changes to north-west train plans, with service alterations and reductions through the Castlefield corridor. These cut some north-south connectivity and saw the loss of off-peak calls at Deansgate. Performance of services using this corridor improved markedly (by over 30%) in the first few periods of operation but has since declined. Whilst overall punctuality on the CLC line is better than it was pre-December 2022 changes, it is currently not much improved on where it was in 2020.

2.29. December 2022 and May 2023 saw the re-introduction of most services which had been removed during Covid, however some services are yet to be fully restored. Compared to pre-Covid, fewer trains are still operating on Wigan – Atherton – Manchester, Hadfield/Glossop and Rose Hill lines.

2.30. In October, TfGM undertook passenger loading surveys at key locations across city centre stations and will be undertaking further survey work in March 2024. These found large variations in demand by route, time of day and day of week. Overall, demand had increased since previous surveys last year, although shoulder morning peak had reduced. This was offset by increased demand in the afternoon shoulder peaks. Busiest routes included Hadfield/Glossop, Blackpool North

(although figures skewed by cancellations and short formations), Cumbria services, Macclesfield/Stoke and Blackburn – Rochdale.

2.31. December 2023 will largely see a roll-over of current services, except for TPE, where an amended temporary train plan will be introduced. This will effectively reduce cross-Pennine services from 5tph – 4tph, although capacity will largely be maintained through additional strengthening of the remaining services. These changes are aimed at stabilising service delivery, providing more certainty for passengers with the reduction of late notice cancellations and will enable driver training to be accelerated. A removal of Class 68/Mk5a sub-fleet has also been approved to further simplify and speed-up training. These services, along with some still withdrawn Airport – Scotland trains will be reintroduced in December 2024.

2.32. For Northern, 3 of 8 diagrams on its Blackpool North – Manchester Airport route will operate as 4 car units instead of 6. Unit formations will change on Liverpool – Wigan/Blackpool services, with 3 car units deployed. A capacity uplift on Chat Moss line will see the incremental introduction of 4 car Class 331 units. Buxton services will see reductions in off-peak formations from 4 to 2 car units, although more 4 car units will operate at weekends. Overcrowding on Northern Chat Moss stopping services should also be partly relieved by the re-instatement of TfW peak service calls at Newton-le-Willows from December.

2.33. EMR will re-introduce a busy shoulder peak service departing Liverpool Lime Street at 0851 for Manchester, Sheffield and Norwich from December. Surrounding services will also return to 4 car from 2. Further capacity improvements will take place next year with the incremental introduction of 6 car trains on the route.

Community Rail

2.34. TfGM continues its work with rail industry colleagues and the wider community, funding and facilitating a wide range of schools and community projects across our region.

3. Rail Capital Programme

New Stations

Cheadle New Station

3.1. Transport for Greater Manchester (TfGM) is working with Stockport Council to develop proposals for a new rail station in Cheadle.

3.2. There is currently no railway station in Cheadle and the nearest passenger services in operation are at Gatley, which is approximately 1.2km from Cheadle High Street. As a result, a new station in Cheadle has been identified as a key piece of infrastructure and has strong support from the local community.

3.3. The proposed station would comprise of a single platform located to the north of the existing Chester to Manchester railway line with covered waiting shelters.

3.4. There are challenges currently with the timetable modelling for the station which are being worked through with Northern.

Golborne New Station

3.5. Transport for Greater Manchester (TfGM) is working with Wigan Council to develop proposals for a new rail station in Golborne.

3.6. A new station in Golborne presents a significant opportunity to create local rail connectivity and give people an easier choice to catch a train rather than rely on the car. Golborne is one of the largest towns in Greater Manchester without a railway station and its residents currently face a long car or bus journey, of over one-hour, to get into Manchester city centre. Introduction of a train service to Manchester city centre would reduce this to approximately 30 minutes. This lack of connectivity makes it difficult for people to get to work, school, education, or to enjoy Manchester's world-class cultural scene. This new station would help make Golborne and its surrounding areas an even better place to live.

3.7. The current proposal, subject to public consultation which starts from the 4th January 2024, is to build a new station near to the site of the previous Golborne Station which will have an hourly service between Wigan and Stalybridge (via Manchester Victoria). The station will be fully accessible and include a new footbridge across the railway with passenger lifts to all platforms. Also included in the design will be a variety of passenger amenities including cycle storage, ticket vending machines, real time train information, passenger help points, seating and waiting shelters.

3.8. Further enhancements are proposed around the new station including improved town centre parking, better options for travelling to and from the station by introducing improved walking, wheeling, cycling and scooting links. We will also be looking at possible links to the east of the train tracks, providing an alternative route to the town centre.

3.9. It is the intention that all new stations that are built by TfGM now and in the future, will be owned and maintained by TfGM in the same way as Horwich Parkway is currently operated and managed.

3.10. This project is a retained scheme within the CRSTS programme, meaning that the ultimate approval of the business case at the various stages of the project lifecycle resides with Government, who have a particular interest in the rail network integration aspects of the scheme.

3.11. Following the previous approval of the Strategic Outline Business Case (SOBC) for this project and conclusion of the necessary internal governance in relation to the Outline Business Case submission, it is now intended that the relevant documentation required to secure Government approval of the Outline Business Case for the scheme will be submitted to the Department for Transport (DfT) for review by the end of January 2024.

Access for All

Main Programme (Irlam, Daisy Hill)

3.12. Detailed design (GRIP 5) works have commenced on Daisy Hill and Irlam stations following the appointment of a design and build contractor in September 2023. Works are due to commence on site with completion and handover in early 2025.

Swinton and Next Tranche (Reddish North, Hindley, Bryn)

3.13. Outline design for Swinton and Next Tranche stations (Reddish North, Hindley, Bryn) has recently concluded. Detailed design is set to commence early 2024 after appointment of a design and build contractor. The overall completion is expected to be in 2027, subject to railway possessions and access.

Mid-Tier

3.14. A package of minor accessibility interventions across GM stations has been delivered. Works to install Customer Information Systems (CIS) in 14 GM stations

are underway to be completed by the end of March 2024. The access ramp at Bredbury Station is substantially complete. Rose Hill Station drop off works are currently on site and to be completed by the end of February 2024.

Salford Central Station Enhancements

3.15. The revised scope for Salford Central is focussed on providing a modern, accessible station, with improved operational facilities and a quality passenger offering. A high-level summary of the proposed scope includes improved station information and security systems throughout the station; accessibility enhancements including the upgrade of the existing ramps to platforms 1 and 2, provision of passenger furniture and provision of new customer toilets and way finding throughout the station; modernisation of the lower concourse (including the relocation of the passenger facing facilities to this concourse).

3.16. It was planned for the scheme to be delivered between May and November 2024 however, as a result of rail industry approvals and possessions not being confirmed, it is now planned for the scheme to be on site from early 2025 for 10 weeks.

Community Buildings

3.17. TfGM have been working in collaboration with Network Rail, Northern, London Continental Railway (LCR) and Greater Manchester Centre for Voluntary Organisation (MCVO) in identifying old station buildings and rooms that can be used for community use.

3.18. Heaton Chapel, Altrincham and Trafford Park were identified as stations with buildings that could be redeveloped and brought back into use. Whilst fit out work has taken place, GMCVO has identified different small to medium enterprises (SMEs) who are looking for space to work in that meets their needs and the local communities. For a full list of the SMEs please see Appendix F.

3.19. We are now currently reviewing other disused buildings across GM and will shortly be deciding on a tranche 2 of works, should funding become available, delivering more community hubs across GM.

Masterplans

Stockport Masterplan

3.20. TfGM officers are working closely with Network Rail and Stockport Council on the redevelopment of Stockport Station. The project is part of City Region Sustainable Transport Settlement (CRSTS) programme.

3.21. Consultants have begun engagement with stakeholders and have held site visits to develop the survey requirements. Engagement has also taken place on developing the funding strategy for the overall scheme. The next steering group meeting is likely to take place in January.

Stalybridge Masterplan

3.22. In conjunction with TPE and LCR, TfGM are working in partnership into the feasibility of several development/ changes to the station at Stalybridge as part of a Masterplan for the regeneration of the area and improve customer transport links.

3.23. The objective of the project is the creation of number of station modernisations to enhance travel and to feature Stalybridge station as the new transport hub for the town. This includes a new entrance/exit on the Manchester bound side of the station, improve the station approach and options for the ramp area South of the station and installation of additional parking at grade if this can be fitted within the area.

3.24. Surveys and further design work are planned in the early 2024 and TfGM and TPE are continuing to review and identify potential funding for the overall scheme.

Rochdale Masterplan

3.25. TfGM officers have been working extensively with Rochdale Council and Rail stakeholders on developing the masterplan for Rochdale station and the surrounding areas.

3.26. Station Square and Platform Park are currently progressing through design stages with collaboration from Rochdale Council, TfGM, Network Rail and Northern. Surveys have also been undertaken and a planning application was submitted at the end of Nov 23.

4. Rail Strategic Programme

Rail Reform & Trailblazer Deeper Devolution Deal

Trailblazer Deeper Devolution Deal

4.1. Greater Manchester has a compelling vision to improve public transport through the Bee Network - an integrated London-style transport system for the city-region across bus, Metrolink, rail, and cycle hire services. Building on existing plans for transport integration between trams and buses through bus franchising, the Trailblazer Deeper Devolution Deal (TDDD) ambition sets out activity to enable the delivery of integration of rail into the Bee Network by 2030. This includes London-style touch-in/touch-out integrated fares and ticketing across bus, Metrolink and rail and Bee Network co-branding across the public transport network.

4.2. The deal also lays the foundation for greater input into our stations, services and strategic infrastructure investment with the creation of a Greater Manchester-Great British Railways Partnership and North West Regional Business Unit (a GM Rail Board has been set up in the interim pre-GBR stand-up). This will enable TfGM to improve local scrutiny of performance, help shape future service integration with the Bee Network and support the best possible public transport experience for the people and businesses in Greater Manchester.

Greater Manchester – Great British Railways Partnership

4.3. Following the publication of the Williams Shapps Plan for Rail in 2021 and the subsequent creation of the Great British Railways Transition Team (GBRTT), a Trailblazer partnership has been set-up between Greater Manchester and GBRTT.

4.4. The first Partnership Oversight Group was held in October and a subsequent meeting in December between Greater Manchester, GBRTT, the Department for Transport, Transport for the North, Network Rail and Northern and Transpennine representatives. Work so far has focused on developing the principles of a long-term future partnership arrangement between GM and GBR (the rail industry), which will fundamentally focus on delivering the Trailblazer Devolution Deal and integrate rail into the Bee Network by 2030.

GM-GBR's Fares, Ticketing and Retail (FTR) programme

4.5. A key part of the partnership with GBRTT is the delivery of the Pay As You Go (PAYG) smart ticketing Phase 1 between TfGM, GBRTT and the DfT, as outlined in

the Trailblazer Devolution Deal. The project team's immediate focus is on finalising detailed design work and a Full Business Case (FBC) assessment for Phase 1 roll out (Hadfield-Glossop and Stalybridge lines), this is set to be completed by Q2 next year, following recent approval by the DfT of the Outline Business Case (OBC).

4.6. A key component of the business case will be an assessment on fares simplification and readiness for future integration & capping between rail and local modes, in driving patronage growth and modal shift. Phase 1 roll out will help support the case of the future phases rolling out PAYG GM wider.

4.7. The full delivery of the PAYG scheme GM wide by 2030, including wider fares and ticketing simplification and modal integration with Bus and Metrolink is truly exciting, providing passengers with a more seamless, convenient, and trustworthy travel experience.

Manchester Central & Salford Stations Development

4.8. TfGM officers have been working with rail industry partners and local authorities to develop a prospectus for the 6 central stations within Manchester and Salford, along with developing proposals for an enhanced station at Stockport as part of the Mayoral Development Corporation (MDC).

4.9. The development of Manchester Piccadilly, Manchester Victoria, Manchester Oxford Road, Deansgate, Salford Crescent and Salford Central are all integral to assisting Manchester City Centre and Central Salford form part of the fastest growing metropolitan area in the UK. Infrastructure improvements are needed to keep pace with the city's projected population and economic growth.

4.10. Key partners include Network Rail, Transport for Greater Manchester, Greater Manchester Combined Authority (GMCA), Manchester City Council, Salford City Council, and Train Operating Companies (TOCs).

4.11. Three stakeholder workshops, organised by Network Rail (NR) and Transport for Greater Manchester (TfGM), have already been conducted to shape a Prospectus, which presents a clear vision, shared objectives, and actions for each station area, fostering integration with wider development and regeneration opportunities.

4.12. A Stations Steering Group has been established to provide oversight, ensuring stakeholders' outcomes are met. Regular annual reviews of the Prospectus will track progress against the Action Plan, ensuring specific actions are fulfilled.

4.13. Working in partnership, we will create improvement plans for each of the stations and their surrounding areas, prioritising the needs of customers and local

communities. By pooling resources and funding streams, we aim to maximise operational and infrastructure investment, ensuring a well-rounded and cohesive approach to station enhancements and overall placemaking.

GM-GBR's Customer Integration Programme

4.14. To support the FTR roll-out and the Trailblazer Devolution Deal commitment of integrating rail into the Bee Network by 2030, the partnership team are actively developing initiatives that bring this vision to life. Our collective efforts are centred on the development of a joint Bee Network/Rail Customer Integration strategy and implementation plan, which will include the delivery of some early deliverables that test the concept and realise the vision of integrating rail into the Bee Network. A Customer Integration Delivery Group (CIDG) consisting of industry partners (GBRTT, DfT, Network Rail, Northern and Transpennine) to support the delivery of this vision has also been set up.

Consultations

4.15. TfGM are consulted on the key changes, proposals or decisions made within the Rail Industry and have a duty to submit a response in the best interests of Greater Manchester. A list of consultations that TfGM has responded to across the last year can be found in the appendix (Appendix D). In addition to these, TfGM continues to monitor network change and track access applications and will respond where these appear detrimental to TfGM aspirations.

Strategic Rail Study Programme

4.16. There are two main strategic rail studies currently in progress:
The North of England Freight Routing study commenced in October and provides an update to the 2019 Freight Routing study to reflect changes that have occurred post-covid and to gain a better understanding of TransPennine freight requirements. We are working in partnership with the DfT, TfN, Network Rail and GBRTT on this study and will be using the results to understand the interventions required on the network to enable the rail freight benefits which form a key part of the TransPennine Route Upgrade business case. The study will also set out the potential opportunity for greater rail mode share of freight by highlighting the variation between constrained and unconstrained future rail freight forecasts. There will also be an assessment of the economic value of rail freight which will help to define the case for freight modal shift. To ensure the study captures the full

TransPennine freight requirements and to meet partner requirements, the geographical scope has been expanded to cover the whole North of England. The study is programmed for completion by the end of March 2024.

The 7-Day Railway study commenced in November and will explore the potential for improving the span of operation of rail services to provide an improved offer across Greater Manchester. The study is being progressed in three stages. The first stage will use evidence to create a service level definition for rail services to which we will aspire, the second stage will carry out a gap analysis to understand where enhanced levels of service are required to achieve the definition, and the third stage will use a range of metrics to provide a priority ranking for addressing those gaps. The study is planned for completion by the end of March 2024.

4.17. Separately to the rail studies, we are also working closely with our Modelling and Appraisal team to update the Rail Markets Model forecasting tool to better reflect post-Covid demand patterns. Once this is complete, we will be able to update our rail demand forecasts to understand the priority areas for rail service improvements.

Rail Industry Programme

4.18. The Rail Strategy team are also engaged in many strategic and delivery programmes that are being led by the rest of the rail industry, primarily through Network Rail.

4.19. The Manchester Taskforce (MTF) programme is intended to provide a resolution to the timetable and capacity problems which occurred in May 2018 and brings together Network Rail, the DfT, TfN, TOCs and TfGM. The programme has been split into five distinct stages known as Configuration States and progress on these is as follows:

- **Configuration State 1** involved reducing train services to a level that could be delivered reliably. This was delivered with the December 2022 timetable change. A programme of platform lengthening has been taking place in parallel to allow for longer trains on some routes.
- **Configuration State 2** provides for a series of small infrastructure enhancements that will further improve performance and allow better balance of capacity with demand. These schemes are; Salford Crescent 3rd

platform; turnbacks west of Salford Central and east of Manchester Victoria, and passenger capacity improvements at Manchester Victoria. These schemes have received funding approval from the DfT and are now in the early stages of delivery. Along with the previously funded electrification schemes to Stalybridge and between Bolton and Wigan, these should be complete to allow a revised timetable to be introduced in December 2025.

- **Configuration State 3** provides for some larger infrastructure schemes that will allow further reinstatement of train services removed in December 2022, along with further platform lengthening to support longer trains which are planned as part of the TransPennine Route Upgrade. The main schemes being planned are platform lengthening at Manchester Airport, rebuilding of Manchester Oxford Road station, small enhancements to Manchester Piccadilly throat and upgrading of the CLC line. These schemes are currently funded for development and are progressing towards a Strategic Outline Business Case. Current timescales are for these schemes to be delivered by the early 2030s.
- **Configuration State** 4 will look at further infrastructure enhancements that will be necessary to enable Manchester to be ready for the introduction of HS2 and TRU services and to cater for future forecast demand growth. At the moment, this is in the very early stages of strategic planning and Network Rail have commenced a South Manchester Strategic Advice study to analyse what level of service needs to be accommodated and to identify the infrastructure solutions that will be necessary. The timescales for this stage will be mid to late 2030s and beyond.
- **Configuration State 5** represents the level of service which Greater Manchester will need to accommodate once HS2 and Northern Powerhouse Rail (NPR) schemes are complete. Originally this intended to include the HS2 infrastructure and released capacity opportunities, but this will now need to be re-considered in light of the Network North announcement.

4.20. Network Rail are also progressing with the Hope Valley upgrades. These provide extra capacity on the Hope Valley line by providing freight loop improvements at Bamford and Dore South, as well as reinstating double track through Dore & Totley station. This programme is on track for completion in Spring 2024 and should improve resilience and reliability of services travelling between Manchester and

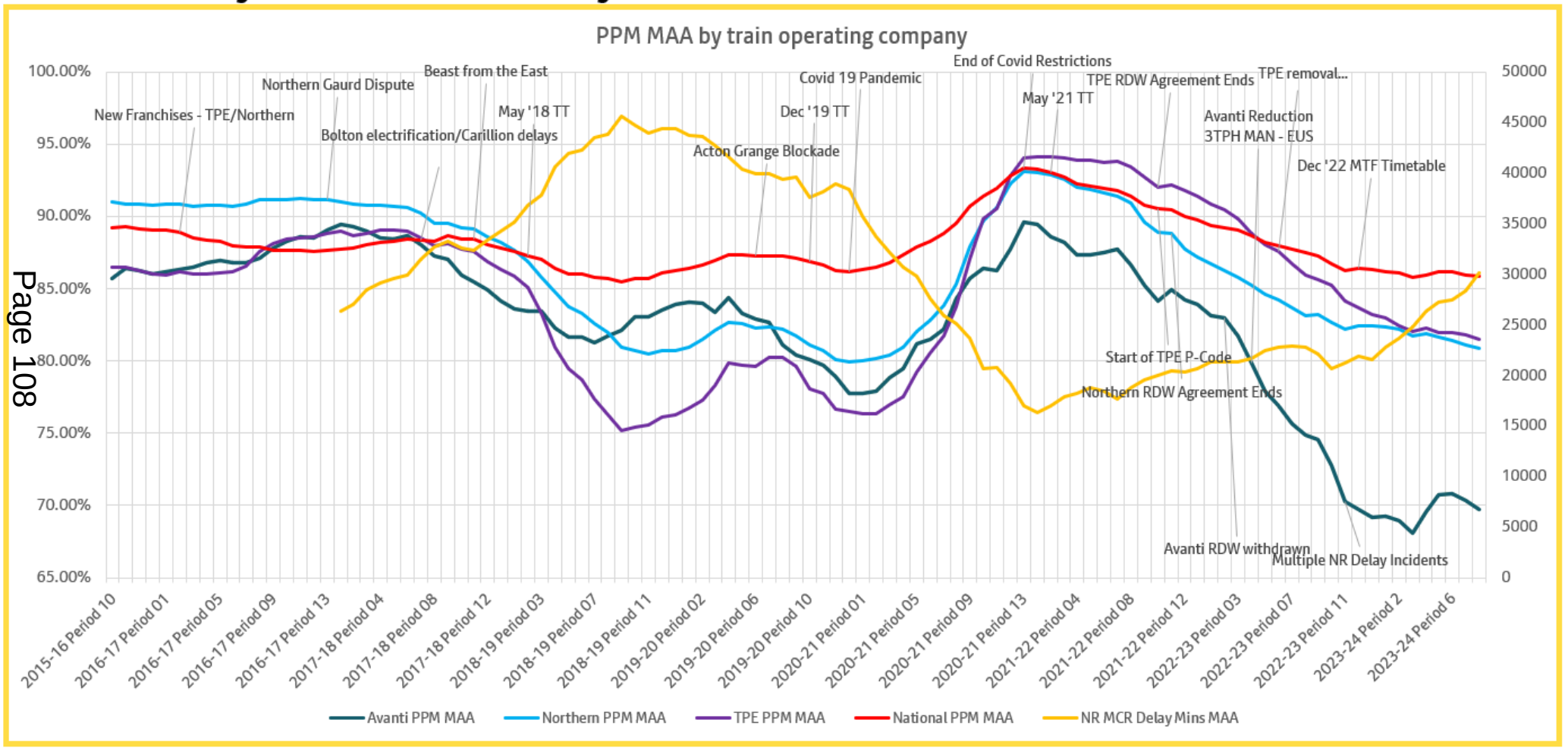
Sheffield. In the longer term, the enhancements should provide capacity for an additional passenger service, but this is dependent on addressing capacity problems in South Manchester and at Sheffield station.

4.21. The TransPennine Route Upgrade (TRU) programme is also progressing. Work is ongoing to install electrification between Manchester Victoria and Stalybridge and between Guide Bridge and Stalybridge and once complete, will allow some local trains to convert to electric traction. Large scale investment is also being planned in West Yorkshire to commence in 2024 which will rebuild Huddersfield station and provide for 4-track from Huddersfield to Heaton Lodge Junction. While this is taking place there will be significant disruption and TransPennine Trains will need to use diversionary routes. TransPennine Trains Ltd have also started a market engagement exercise as a first step towards procuring new trains to operate on the TRU network once it is complete.

BEE NETWORK

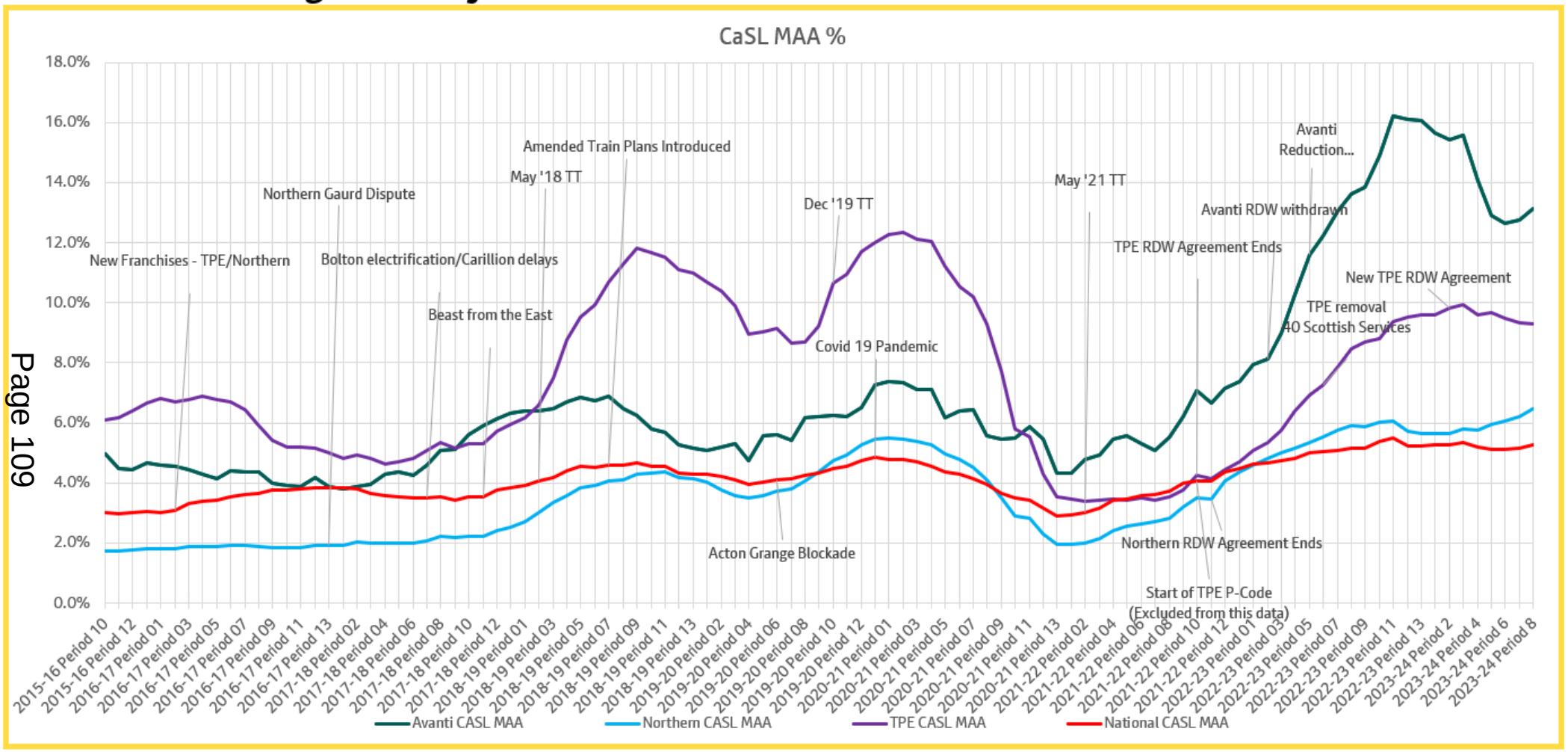
Appendix A – Historical Performance Overview

TOC Reliability & Network Rail Delay Minutes

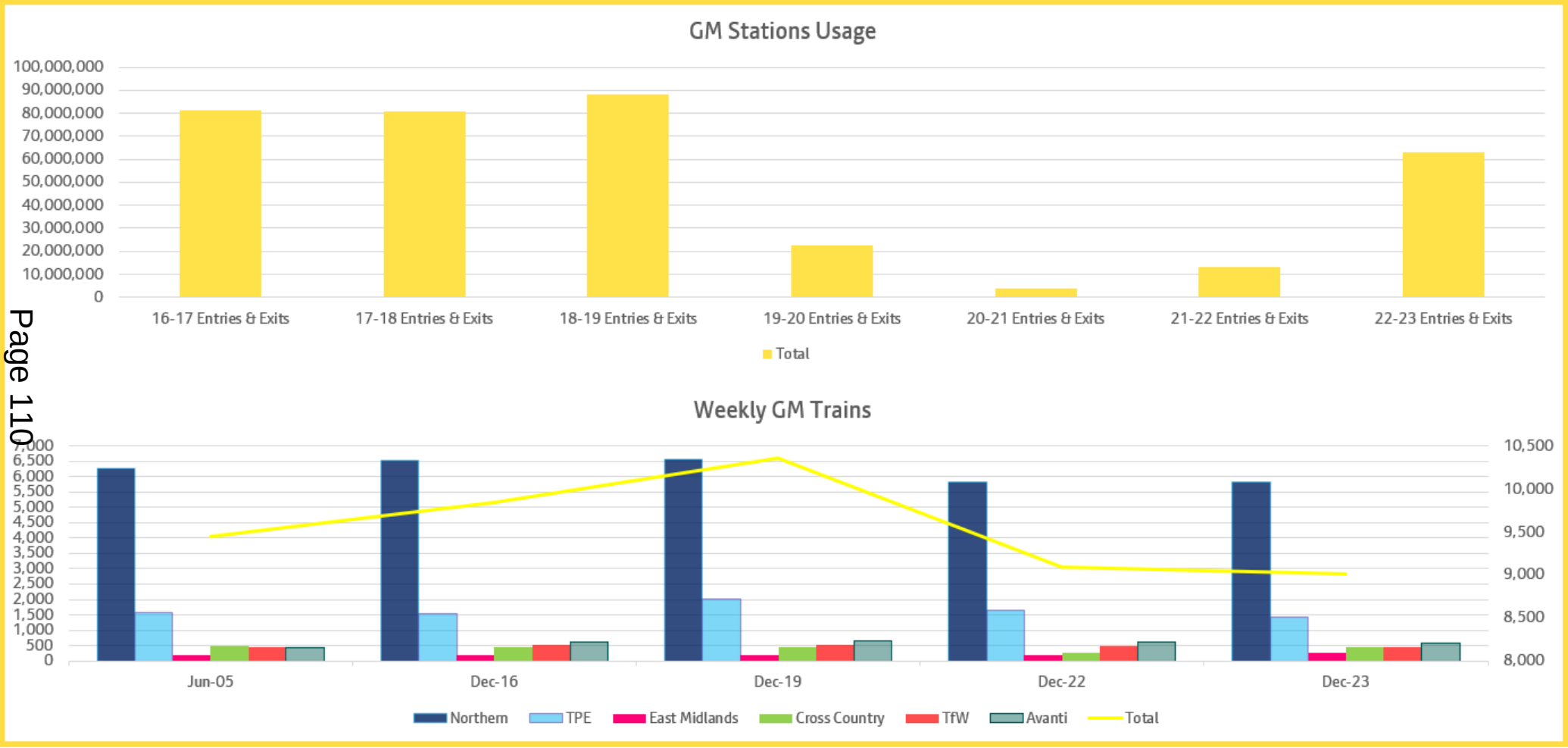


BEE NETWORK

Cancellations & Significantly Late

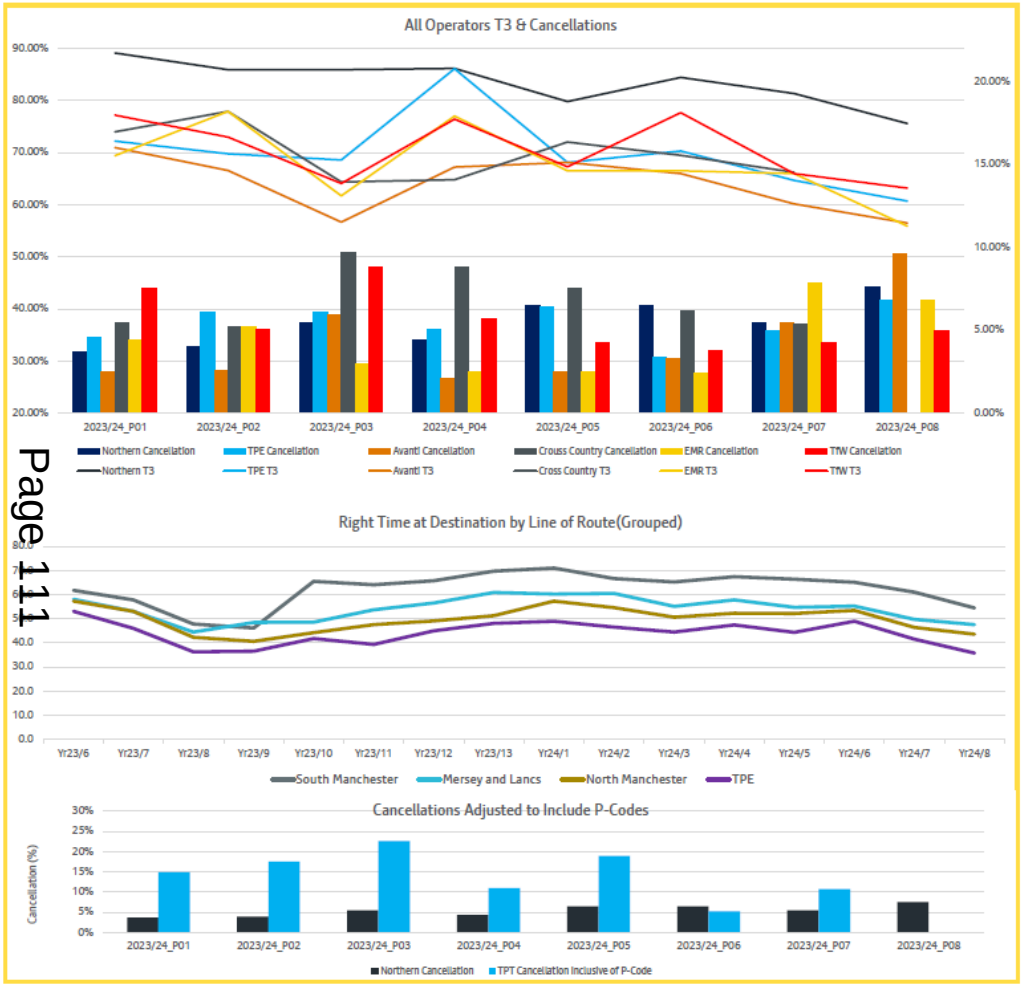


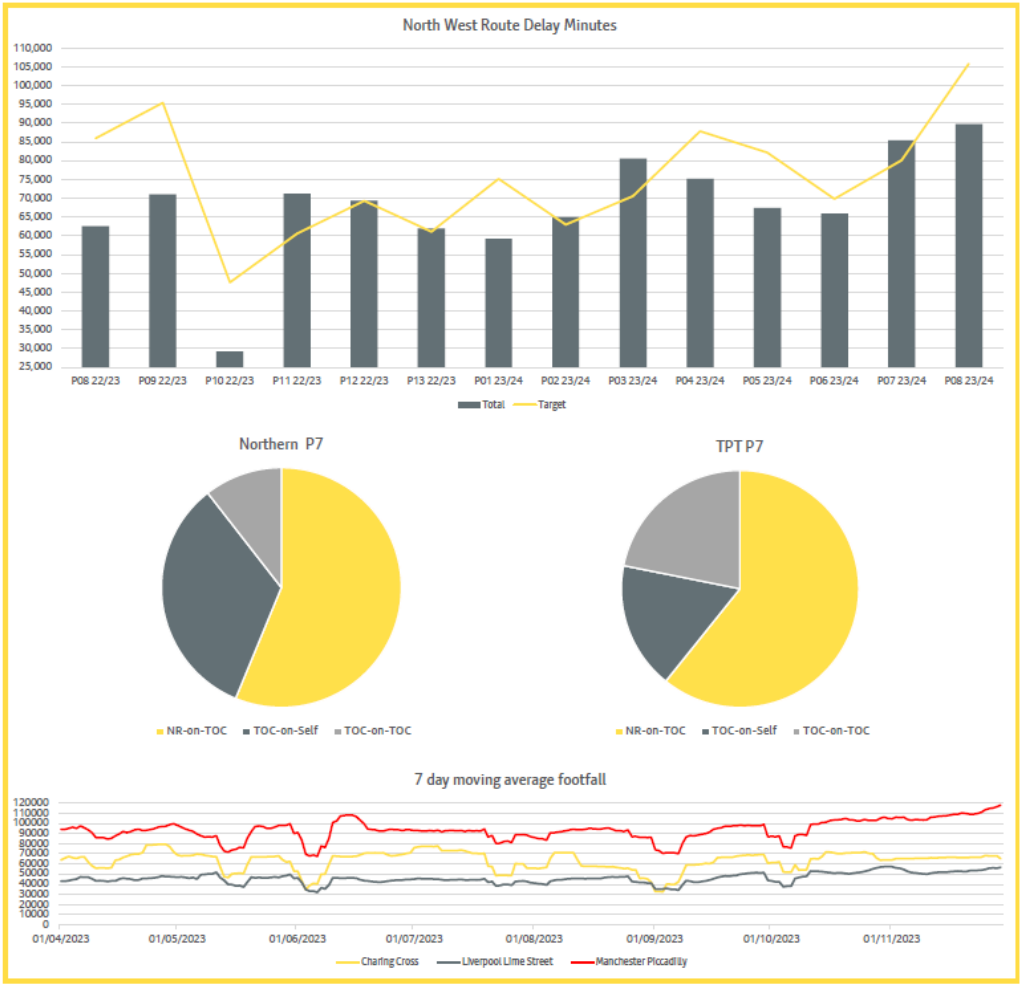
Demand Vs Capacity



Appendix B - Rail Performance Dashboard

(Period 1 to Period 8 – 1st April to 12th Nov 2023 respectively)





Appendix C – Terminology Appendix

Action short of a strike (ASoS) – as part of industrial dispute, where labour is not entirely withdrawn for a period, but unions may instruct other action, such as an overtime or rest-day working ban

Blockade – the closure of a route or part route (typically more than a weekend)

CaSL (cancellation and significant lateness) – any part or fully cancelled train or train operating over 30 mins late

Delay minutes - delay minutes represent the total number of minutes delay to passenger and freight trains, where the cause of delay is attributed to Network Rail.

Delivery unit – the geographic area covered by Network Rail's maintenance teams.

External delay – the amount of delay minutes attributed to Network Rail not involving its track or non-track assets. This includes trespass, fatality, threatened suicide, cable theft or other vandalism and weather impacts.

ESRs (emergency speed restrictions) – these can also be BSRs (blanket) and are used as cautionary measure to slow trains down but keep lines open (often used during severe weather)

Reactionary delay – delays caused to train and freight operators following incidents that they were not directly involved in

P-coded (or pre-cancelled) – any train cancelled in advance and removed from the train plan.

RDW (rest day working) – any work in addition to contracted hours/days. RDW agreements will usually involve a premium rate or minimum number of hours pay for day-off work.

PPM – the previous industry metric for operators to achieve all station calls and arrival at final destination within 5 minutes (local operator) or 10 minutes (long distance) of schedule. This is used in this report for historic comparison.

TOC-on-self – the amount of delay caused through the specific TOC own fault.

Other-TOC (or TOC-on-TOC) – the amount of delay caused to an operator caused by another TOC.

T-3, T-15 – industry metrics to measure the total number of station calls made by operators at their stations within either 3 or 5 minutes of schedule.

Period – a railway industry reporting period of 28 days

Moving Annual Average (MAA) – an average of data calculated over 13 periods.

Right Time at Destination – trains arriving at their final destination having called at all stops, within one minute of scheduled.

Action short of a strike (ASoS) – as part of industrial dispute, where labour is not entirely withdrawn for a period, but unions may instruct other action, such as an overtime or rest-day working ban

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Appendix D – List of Consultation Responses

Consultation	Description of Consultation	TfGM response
Proposals to modify timetable publication in Network Rail's license	In summary, the ORR are proposing to remove the explicit reference to the 12-week advance period in which Network Rail must advice TOC's on the running trains, following a timetable change and replace it with the requirement for Network Rail to follow the timescales in the Network Code. They are asking whether this change achieves the following objectives: • Future proof the timetable information deadlines for industry by explicitly linking the license and Network Code. • Improve the clarity of the Relevant Timetable Change definition. • At a future point, enable ORR to consider the industry-agreed proposal to amend the Network Code so timetables are finalised 8 weeks prior to trains running (T-8)	At TfGM there was a collective concern that the proposed timetable time horizon changes would affect the ability of operators to reliably offer competitive book ahead tickets. Therefore, TfGM suggested this ORR proposal should be reviewed in order to protect the competitiveness of rail against alternative modes and retain passenger confidence.
Minimum service levels for passenger rail during strike action	DfT are publicly consulting on the most appropriate approach for delivering minimum service levels for passenger rail services.	TfGM decided not to respond to this consultation as we felt it inappropriate to engage on matters of industrial relations.
Ticket Offices	TfGM also led on the response to the proposals by the Rail Delivery Group to reduce the number and staffed hours of station ticket offices across the conurbation and nationally. This included the drawing together and analysis of a range of data in order to oppose these changes, as well as sourcing and integrating advice from legal and legislative experts.	TfGM were extremely disappointed in this proposal, both in terms of the manner in which the consultation process had been undertaken, and the detail of what was being suggested. The proposals lacked coherence, consistency, and a suitable evidence base, with no accountability provided at any level of the industry. We therefore proposed that that the proposals are not taken forward, which was the conclusion of the Transport Focus recommendation to Government which they accepted. All TOC proposals were withdrawn.

Appendix E – Status of Train Operating Companies

Train Operating Company	Owning Group	Contractual Status	Contract End Date
Northern Trains	DfT OLR Holdings Ltd	DfT Operator of Last Resort (OLR)	March 2025 (optional extension up to March 2027)
TransPennine Trains	DfT OLR Holdings Ltd	DfT Operator of Last Resort (OLR)	*No end date published*
Avanti West Coast	FirstGroup (70%) / Trenitalia (30%)	National Rail Contract	October 2026 (optional extension up to October 2032)
Cross Country	Arriva UK Trains (owned by Deutsche Bahn)	National Rail Contract	October 2027 (optional extension up to October 2031)
Transport for Wales Rail	Transport for Wales (Welsh Government)	Directly operated subsidiary of Welsh Government	No specified end date
East Midlands Railway	Transport UK Group	National Rail Contract	October 2026 (optional extension up to October 2030)

Appendix F – Community Building Schemes

- **Heaton Chapel – Flourish Together**: They offer one-to-one consultancy around enterprise, leadership, governance, income generation strategies and social value measurement. They invest their surplus resources in supporting women as a force for social change and wider social enterprise activity.
- **Trafford Park – The Wellbeing Rooms**: The mission of The Wellbeing Rooms is to find ways to provide high quality, low cost, holistic healthcare for everyone in our community. They believe that everyone should be able to access therapies that work for them. They work in a shared space so that they can offer therapies at a low price. This means more people can have access to holistic treatments.
- **Altrincham** - Currently doesn't have a sitting tenant as the proposed tenant pulled out due to delays to the repairs to the building and funding deadlines. TfGM are currently working alongside partners to identify a prospective new tenant.

Bee Network Committee

Date: Thursday 25 January 2024

Subject: Transport Capital Programme

Report of: Chris Barnes, Infrastructure Pipeline Programme Director, TfGM

Purpose of Report

This report asks members to note the current position of the Greater Manchester Transport Capital Programme and consider a number of recommendations in order to support the continued development and delivery of the programme.

Recommendations:

The Committee is requested to:

1. Note the current position in relation to CRSTS1 and CRSTS2;
2. Note the intended submission of the Outline Business Case for the new Golborne Station project to the Department for Transport (DfT) in January 2024;
3. Approve the drawdown of £0.72m of CRSTS funding to enable progression of the 'Improving Journeys – Orbital Bus Routes: Pedestrian Crossing Upgrades' scheme – to upgrade existing pedestrian crossings across the Improving Journeys: Orbital Bus Route corridors; and
4. Approve the addition to, and the subsequent drawdown from, the 2023/24 Capital Programme of £4.438m for local highways maintenance activities, noting the split between Local Authorities based on the previously agreed (GMCA 26 May 2023) core maintenance allocations.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

The GMCA is requested to approve the funding draw down requests.

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	Schemes are being developed to promote greater use of public transport and sustainable travel modes, and to incorporate other carbon reduction measures where possible (for example, Bury Interchange).

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

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	#####	

No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

The recommendations of this report will directly support Bee Network scheme delivery and enable prioritised infrastructure expenditure. This will directly assist in mitigating the programme risk of not fully expending the available budget. A programme risk register is maintained and updated regularly by TfGM.

Legal Considerations

Legal Delivery Agreements and legal side-letters will be produced and implemented for full scheme and development costs approvals as appropriate.

Financial Consequences – Revenue

No specific financial (revenue) consequences.

Financial Consequences – Capital

Referenced throughout the report.

Number of attachments to the report: 0

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. Background

CRSTS

1.1. The transport infrastructure pipeline is a key enabler to achieving the Bee Network – Greater Manchester's vision for an integrated 'London-style' transport system.

1.2. Following the announcement of the Government's Network North plan on 4 October 2023, engagement with DfT officials regarding the indicative c£2.5bn allocation for Greater Manchester for the period April 2027 to March 2032 that formed part of this announcement is ongoing. When added to GM's £1.07bn settlement for CRSTS1, which covers the five-year period up to March 2027, this indicative allocation contributes to an overall pipeline to the end of the financial year 2031/32 of c£3.5bn.

1.3. Greater Manchester's formal CRSTS1 re-baselining response has now been submitted to Government, following submission of a draft, as previously reported. The response aligns with the principles and associated Scheme List included in the May 2023 GMCA Transport Capital Programme report. A decision from Government is expected in early 2024.

1.4. The development of GM's proposals for CRSTS2 will be informed by the Local Transport Plan (LTP) process, which was reported to the October meeting of BNC. Regular updates on progress will be brought to this Committee on an ongoing basis.

1.5. Work to develop and deliver the schemes within the Transport Capital Programme continues. To date, 48 out of 60 CRSTS Strategic Outline Business Cases (SOBCs) have been approved and c£302m of the £1.07bn CRSTS1 funding has been released prior to this report. A further five SOBC submissions are expected in January/ February.

1.6. The Outline Business Case (OBC) relating to the Access for All improvements at Swinton, Hindley, Reddish North and Bryn rail stations, was approved in December 2023. A funding drawdown request for this is expected to be submitted to the Committee in February/ March.

2. Golborne Station Outline Business Case

2.1. Development activity for Greater Manchester's proposed new rail station at Golborne has continued at pace. The proposals for the station and associated wider town centre/ station connectivity enhancements are currently the subject of a 6-week public consultation process, which was launched on 4 January 2024 and will

inform the continuing development of the scheme and its associated operational arrangements. This project is a retained scheme within the CRSTS programme, meaning that the ultimate approval of the business case at the various stages of the project lifecycle resides with Government, who have a particular interest in the rail network integration aspects of the scheme.

2.2. Following the previous approval of the Strategic Outline Business Case (SOBC) for this project and conclusion of the necessary internal governance in relation to the Outline Business Case submission, it is now intended that the relevant documentation required to secure Government approval of the Outline Business Case for the scheme will be submitted to the Department for Transport (DfT) for review by the end of January 2024.

3. CRSTS Funding Draw Down Requests

Improving Journeys – Orbital Bus Routes: Pedestrian Crossing Upgrades

3.1. 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 bus travel 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. The programme will also complement short term planned operational changes across the network to improve performance. For example: timetable changes and traffic signal improvements.

3.2. The CRSTS Scheme List previously approved by GMCA included an allocation of £75m to deliver the Improving Journeys – Orbital Bus Routes programme. This includes improvements to five orbital corridors. Rochdale – Oldham – Ashton; Bury – Rochdale; Ashton – Stockport; Wigan – Bolton; and Wigan – Leigh. Working in partnership with the relevant GM Local authorities. All of the above schemes are progressing through the outline design stage of development, including public engagement where appropriate, with a view to bringing forward more detailed proposals on each corridor from the summer onwards.

3.3. In advance of the main scheme proposals being brought forward on each of the corridors, and in recognition of the need to bring forward early interventions as soon as possible, an initial package of measures to support journeys by active modes and improve access to bus stops has been developed. It is therefore proposed to upgrade existing pedestrian crossings on three orbital bus routes as listed in the table below.

Orbital Route	Local Authority	No. Of Crossings to be Upgraded
Rochdale – Oldham – Ashton	Oldham	4
Wigan – Bolton	Bolton	3
Wigan – Leigh	Wigan	3

3.4. In line with the local assurance framework, following a review of a Full Business Case (FBC) undertaken by an independent TfGM officer review panel, the scheme has been deemed to have demonstrated the appropriate strategic case, value for money and deliverability. As such, the Committee is requested to approve the drawdown of £0.72m CRSTS funding to deliver upgrades to existing pedestrian crossings on the Improving Journeys – Orbital Bus Routes.

4. Local highways maintenance: additional funding from 2023 to 2034

4.1. In addition to the announcements in relation to CRSTS2 referenced in paragraph 1.2, the recent Government announcement in respect of Network North also included £3.3bn of additional capital funding for local highways maintenance activities in the North.

4.2. Funding allocations for 23/24 and 24/25 were published on GOV.UK on 17 November. GM has been allocated £4.438m in each of 23/24 and 24/25, with a minimum overall additional uplift from 2023/24 to 2033/34 of £296.466m.

4.3. It is recommended that the BNC approves the addition to the 2023/24 Capital Programme of £4.438m for local highways maintenance activities, noting the split between Local Authorities based on the previously agreed (GMCA 26 May 2023) core maintenance allocations, as per the table below.

Authority	*Core Highways Maintenance (for reference only) 2023/24 £'000*	**Additional Highways Maintenance 2023/24 £'000**
Bolton	*3,822*	485
Bury	*2,549*	323
Manchester	*4,757*	602
Oldham	*3,067*	389
Rochdale	*3,058*	388
Salford	*3,143*	399
Stockport	*3,978*	505
Tameside	*2,905*	368
Trafford	*2,912*	369
Wigan	*4,807*	610
Total	*35,000*	**4,438**

4.4. The intention is to make the above allocated payments to the Local Authorities subject to BNC approval.

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