



Bee Network Committee

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

Purpose of Report

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

Recommendations:

The Committee is requested to:

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

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

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

Contact Officers

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

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

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

Insert text

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health	G	
Resilience and Adaptation	G	
Housing		
Economy	G	
Mobility and Connectivity	G	
Carbon, Nature and Environment	G	
Consumption and Production		

Contribution to achieving the GM Carbon Neutral 2038 target

Further Assessment(s): Equalities Impact Assessment and Carbon Assessment

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

Overall Score

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

Transport

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

Land Use

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

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

Legal Considerations

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

Financial Consequences – Revenue

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

Financial Consequences – Capital

Referenced throughout the report.

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

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

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

Tracking/ Process

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

Yes

Exemption from call in

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

No

1. Introduction

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

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

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



Stockport Interchange and 2-acre Viaduct Park



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

2. CRSTS Annual Report and Updated Delivery Plan

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

3. CRSTS Funding Drawdown Requests

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

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

Rochdale: Middleton Streets for All Phase 1

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

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

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



Rochdale: Middleton Streets for All scheme visualisation

Integrated Ticketing and Travel Information

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

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

Bus Franchising IS and Ticketing System Assets

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

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

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

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

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

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



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

4. Access for All Programme Funding

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

5. Bee Active Network

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

Trafford Seymour Grove Phase 1

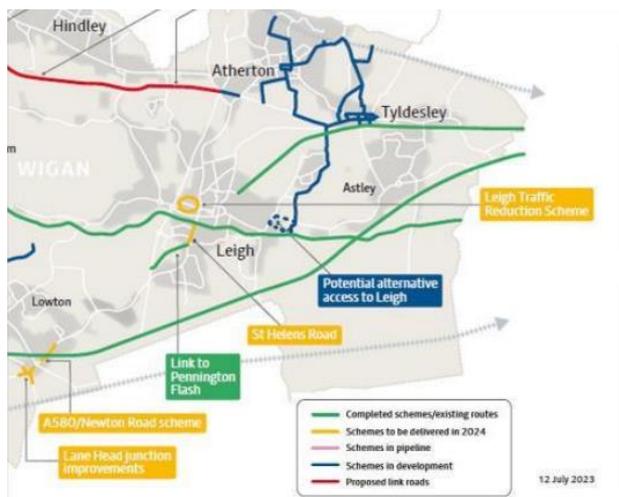
- 5.2. The scheme has a MCF programme funding ask of £4.99m and represents the first phase of a wider scheme, currently being developed by Trafford as part of their Active Travel pipeline, whilst forming part of Trafford's A56 North Active Travel Corridor which runs between Stretford and Manchester City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



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

Wigan Leigh St Helens Road

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



Wigan Leigh St Helens Road

Wigan Standish Western Route

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



Typical layout of A49



Existing off-highway route

Wigan Standish Western Route

Wigan Whelley Loop Line

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



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