

Greater Manchester Combined Authority

Date: Friday 31st January 2025

Subject: Transport Infrastructure Pipeline

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and Caroline Simpson, Group Chief Executive, GMCA

Purpose of Report

This report provides an update on progress delivering a pipeline of transport infrastructure improvements to support the Bee Network: a high-quality, affordable and fully integrated public transport and active travel system which can support sustainable economic growth.

The report includes an update on the ongoing work that is taking place between TfGM, GMCA and GM Local Authorities in relation to the potential reprioritisation of CRSTS1 funding, with a particular focus on strengthening the alignment between transport infrastructure and growth in the context of the GM Growth Plan and the opportunities afforded by the inclusion of CRSTS1 in the GM Integrated Settlement.

The report also makes a number of recommendations to support the continued development and delivery of the transport infrastructure pipeline.

Recommendations:

GMCA are requested to:

1. Note the current position, recent progress and key milestones on the transport infrastructure pipeline.
2. Note the emerging proposals for the reprioritisation of CRSTS1 funding as detailed within section 2.
3. Approve the allocation of CRSTS1 funding to enable a number of time-critical priorities to be advanced, subject to DfT approval, as follows:
 - Bee Network Rail Integration and Accessibility: up to £34m;
 - Acquisition of the existing GM Bus Shelter estate and related activity to develop a renewal programme for the estate: up to £15m;
 - Rochdale: Castleton Phase 2 Active Travel scheme: up to £12.66m; and

- Capital & revenue switch applied to the revenue budget for Bus Franchising IS and Ticketing System Assets: up to £15.0m.
4. Approve the allocation of CRSTS2 funding (estimated at £80m and awaiting approval from DfT) to fund the Bee Network Rail Integration Programme.

Contact Officers

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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		
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	N/A	
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 enable the continued development and delivery of the transport infrastructure pipeline and prioritised infrastructure expenditure and will mitigate the risk of not fully expending the funding awarded by Government. A programme risk register is maintained and updated regularly by TfGM.

Legal Considerations

There is a significant contract workstream supporting the delivery of the transport infrastructure pipeline which is being supported and delivered by both internal and external legal teams. The 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

As detailed in the report, there is a recommendation for a capital to revenue switch of up to £15m to fund Bus Franchising IS and Ticketing System Assets.

Financial Consequences – Capital

Referenced throughout the report.

Number of attachments to the report: None

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)
- 25 July 2024 – BNC CRSTS Annual Report 2023-24 and updated Delivery Plan
- 30 January 2025 – BNC GM Rail
- 31 January 2024 – GMCA GM Rail

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; as well as driving growth for the people and businesses of Greater Manchester.
- 1.2. The Bee Network is fundamental in delivering sustainable economic growth, increased productivity and the city region’s objectives, set out in the Greater Manchester Strategy, by connecting people with education, jobs and opportunity, unlocking development, enabling housing growth, acting as a catalyst for regeneration, reducing carbon emissions and supporting social inclusion and active and healthy lifestyles.
- 1.3. Greater Manchester has led the way in reforming and improving its transport network. As pioneers of bus franchising, following the successful launch of Tranche 3 earlier this month we now have full local control of our most-used form of public transport, in addition to the largest light rail network in the country, Metrolink. We are now in the consolidation phase, with some elements of the Bee Network already starting to change the way in which people travel across the city-region and with further reform to come on rail as set out below.
- 1.4. Key to the delivery of the Bee Network and GM’s ambitious strategic mode shift target is a programme of investment in transport infrastructure. The transport infrastructure pipeline is delivering a wide range of infrastructure schemes to improve the performance, resilience and customer experience of using the Bee Network, including new stations, stops and interchanges; bus priority measures; highways maintenance; a world-class walking, wheeling and cycling network; expanded cycle hire and cycle loan services; 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, which will form part of the Integrated Settlement. The previously announced indicative CRSTS2 allocation for GM is c£2.5bn, which, in addition to CRSTS1 funding of c£1.3bn, would result in an infrastructure investment pipeline of c£3.8bn in the period to 2031/32.

- 1.6. The Budget announced by HM Government on 30 October advised of overall additional CRSTS1 funding of £200m to be allocated between the Mayoral Combined Authorities who are eligible for CRSTS funding. Details of Greater Manchester's allocation of this additional CRSTS1 funding will be reported to the Combined Authority and the Bee Network Committee, once confirmed by Government.
- 1.7. Further additional funding for Highways Maintenance was announced by Government in December 2024, with an allocation for 2025/25 of £14.806m for Greater Manchester. It is proposed that this additional funding will be allocated across the ten Local Authorities in line with the formula previously agreed for Core Maintenance. This will be considered as part of the 2025/26 Budget reports to the Combined Authority in February.
- 1.8. In addition, DfT confirmed in December 2024 that Greater Manchester's CRSTS1 allocation will be consolidated into the City Region's Integrated Settlement from the start of the 2025/26 financial year, thereby providing further opportunity to strengthen the alignment of the transport infrastructure pipeline and local priorities, in particular the delivery of the GM Growth Plan and associated whole place outcomes.
- 1.9. To date, c£568m of the £1.27bn CRSTS1 capital allocation and match funding has been drawn down and works are being delivered across Greater Manchester.

2. Reprioritisation of CRSTS1 Funding

- 2.1. Subsequent to the commencement of the CRSTS1 investment period, officers have, as previously reported, undertaken regular reviews of the current delivery status of the programme generally and its associated alignment with emerging local and national strategic priorities.
- 2.2. The most recent review, undertaken at the end of 2024, has confirmed that a significant number of programmes are on course to successfully deliver their entire budget allocations, including Active Travel, Integrated Ticketing, Customer Information, Highways Maintenance/Minor Works and Road Safety.
- 2.3. There are however a number of programmes with a range of development and delivery complexities. Whilst remediations and actions are underway to expedite delivery, and noting that nothing in the current CRSTS1 Delivery Plan will be

stopped or paused, the potential impact of these challenges offers an opportunity to rephase up to £210m of GM's CRSTS1 allocation in the period to March 2027.

2.4. This opportunity enables a focus on delivering the City Region's policy priorities and outcomes, including to accelerate the delivery of the Bee Network to support these outcomes; bring forward improvements to make the transport network more attractive for customers; maximise revenue / minimise operating costs; whilst also ensuring the full expenditure of GM's CRSTS1 allocation.

2.5. An emerging plan to exploit this opportunity has been developed and includes proposed and potential interventions in relation to the following:

- **Accelerating the Delivery of the Bee Network**, including interventions to bring rail into the network and improve, among other things, the accessibility of stations to increase patronage and net revenues, school streets and crossings and Active Travel.
- **Potential to Redirect Headroom to Unlock Housing and Support the Wider GM Growth Agenda**. A review is currently being undertaken with senior GMCA officers and Local Authority Chief Executives and Directors of Place to determine the extent to which potential schemes which support the delivery of the GM Growth Plan and associated "whole place" outcomes can be commenced / delivered within the CRSTS1 period.
- **Further Improving and Integrating the Customer Experience**, including interventions in relation to the Bus and Metrolink shelter estates and a range of other customer measures central to attracting more people to public transport, increasing net revenue for investment in better services.
- **Highways/Travelling Safer**, including interventions in relation to Vision Zero, Streets for All and Highways Renewals and Maintenance.
- **Decarbonisation**, including interventions in relation to the Zero Emission Bus fleet and supporting infrastructure.
- **Potential "Spend to Save" and Capital/Revenue 'switches'** in order to support scheme development and network operations, reduce future operating costs and maximise future revenues.

2.6. Four priority opportunities have been identified which align with the requirements of the review; require immediate funding (subject to DfT approval); and support the delivery of the next stages of evolution of the Bee Network and its long-term financial sustainability through driving additional ridership: Rail Integration and

Accessibility, the GM bus shelter estate, an element of Active Travel Infrastructure and a Capital & Revenue switch applied to the revenue budget for Bus Franchising IS and Ticketing System Assets. These are set out in further detail in section 3, below.

- 2.7. Further areas for funding that fall within the emerging plan will continue to be assessed, including Local Authority proposals to support the wider GM Growth agenda, and it is intended to bring a further report to the Combined Authority in March 2025 that will consider those further potential opportunities.

3. Proposals

Integrating Rail into the Bee Network

- 3.1. Aligned to the Trailblazer Deeper Devolution agreement, TfGM, in collaboration with industry partners DfT, Network Rail, Great British Railways and GM's Train Operating Companies, has developed a delivery strategy and plan to meet the ambition to integrate rail into the Bee Network. In short, we believe that, alongside new statutory accountabilities for the Mayor and Combined Authority for rail service specification, station standards and fare setting under the Government's national rail reforms, these interventions will materially improve the performance and reputation of local rail in this region. This strategy and plan is covered in more detail in the separate 'GM Rail' report on the agenda for this meeting.
- 3.2. The core focus of integrating rail into the Bee Network is to put customers back at the heart of heavy rail, spanning an initial 8 rail corridors (comprising 64 stations) by 2028 and underpinned by a range of capital interventions in addition to the rail industry's investment proposals for the period to 2028. As a result, and in order to deliver those interventions, capital funding will need to be provided locally.
- 3.3. Stations will be enhanced to provide a modern, fit for purpose and consistent environment, encompassing Bee Network brand and station standards, upgraded facilities and security, to encourage more journeys by rail and attract new customers.
- 3.4. Deliverables include:
 - Station accessibility asset improvements along with improved wayfinding and station standards across all customer touchpoints;

- New cycling facilities, secure CCTV, help points, automatic doors, hearing loops, handrails, braille station maps, tactile surfaces, car park pick up/drop off points;
- Station toilet and waiting facility refurbishments delivered to new Bee Network standards;
- New / improved customer information services and public announcement systems at stations with tailored multi-modal Bee Network information integrated with bus & tram;
- A fully Integrated digital App for the Bee Network that provides a seamless multi modal customer experience.

3.5. In relation to station accessibility, TfGM has an established Access for All (AfA) Programme which is supporting the ambition to make all stations in Greater Manchester step free by 2030. GM has prioritised these stations for funding based on the agreed station accessibility list, presented at a previous committee in 2018, which placed stations needing accessibility into a priority order based on several assessment criteria such as access to nearest accessible mode of transport, footfall and deprivation.

3.6. To date, funding has been secured from a number of sources to make seven GM priority stations step free, with all schemes at various stages of development / delivery. However, there are still 28 'stepped' stations which remain outside of the AfA Programme. There is the opportunity to progress step free access at a minimum of five further stations (Levenshulme, Davenport, Hall i'th Wood, Moorside and Woodley) during the CRSTS1 funding period through the delivery of improvements at Levenshulme (GM's next priority station) and option selection at the remaining stations up to detailed design in order to ensure that, when delivery funding is established, these additional stations are ready to deliver at pace.

3.7. The above work would be undertaken alongside scheme development at Flowery Field, Newton for Hyde and Bredbury, which are to be delivered with DfT Access for All (2024-29) funding.

3.8. The combined costs of the above interventions is estimated to be in the order of £114m in the period to FY 2028/29. The estimated expenditure in the period to March 2027 is £34m.

3.9. The drawdown of specific funding requests associated with individual schemes which are proposed for delivery utilising this allocation, will be progressed and assured through established governance processes.

Bus Shelter Estate

- 3.10. JCDecaux (JCD) currently owns and manages 3,464 bus shelters within their current contract. In addition, TfGM has funded and installed 730 non-advertising shelters which are separately managed and maintained by TfGM.
- 3.11. One of the biggest barriers to attracting more people to use public transport is their perception of safety, information and comfort when waiting for their service. The vision for TfGM's future bus shelter estate is to transform, modernise and enhance the passenger waiting environment. Future shelters will include enhancements such as seating, lighting, Real Time Passenger Information (not everyone will want to use our app), digital advertising, solar and low energy lighting and screen technologies where appropriate. The intention is for shelter design to be consistent across Greater Manchester, so that customers can expect the same provision of facilities wherever they use our bus network.
- 3.12. Delivering on this vision will require TfGM to have greater direct control over GM's existing bus shelter assets. As such, TfGM has entered into time-limited negotiations with JCD to transfer the asset ownership of the Decaux-owned shelters following which TfGM will procure a new contract under which the whole bus shelter estate will be managed as a "turnkey" service, with the appointed partner providing new and improved shelter supply, cleaning, maintenance and advertising sales services. TfGM will share advertising revenue through the new partnership arrangements, ensuring that the model is fiscally and operationally sustainable. Once the new contract is operational, the additional capital investment for a shelter renewal programme is proposed to be funded from CRSTS2 and/or borrowings.
- 3.13. The cost of acquiring the existing bus shelter assets from JCD is £12m (subject to final contract). The acquisition costs have been subject to detailed due diligence by TfGM and GMCA officers and have been benchmarked against a range of valuation methodologies and similar transactions in other regions; and as a result, are considered to represent good value for money. The proposals have also been subject to consideration and subsequent approval by TfGM's Executive Board.
- 3.14. In addition, a further c£3m of funding is required to carry out the related activity to procure the proposed new Shelter contract and to develop a renewal programme for the estate over the period to 31 March 2027.

3.15. The Combined Authority is therefore requested to approve an allocation of £15m from CRSTS1 to support the above activities.

3.16. Detailed proposals for a shelter renewal programme are being developed and will be brought to the Combined Authority for consideration in due course.

Rochdale: Castleton Phase 2 Active Travel Infrastructure

3.17. Rochdale's Castleton Local Centre Corridor scheme was approved for programme entry into the Mayor's Challenge Fund (MCF) as a two-phase scheme, with the first phase receiving full delivery funding approval from the GMCA in May 2022.

3.18. Phase 1 has improved the quality of infrastructure for walking, wheeling and cycling through Castleton district centre, from Castleton railway station to the Royal Toby Hotel, and construction is now complete.

3.19. Phase 2 of the scheme will extend from the Royal Toby to the Esplanade in Rochdale Town Centre, creating a single, continuous route from Castleton railway station, through the district centre and into the town centre. The improved infrastructure includes the introduction of segregated cycle lanes, improved pedestrian facilities, significant safety upgrades to several junctions, and the introduction of an enhanced urban realm.

3.20. The Phase 2 scheme has a total delivery cost of £13.41m. £0.75m initial scheme developments costs were funded from Transforming Cities Fund; and the balance of £12.66m is proposed to be funded from an allocation from CRSTS1.

3.21. 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 and have been endorsed by TfGM's Active Travel Programme Board.

3.22. The Combined Authority is therefore requested to approve an allocation of £12.66m from CRSTS1 to enable Rochdale's Castleton Local Centre Corridor scheme to be delivered.

Bus Franchising IS and Ticketing System Assets

3.23. The Combined Authority is requested to approve an allocation of £15m to fund a number of IS and ticketing systems and equipment assets required for the implementation of bus franchising. This funding sits within an overall allocation of up to £39m for improving customer and ticketing systems and processes included in

the CRSTS Reprioritisation Strategy. These works were initially proposed to be funded from the Bus Franchising Transition capital budget, but an opportunity has been identified to fund this from CRSTS1, thereby enabling the Bus Franchising Transition budget to be used to directly support Bee Network services.