

Greater Manchester Combined Authority

Date: Friday 30 June 2023

Subject: Transport Capital Programme

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

Purpose of Report

This report asks members to consider a number of funding drawdown requests from the City Region Sustainable Transport Settlement (CRSTS) and the Mayor's Cycling and Walking Challenge Fund (MCF).

Recommendations:

The GMCA is requested to:

- Further to the governance arrangements approved by GMCA on 30 September 2022, note and approve the proposed assurance process for CRSTS Outline Business Case and Full Business Case stages in relation to the re-baselined Scheme List approved by the GMCA on 26 May 2023;
- 2. Approve the draw-down of CRSTS funding, as follows:
 - Integrated Ticketing and Information Measures: £7.38m to enable the ongoing development and delivery of the Integrated Ticketing and Customer Information programme, which includes Mobile, Online and PAYGO Contactless Ticketing; and the provision of passenger information displays at key network locations.
 - *Rochdale: Littleborough Streets for All Scheme*: £0.27m to develop the scheme to Final Business Case.
 - Bury: Ramsbottom Town Centre Development Streets for All Scheme: £0.35m to develop the scheme to Final Business Case.
 - Bury Town Centre Streets for All Scheme: £0.62m to develop the scheme to Final Business Case.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

- 3. Approve the draw-down of Mayor's Cycling and Walking Challenge Fund funding, as follows:
 - Manchester, Victoria Northern Eastern Gateway scheme: release of up to £8.86m of MCF delivery funding.
- 4. Approve the inclusion of GM's share of the national Additional Maintenance (Pothole) Funding (£6,210,400) within the Capital Programme for 2023/24 and agree to the allocation of funding to the 10 Local Authorities (on the same proportion as that used for the CRSTS Core Maintenance allocations to Local Authorities).

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Equalities Implications:

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 achievin GM Carbon Neutral 203 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): Positive impacts of whether long or st term.		Equalities Impact Assessment and Carbon AssessmentAMix of positive and negative impacts. Trade- offs to consider.Mostly negative, with at least one positive aspect. Trade-offs to consider.RR				

Climate Change Impact and Mitigation Measures:

Carbon Assessm	ent				· — — -		
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	N/A						
No associated carbon impacts expected.	te ar	gh standard in rms of practice Id awareness on rbon.		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 carbo impacts.

The Bee Network is a critical enabler of Greater Manchester's Net Zero ambitions; a truly integrated transport network across active travel and public transport that will provide excellent public transport and active travel choices for all, promoting sustainable travel behavioural change through integrated spatial, digital and transport planning; and supporting the electrification of vehicles and public transport fleets.

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

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 (rebaselined Scheme List)

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

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Background

- 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,
 which will change the way people travel across the city region and:
 - Provide a consistent and high-quality user experience across all travel in all parts of GM.
 - Promote a clear pathway to GM's Net Zero Carbon Vision by:
 - providing real public transport and active travel choices for all;
 - promoting sustainable travel behavioural change through integrated city region planning;
 - supporting the electrification of vehicles and public transport fleets.
 - Promote levelling up through the provision of sustainable transport connectivity to key growth locations and the provision of affordable public transport options for all of our communities.
- 1.2. Following the submission of Greater Manchester's CRSTS Prospectus in Autumn 2021 and subsequent Programme Case in early 2022, the Secretary of State wrote to the GM Mayor in April 2022 to confirm that Greater Manchester would receive an allocation of £1.07bn from the first City Region Sustainable Transport Settlement (CRSTS). When combined with Local Contributions totalling £170m, this resulted in an overall CRSTS budget of £1.24bn; thereby forming the majority component of Greater Manchester's current transport infrastructure pipeline, which also includes funding from a range of other sources such as the Transforming Cities Fund, Active Travel Fund and Integrated Transport Block (ITB) allocation.
- 1.3. Noting that a number of CRSTS-funded schemes are now progressing towards Outline Business Case and Full Business Case submissions, the report expands on the CRSTS assurance process approved by GMCA on 30 September 2022 which has been used to secure Strategic Outline Business Case (SOBC) approvals to date, and provides further detail on the proposed assurance process for OBC and FBC stages in relation to the re-baselined Scheme List approved by the GMCA on 26 May 2023 (Section 2, Appendix 1).

1.4. The report also sets out requests for the financial approvals required to enable individual scheme activity to continue to their respective next stages of development (Sections 3 and 4) and asks GMCA to formally accept GM's share of the national Additional Maintenance (Pothole) Funding into the Capital Programme for 2023/24 and agree to the drawdown of funding allocated to the 10 Local Authorities (on the same proportion as that used for the CRSTS Core Maintenance allocations to Local Authorities) (Section 5).

2. Post-SOBC CRSTS Assurance Requirements

- 2.1. As noted in the report approved by the GMCA on 30 September 2022, all CRSTSfunded schemes are required to go through a proportionate assurance process in line with the local Single Pot Assurance Framework. The assurance requirements to be applied to each scheme are determined by the scheme's risk and complexity, which is measured by an industry-standard project complexity tool known as a "CIFTER" assessment.
- 2.2. Circa 70% of CRSTS funded schemes assessed to date have been categorised as lower risk / complexity and are following a "Route 1" assurance process which is in line with the existing Growth Deal and MCF "Minor" schemes. The remaining schemes are subject to a Gateway led (Route 2) assurance process which reflects the higher risk/complex nature of those schemes and is in line with the existing Growth Deal and MCF "Major" schemes.
- 2.3. In addition, the Department for Transport (DfT) has identified a number of schemes as "retained schemes", which means the scheme requires funding beyond the current CRSTS settlement period and/or has strategic or operational links outside of GM (for example, with the national rail network). Retained schemes must go through DfT's required assurance processes in addition to the local assurance framework. Current 'retained' schemes include Bury Interchange; Tram-Train Pathfinder Infrastructure & Vehicles; and Golborne Station.
- 2.4. To date, circa 36 Strategic Outline Business Cases (SOBCs) and £255.9m CRSTS funding has been approved to enable continuing scheme development and delivery. A number of these schemes are now progressing to Outline Business Case (OBC) and Full Business Case (FBC) stages.

- 2.5. Following SOBC approval, the role of the GMCA going forward is to ensure that the business case principles on which these initial scheme approvals were predicated, including their value for money status, are maintained throughout the scheme development process. This report therefore provides further detail in relation to the assurance process for OBCs and FBCs, to expand on the previously approved assurance and governance arrangements. These assurance arrangements are necessary to help the GMCA discharge its functions as the Accountable Body for the Greater Manchester Local Enterprise Partnership (GM LEP), namely:
 - To have responsibility for ensuring value for money is achieved;
 - To identify prioritised lists of investments within prevailing available budgets;
 - To have ultimate responsibility for individual scheme and programme approvals, make decisions in relation to investment and release of funding, and provide scrutiny of business cases where appropriate;
 - To monitor progress of scheme delivery and spend; and
 - To actively manage the devolved budget and programme to respond to changed circumstances (such as schedule range, scheme alteration, realisation of risks).
- 2.6. It is proposed to follow the approvals framework put in place for the Growth Deal programme, as described below and set out in more detail in Appendix 1.
- 2.7. After SOBC stage, there are two gateways to approval, based upon the DfT's Transport Business Case process, which may be compressed into one as deemed appropriate, namely:
 - At Outline Business Case (OBC) stage, "Conditional Approval" is sought. This
 typically means that detailed design and surveys have been completed and the
 scheme is almost ready to deliver, subject to a final tender exercise being
 completed to identify a preferred contractor to carry out the works and any
 outstanding approvals (such as planning, land or highways permissions) being
 secured. Conditional Approval confirms the GMCA's intention to fund the
 scheme at the specified budget conditional on successful completion of a full
 business case process, which would include confirmation of these final activities
 being completed.

- Once the scheme has been tendered and a preferred contractor and final costs are known (i.e. immediately prior to start of construction), a Full Business Case (FBC) is submitted for final approval. Once the FBC is approved, a recommendation will be submitted to the GMCA to grant Full Funding Approval to the scheme promoter to fully deliver the scheme with appropriate contracts and agreed ongoing monitoring in place.
- 2.8. The CRSTS programme comprises a large number of individual schemes and programmes which can vary greatly in terms of their scope, complexity and value. A proportionate assurance approach is therefore considered appropriate. The proposed assurance requirements for each type of scheme are summarised in Appendix 2. These build on the principles set out in the initial assurance and governance proposals approved by GMCA in September 2022, and the Single Pot Assurance Framework agreed with Government.
- 2.9. Separate assurance processes have been developed to ensure the appropriate design quality is achieved and these will be progressed in parallel with the business case assurance processes outlined above.

3. Funding Draw Down Requests: City Region Sustainable Transport Settlement (CRSTS)

Background

- 3.1. On 1 April 2022, the Secretary of State wrote to the GM Mayor to say that GMCA had been awarded an allocation of £1.07 billion of CRSTS funding, conditional on agreeing a final scheme list that will be subject to the GM Local Growth Assurance Framework.
- 3.2. The GMCA approved the Scheme List on 24 June 2022, which was subsequently submitted in the form of a Delivery Plan for HM Government approval during early July 2022.
- 3.3. The Secretary of State for Transport wrote to the GM Mayor on 29 July 2022, confirming acceptance of GM's Delivery Plan.
- 3.4. Individual schemes are progressing through the assurance framework with £255.9m of funding now having been approved by GMCA across the CRSTS Pipeline in respect of the following programmes:

- Local Authority core and strategic highway maintenance.
- Local Authority minor works and road safety.
- Zero Emission Bus.
- Quality Bus Transit and Bus Pinchpoints.
- Local Authority Town Centre and Corridor (Streets for All).
- HS2/ NPR, Rapid Transit Integration and Future Rapid Transit.
- Stops and Interchanges, including Bury Interchange.
- 3.5. The requests set out in this report to approve the draw-down of CRSTS funding to facilitate the progression of development and delivery activities on the schemes below, are brought in-line with the governance arrangements approved at the 30 September 2022 meeting of the Combined Authority.

Integrated Ticketing and Information Measures

- 3.6. The CRSTS Scheme List approved by GMCA in July 2022 included funding towards the development and delivery of an Integrated Ticketing and Information Measures programme, a key component of the Bus Franchising proposals that underpin GM's Bee Network ambitions.
- 3.7. This programme will deliver a suite of integrated ticketing and customer information solutions, including contactless ticketing, customer contact improvements and the provision of more real-time information at interchanges and bus stops, making it easier for people to use public transport and plan their journeys. The proposals also support Greater Manchester's ambitions for Bus and the delivery of the Bee Network.
- 3.8. Transport for Greater Manchester (TfGM) has developed the programme to Strategic Outline Business Case (SOBC). The capital costs to be funded through CRSTS that are associated with development and delivery of the programme, are estimated at £27m. The programme will be managed and delivered by TfGM.

3.9. In line with the local assurance framework, following a review of the Strategic Outline Business Case (SOBC) undertaken by an independent officer review panel, the scheme demonstrates the appropriate strategic case, value for money and deliverability for the current stage of development. As such the GMCA is requested to approve the draw-down of £7.38m CRSTS funding to enable the ongoing development and delivery of the Integrated Ticketing and Customer Information programme, which includes Mobile, Online and PAYGO Contactless Ticketing; and the provision of passenger information displays at key network locations.

Rochdale: Littleborough Streets for All

- 3.10. The CRSTS Scheme List approved by GMCA in June 2022 included an allocation of £1.8m within the Streets for All programme for the Littleborough Streets for All scheme.
- 3.11. The scheme will deliver a series of pedestrian and public realm enhancements in the town centre which aim to improve access to Littleborough railway station, support the development of a thriving town centre through improving the pedestrian environment and enhance access to Rochdale Canal (an important leisure asset).
- 3.12. The proposals form part of the Littleborough town centre masterplan and Rochdale's rail corridor strategy which focuses the town's redevelopment around the railway station.
- 3.13. Rochdale Council has developed the scheme to Strategic Outline Business Case (SOBC) and has identified a total scheme cost of £1.8m, which is proposed to be funded using the £1.8m allocation from CRSTS funding.
- 3.14. The scheme will be managed by Rochdale Council, with delivery through their existing frameworks and will be planned to minimise the impact of construction works on the highway network.
- 3.15. In line with the local assurance framework, following a review of the Strategic Outline Business Case (SOBC) undertaken by an independent officer review panel, the scheme demonstrates the appropriate strategic case, value for money and deliverability for the current stage of development.
- 3.16. GMCA is requested to approve the drawdown of £0.27m of CRSTS funding to develop the scheme to Final Business Case, noting that a further update will be brought to GMCA in due course.

Bury: Ramsbottom Town Centre Streets for All Scheme

- 3.17. The CRSTS Scheme List approved by GMCA in June 2022 included an allocation of £2.3m within the Streets for All programme for the Ramsbottom Town Centre scheme.
- 3.18. The scheme will deliver a series of transport improvements to support the Ramsbottom Town Plan, Bury Council's emerging Transport Strategy, the GM2040 Transport Strategy and the wider policy goals of the Government's vision for cycling and walking set out in its 'Gear Change' document.
- 3.19. The scheme will also focus on improvements to walking and cycling facilities in the town centre, including enhancements to the current national Cycle Network Route 6 and improved access to the residential areas surrounding the town centre.
- 3.20. Bury Council has developed the scheme to Strategic Outline Business Case (SOBC) and has identified a total scheme cost of £2.3m, which is proposed to be funded using the £2.3m allocation from CRSTS funding.
- 3.21. The scheme will be delivered by Bury Council through existing supplier frameworks, with phased delivery to minimise the impact of construction works on the highway network.
- 3.22. In line with the local assurance framework, following a review of the Strategic Outline Business Case (SOBC) undertaken by an independent officer review panel, the scheme demonstrates the appropriate strategic case, value for money and deliverability for the current stage of development.
- 3.23. GMCA is requested to approve the drawdown of £0.35m of CRSTS funding to develop the scheme to Final Business Case, noting that a further update will be brought to GMCA in due course.

Bury Town Centre Streets for All Scheme

3.24. The CRSTS Scheme List approved by GMCA in June 2022 included an allocation of £4.1m for the Bury Town Centre scheme which will deliver transport improvements to support the regeneration of the town centre (over and above the proposals for Bury Interchange, which are being taken forward through a separate scheme).

- 3.25. The Bury Town Centre scheme will deliver transport improvements to support the regeneration of the town centre, including the new transport interchange and Levelling Up funded flexi-hall at Bury Market.
- 3.26. There is also a focus on improvements to walking and cycling connectivity into and through the town centre to encourage these modes and reduce the severance effect of the road network.
- 3.27. Bury Council has developed the scheme to Strategic Outline Business Case (SOBC) and has identified a total scheme cost of £4.1m, which is proposed to be funded using the £4.1m allocation from CRSTS funding.
- 3.28. The scheme will be delivered by Bury Council through existing frameworks, with phased delivery to minimise the impact of construction works on the highway network.
- 3.29. In line with the local assurance framework, following a review of the Strategic Outline Business Case (SOBC) undertaken by an independent officer review panel, the scheme demonstrates the appropriate strategic case, value for money and deliverability for the current stage of development.
- 3.30. GMCA is requested to approve the drawdown of £0.62m of CRSTS funding to develop the scheme to Final Business Case, noting that a further update will be brought to GMCA in due course.

4. Funding Draw Down Requests: Mayor's Cycling and Walking Challenge Fund (MCF)

- 4.1. Following programme entry, Local Authority partners can proceed with the development of their Active Travel schemes, including progressing the necessary powers and consents in order to obtain full approval of their scheme Business Cases and draw down the necessary delivery funding.
- 4.2. The recommendation to provide delivery funding approval for Manchester's Victoria Northern Eastern Gateway scheme (VNEG), was endorsed by the Active Travel Programme Board on 1 June 2023, following a Gateway Review of the Full Business Case (FBC) by TfGM's Audit and Assurance team. Full approval will enable the scheme to progress to completion by means of a legal delivery agreement.

- 4.3. Part of the Mayor's Challenge Fund programme, VNEG requires a funding contribution of £8.86m. As part of a pipeline approach to active travel delivery, the approval of VNEG will represent a financial commitment against the active travel component of GM's CRSTS funding programme.
- 4.4. The Manchester VNEG scheme will deliver a safe and coherent orbital route for cycling, walking and wheeling, and connect Union Bridge (spanning the River Irk) and the New Islington Area. Deliverables include multiple safe, signalised crossings and junctions, 2.1km of segregated Bee Network cycle routes and a new foot and cycle bridge. The scheme has been assessed to return a positive value for money.
- 4.5. GMCA is requested to approve the release of up to £8.86m from the Mayor's Challenge Fund to deliver the scheme.

5. Additional Maintenance (Pothole) Funding

- 5.1. As part of the Spring Budget in March 2023, HMG announced additional road maintenance (pothole) funding nationally of £200m, as reported to GMCA in May. Subsequently, GMCA has received its allocation of £6,210,400.
- 5.2. GMCA is requested to formally approve inclusion of GM's allocation of the national Additional Maintenance (Pothole) Funding within the Capital Programme for 2023/24 and agree to the allocation of funding to the 10 Local Authorities (on the same proportion as that used for the CRSTS Core Maintenance allocations to Local Authorities), as per the table below:

Authority	Pothole Funding 2023/24 (£)
Bolton	678,214
Bury	452,320
Manchester	844,130
Oldham	544,240
Rochdale	542,643
Salford	557,726
Stockport	705,897
Tameside	515,493
Trafford	516,735
Wigan	853,003
Total	6,210,400

Appendix 1

The approvals process for business cases submitted for Conditional and Full Approval will be as set out below. References to the GMCA shall be deemed to be delegated to the Bee Network Committee, as appropriate:

- For schemes being promoted by Local Authorities, sign-off of the business case by the relevant Chief Executive, S151 officer and local authority representative from the GM Delivery Group prior to submission to TfGM.
- 2. For all schemes, review of business case and associated information by a TfGM-led review panel, acting on behalf of GMCA.
- Following the conclusion of the review process, review / endorsement by the TfGM Infrastructure Pipeline Board following a recommendation from the relevant Programme Board.
- 4. Following approval by the relevant TfGM internal boards, publication of relevant business case information on TfGM's website for a period of approximately eight weeks for public comment. If separate Conditional Approval and Full Approval Business Cases are being submitted, then the publication of Full Approval Business Case information for public comment will only take place if substantive changes have taken place since the Conditional Approval stage.
- 5. Members of the GM Delivery Group (comprising representatives from the 10 GM local authorities) will be provided with copies of business cases for review and comment prior to publication, with the intention being that feedback is provided during the approximate eight week public consultation period.
- 6. Following TfGM review, the receipt of public and GM Delivery Group comment and the incorporation of any changes / amendments deemed necessary as a result of this feedback (assuming these changes are minor in their nature), the TfGM Chief Executive will report to the GM Chief Executives seeking their agreement to either (1) the approval of a Conditional Approval Business Case or (2) the making of a recommendation to GMCA to approve a Full Approval Business Case.
- In the event of any major changes being required as a result of feedback received, the updated business case will be required to go back through the approval process.

- 8. Following the approval of a Conditional Approval Business Case, the scheme promoter will prepare a "Shift Statement" to confirm that all agreed actions from the Conditional Approval Stage have been completed, including that scheme costs and benefits articulated in previous iterations of the business case remain valid following the receipt of final / tendered schemes prices and that any required planning / other consents have been obtained.
- 9. The Shift Statement will be subject to a further review by TfGM's review panel and Infrastructure Pipeline Board prior to submission of the Full Approval Business Case to the GM Delivery Group for comment. Once the GM Delivery Group's comments have been incorporated (assuming the changes are minor in their nature), a report will be submitted to the GM Chief Executives seeking their agreement to the making of a recommendation to GMCA to approve a Full Approval Business Case.
- 10. Where there is a requirement from Government for DfT scrutiny / approvals to be applied to selected schemes, this process will be carried out in parallel with the approval process set out above and prior to any submission for Final Approval being made to GMCA.
- 11. The GMCA have delegated the administration of the Business Case approval process to the TfGM Chief Executive, subject to the Final Business Case being reported to GMCA for approval.
- 12. District Scheme Promoters will arrange for self-assurance of the schemes which they are promoting (inclusive of costs, scope, timescales and benefits). In addition to the business case sign-offs, this self-assurance should, as a minimum, include sign-off of all information being provided to feed in to the regular Capital Programme Monitoring reports for GMCA by the Authority's S151 officer and representative on the GM Delivery Group.

Appendix 2

Scheme/ Programme	Assurance Route	Business Case Requirements	Rationale
Allocation of CRSTS funding to existing projects or programmes e.g. Active Travel, Metrolink Renewals, Stockport Interchange	N/A	scheme promoters should	These programmes already have their own assurance processes in place
Development only schemes, e.g. Development of new stations, Future Metrolink Stops, HS2, tram-train	N/A	funding supported by regular monitoring & reporting.	These are all at feasibility stage, as such there may not yet be a preferred scheme on which to base a SOBC
Core Highways Maintenance & Integrated Transport Block (ITB)	N/A	reporting requirement to monitor & report spend	This continues the previous process, whereby core maintenance/ ITB funding was passed straight through to highway authorities from DfT
Strategic Maintenance (KRN & Structures)	Route 1	reporting requirement to monitor & report spend / confirmation of final scheme costs	-
Standalone schemes (non-complex), e.g. town centre schemes, corridor schemes, station improvements	Route 1	SOBC plus OBC and/or FBC	
Programmes (non- complex, relatively low value) e.g. Access for All, Bus Stop Enhancements, Bus Pinch Points & Maintenance	Route 1	SOBC plus OBCs and/or FBCs to bring forward individual schemes or delivery packages within the programme	

Schemes (new, complex), e.g. electric vehicles	Route 2	SOBC, OBC and FBC required	
Retained schemes, e.g. Bury Interchange, Golborne Station, HS2, tram-train	DfT Assurance	requirements to comply with DfT	which are subject to