Date: 25 October 2019

Subject: GMCA Local Growth Deal (1, 2 and 3) - Six monthly Transport Progress Update

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport, Councillor Richard Leese, Deputy Mayor and Portfolio Lead for Business and Economy and Eamonn Boylan, Chief Executive Officer, GMCA & TfGM

PURPOSE OF REPORT

To provide the Combined Authority with an update on the latest position in relation to the Local Growth Deal Transport Programme (Tranches 1, 2 and 3) following on from the last update in March 2019.

RECOMMENDATIONS:

The GMCA is requested to:

1. Note the current position in relation to the Growth Deal Major Schemes programme;

2. Note the current position in relation to the Growth Deal Minor Works and Additional Priorities programmes;

3. Grant Full Approval for the MSIRR Great Ancoats Street Scheme and approve the associated funding release to Manchester City Council of the remaining £8.213 million of the total £8.8 million Local Growth Deal funding to enable the delivery of the scheme, as set out in Section 4 of this report;
4. Approve the funding of up to £1.15 million for the Rochdale Town centre connectivity minor works scheme as set out in paragraphs 6.12, 6.13, 6.14; and
5. Approve the funding of up to £1.65 million advance utility works for the A5063 Trafford Road Major Scheme under the arrangements as set out in paragraph 3.31.

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Equalities Implications:
The Growth Deal Transport programme is managed in line with current legislation and assessments are carried out by the promoters of each scheme.

Climate Change Impact Assessment and Mitigation Measures –
The Growth Deal Transport programme objectives are to introduce measures to enable economic growth within Greater Manchester. The programme contains measures to enable growth to be accommodated through improvements to the public transport network and to encourage increases in active travel.

Risk Management:
Risk management considerations are referred in paragraphs 5.1, 5.2, 5.3 and 5.4 of the report.

Legal Considerations:
Legal Considerations are referenced in paragraphs 5.1, 5.2, 5.3 and 5.4 of the report.

Financial Consequences – Revenue:
Financial Consequences – Revenue, are referenced in paragraphs 5.1, 5.2, 5.3 and 5.4 of the report.

Financial Consequences – Capital:
Financial Consequences – Capital, are referenced in paragraphs 5.1, 5.2, 5.3 and 5.4 of the report.

Number of attachments to the report: None
Comments/recommendations from Overview & Scrutiny Committee
N/A

BACKGROUND PAPERS:
None.

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1 INTRODUCTION

1.1 The Local Growth Deal announcements made by Government in July 2014, January 2015 and November 2016 confirmed capital funding for Greater Manchester in relation to a programme of Major Schemes, Minor Works and Additional Priorities. (Growth Deal 1, 2 and 3).

1.2 This report provides an update in respect of the current position on, and recent progress in relation to, the various elements of the Growth Deal transport programme, seeks Full Approval and Funding release for the MSIRR Great Ancoats Street scheme, approval for arrangements to be made to provide funding for advance works on the Salford A5063 Trafford Road Improvements Major Scheme and expenditure approval for the Rochdale Town Centre Connectivity Minor Works Scheme.

2 MAJOR SCHEMES OVERVIEW

2.1 As of September 2019, seven schemes have progressed through Full Approval and are now in delivery (either in their entirety or on a phased Full Approval basis); and a further six schemes have secured Conditional Approval and are now working towards the achievement of Full Approval. Two Growth Deal 3 Major schemes (Carrington Relief Road and Oldham Town Centre Regeneration) are still to progress through Conditional Approval. Since the last update in March 2019, the Conditional Approval Business Case for Carrington Relief Road has been submitted for review. The Full Approval Business Case for MSIRR Great Ancoats Street scheme was also submitted for review in August 2019, and is now recommended for Full Approval and Funding as set out in Section 4 of this report.

2.2 Scheme promoters are engaging with the GM Cycling and Walking Commissioner’s team to ensure that schemes deliver the best possible outcomes for walking and cycling, as well as meeting Growth Deal objectives. The A5063 Trafford Road (Salford) scheme is a good example of this with the scheme now including proposals for segregated cycling facilities, funded through the Mayor’s Challenge Fund.

2.3 Since the last six-monthly update, good progress has been made across a range of schemes. Advance utility diversion works have commenced on the MSIRR Great Ancoats Street scheme; Stockport Interchange Bridge and associated advance highway works are now complete; and works are progressing well on Ashton Interchange, Wigan A49 Link Road, Stockport Town Centre Access Plan (TCAP) and elements of the Salford Bolton Network Improvement Programme, which are being delivered through a phased approach. In addition, the main Phase of the MSIRR Regent Road/Water Street scheme is substantially complete, delivering additional highway capacity on the western section of the MSIRR. Further detail is included in the individual scheme updates.
3   INDIVIDUAL SCHEMES UPDATE

3.1 Work to develop all of the Major Schemes within the Growth Deal programme has been continuing in recent months. A brief summary of the current position in relation to each of these schemes is provided below.

South Heywood Area Wide Improvements

3.2 The scheme was granted Conditional Approval in 2016 in line with the agreed Growth Deal governance arrangements. Following a public consultation exercise, Rochdale Council Planning Committee confirmed that they were minded to grant planning permission for the scheme in March 2018, and the application was not subsequently ‘called in’ by the Secretary of State. Section 106 and other planning agreements are currently being finalised between Rochdale Council, the Developer and landowners prior to the issuing of a planning decision notice. Procurement for the scheme has now commenced and a package of advance utility diversion works will be carried out in advance of the main works which are planned to start next year.

Wigan Gateway A49 Link Road

3.3 Full Approval for the scheme was granted by GMCA in February 2018 in line with the agreed Growth Deal governance arrangements. The contract for the works was awarded in June 2018, construction started on site in September 2018 and is currently progressing well. It is anticipated that the scheme will be completed in spring 2020.

Salford Central Station Additional Platforms

3.4 The original scheme was granted Conditional Approval in June 2016 in line with the agreed Growth Deal governance arrangements. However, due to operational and timetable challenges, an optimal design solution could not initially be identified and, as a result, in September 2016 the GMCA approved a phased approach to delivery in order to maximise the benefits of the scheme.

3.5 TfGM and Salford City Council continue to work with the rail industry to develop the proposals for platform 3, 4 and 5. TfGM has undertaken a feasibility study to assess the potential to accommodate longer trains and, in conjunction with Salford City Council and Network Rail, has now identified the preferred infrastructure options to take forward to design. These options are now being progressed through the Network Rail Governance for Railway Investment Projects (GRIP) stage 3 (Option Selection).

3.6 A meeting was held with Senior Stakeholders in July which re-affirmed the collective commitment to deliver an enhanced scheme at the earliest opportunity. Network Rail has advised that the development of the Network Rail renewal scheme on platforms 1 and 2 is underway with an expected start on site in spring 2021.
MSIRR Improvements – Regent Road / Water Street

3.7 Full Approval for the scheme was granted by GMCA in June 2018, in line with the agreed Growth Deal governance arrangements. The works which involve improvements to six major junctions started on site on 29 August 2018. The scheme was developed jointly by Manchester City Council and Salford City Council, with Manchester City Council being responsible for delivery of the works. The main phase of these works is now substantially complete, providing additional capacity at key junctions on the MSIRR and Regent Road. Remaining works to improve Middlewood Street and the junction of Hampson Street/Trinity Way are currently on site and scheduled for completion in December 2019, which is later than originally planned due to delays incurred due to the original contractor going into Administration which has impacted on costs and programme.

MSIRR Improvements – Great Ancoats Street

3.8 The scheme was granted Conditional Approval in April 2018, in line with the agreed Growth Deal governance arrangements. The Full Approval Business Case has been submitted for review and is now recommended for Full Approval and Funding as set out in Section 4 of this report. Advance utility diversion and site preparation works commenced in June 2019, and subject to Full Approval and Funding, the main works are anticipated to start in early 2020.

Wigan Gateway M58 Link Road

3.9 The scheme was granted Conditional Approval in February 2018, in line with the agreed Growth Deal governance arrangements. Full planning permission was granted in May 2018 and detailed design is currently underway along with associated work related to obtaining the necessary powers and consents for the scheme. A Full Approval Business Case is scheduled to be submitted in Q1 2020 once the necessary powers and consents have been obtained. Complexities in agreeing an appropriate design solution for the Network Rail structure affected by the link road have impacted on costs and programme.

Wigan Bus Station

3.10 Works for the new bus station commenced on site in July 2017, with Practical Completion achieved September 2018. The bus station was brought into full operational use and opened to the public on 28 October 2018, two months ahead of schedule. Initial feedback from passengers has been positive and customer satisfaction surveys have recently been carried out, with analysis to be presented back to the project team in the coming weeks. This analysis will, in turn, be reported back to the GMCA in the next Local Growth Deal Programme update.

Stockport Town Centre Access Plan

3.11 The Stockport Town Centre Access Plan (TCAP) is one of a small number of large and / or complex Local Growth Deal schemes for which Ministers decided that DfT should retain approval oversight.
3.12 The scheme is being delivered in three phases and Full Approval is now in place for all phases of schemes.

3.13 All TCAP projects are being delivered under Stockport Council’s STaR (Stockport Trafford and Rochdale) Alliance Framework, with the exception of one scheme at Travis Brow. The value and nature of the Travis Brow scheme required it to be procured through alternative arrangements and this was awarded through the Highways England Collaborative Delivery Framework in autumn 2017. The Travis Brow scheme is now complete and open to traffic, cyclists and pedestrians.

3.14 Works for the TCAP programme as a whole commenced on site in April 2015 and to date, 37 works packages have been completed and construction is progressing well on a further 4 works packages. A final set of 8 works packages are currently at the final design development stage. All works packages will be completed by the end of March 2021.

Ashton Interchange

3.15 Following the undertaking of a comprehensive public consultation exercise in August and September 2015, Planning Consent was granted in February 2016. Full Business Case Approval for the scheme was granted by the GMCA in 2017, in line with the agreed Growth Deal governance arrangements. Works commenced on site in summer 2018, and are progressing well. Ongoing work is taking place with Tameside Council to ensure that the scheme is fully integrated with their longer term plans for Wellington Road and the wider town centre. The new facility is scheduled to open in spring 2020.

Stockport Interchange

3.16 Conditional Approval for the original Interchange scheme was granted in November 2015, in line with the agreed Growth Deal governance arrangements.

3.17 A comprehensive joint Stockport Council/TfGM public engagement exercise on the proposals for both the Interchange and Stockport TCAP Phase Two works was undertaken in November and December 2015.

3.18 As previously reported, and endorsed by the GMCA meeting in June 2018, work has been progressed to develop the design for the Interchange, together with the inclusion of residential development and public green space above the Interchange. A planning application was submitted in autumn 2018, encompassing the interchange and these complementary initiatives. This application was approved at the meeting of Stockport Council’s Planning Committee on 21 March 2019.

3.19 Procurement activity is currently underway to appoint a design and build Contractor for the main works and a Development Partner to fund and subsequently operate the residential element of the scheme; formal appointments are anticipated to be made by early 2020 to allow the continuation of design development to inform final scheme proposals.
In parallel work has progressed in developing the Conditional Approval business case for the scheme to reflect the updated scheme proposals; a recommendation to proceed with the scheme was obtained in line with agreed Growth Deal Governance, subject to addressing noted outstanding actions arising from the overall scheme complexities. The Full Approval Business Case is scheduled to be submitted in winter 2020.

As previously reported, in order to mitigate project risk a decision was taken to progress the Stockport Interchange Bridge and associated highway works through Stockport Council, as advanced works packages for the main Interchange scheme. The new bridge and highways works have now been completed and opened to buses and general traffic in July 2019.

**Salford Bolton Network Improvements**

Conditional Approval for the scheme was granted in February 2016, in line with the agreed Growth Deal governance arrangements. Subsequent to Conditional Approval the programme has been split into a number of Delivery Packages which have been/will be subject to separate Full Approval submissions.

Following Conditional Approval, the following interventions in Bolton have been completed: Delivery Package 1: Raikes Lane; Delivery Package 2 Loxham Street/Green Lane/Manchester Road; Delivery Package 3: Higher Market Street / Longcauseway; Delivery Package 4: Farnworth Bus Facility and Town Centre Improvements and Delivery Package 7: Bus Stop upgrades. All of these schemes have improved vehicle capacity and passenger journey times through the junctions and have also enhanced pedestrian and cycling facilities and bus passenger waiting facilities.

TfGM and Bolton Council are now looking to utilise savings achieved through the delivery of the Bolton SBNI schemes to date in order to bring the Council’s priority reserve scheme, Delivery Package 5: Manchester Road Gateway, back into scope. The scheme has now been formally accepted into the SBNI Programme through the appropriate governance mechanisms agreed as part of the establishment of the Growth Deal Programme and it is anticipated that a Full Approval submission will be made later this year.

Following Conditional Approval, Salford Delivery Package 1: Walkden and Pendleton has been completed. Work on Delivery Package 5: Bus Stop upgrades is substantially complete. Delivery Package 4: Pendleton received Full Approval in July 2019 and works are due to commence by the end of October 2019. Delivery Package 3: A666 is in the advanced stages of design development and is expected to start on site during early 2020, following the securing all of necessary powers and consents and Full Approval. These schemes have and will improve vehicle capacity and passenger journey times through the junctions and have also enhanced pedestrian and cycling facilities and bus passenger waiting facilities.

Following a review of the A6 as Salford City Council’s key route for cycling, the scope of Salford Delivery Package 2 has now been confirmed as a series of interventions in Swinton Town Centre. The scheme is in the advanced stages of design development and is expected to start on site during 2020 following the securing all of necessary powers and consents and Full Approval.
TfGM and Salford City Council are now looking to utilise savings achieved through the delivery of the Salford SBNI schemes to date in order to deliver a package of minor reserve schemes and a package of minor reserve schemes have now been formally accepted into the SBNI Programme through the appropriate governance mechanisms agreed as part of the establishment of the Growth Deal Programme. Full Approval submissions will be made in relation to these schemes once detailed design, powers and consents have been progressed under the Growth Deal Minor Works Governance arrangements, with approval for expenditure being brought to a future GMCA meeting for all schemes over £0.5 million.

Metrolink Service Improvement Package

Following the granting of Full Approval for this package of works in summer 2014, all of the trams have now been delivered with the last tram brought into operational use in October 2016. With regards to the supporting infrastructure works associated with this package of improvements, the new wheel lathe has now been installed in the Trafford depot and the new substations are now operational. Work to install a new turnback at Sale is scheduled for March 2020.

A5063 Trafford Road Improvements

The scheme was granted Conditional Approval in November 2018, in line with the agreed Growth Deal governance arrangements. Detailed design work is continuing in preparation for a Full Approval Business Case submission in winter 2020. Procurement has commenced for the main work, and subject to securing all necessary approvals, start on site is currently scheduled for summer 2020.

Salford City Council (SCC) is proposing to carry out an advance works package in early 2020. This will comprise advance utility diversion works, removal of vegetation and brick planters in the central reserve and the installation / relocation of CCTV cameras, a lighting column and site clearance. The advance works will shorten, and de-risk the main contract by diverting the majority of services before the main operations commence on site in summer 2020.

In order to fund these works SCC has requested that they claim back the estimated £1.654 million cost of these works in advance of the scheme achieving Full Approval, and a recommendation relating to this is set out at the front of this report. This is proposed to be taken forward by means of contractual side letter, in advance of the relevant Delivery Agreement being entered into following the securing of Full Approval. Delivery of the advance utility works in early 2020 will bring significant benefits in terms of minimising disruption on the surrounding highway network and it is recommended that the proposed advance funding arrangements as set out above are approved.

Carrington Relief Road (Spur Extension)

Trafford Council has submitted a Conditional Approval Business Case for the scheme. This is currently being reviewed. Trafford Council is working with a private sector partner to deliver these improvements as part of a wider scheme.
Oldham Town Centre Regeneration and Connectivity

3.33 Oldham Council has developed the programme for this Growth Deal 3 scheme and a Conditional Approval Business Case will be submitted for review later this year. The programme is made up of a series of minor highway and public realm enhancement projects, each with a value of less than £5 million. These projects will be delivered through a phased approval and delivery approach under the Growth Deal Minor Scheme Governance arrangements, with approval for expenditure being brought to a future GMCA meeting for all schemes over £0.5 million.

4 MSIRR Great Ancoats Street Full Approval

4.1 Great Ancoats Street is a multi-lane, two-way highway that forms part of the Inner Relief Road around the City Centre and has traditionally acted as the border between the City Centre and East Manchester. The proposed works will:

- Re-align and improve the pedestrian crossing arrangements to improve the functionality and increase use;

- Enhance the public realm, including new footway materials, street tree planting and rationalised signage to create a sense of place; and

- Resurface the existing carriageway to reduce vehicle noise by 40%.

4.2 The transport capacity of the MSIRR will be maintained, reflecting the importance of the road’s function to the economic prosperity of the City Centre. The scheme objectives are:

- Increase the flow of people between Ancoats and New Islington and the City Centre by removing the functional and perceptual barriers to pedestrian movement across Great Ancoats Street, increasing pedestrian flows by 5% per annum over the next ten years;

- Support economic growth by enabling an environment which support commercial development with nearly 9,000 new jobs and over 25,000 new homes over the next 20 years in the wider Greater Ancoats Street area; and

- Maintain the vehicular capacity of the MSIRR to move traffic into and around the City Centre, continuing good access to jobs, shops, services and visitor attractions, while providing an attractive alternative route around the city centre.

4.3 Great Ancoats Street currently has short sections of painted cycle lane along part of the route. These will be removed as part of the scheme and alternative provision made through complementary proposals, which include an alternative off-line cycle route through Ancoats to the north and the Mayors Challenge Fund Piccadilly-Victoria cycle link through the Northern Quarter to the south.

4.4 The Full Approval Business Case was submitted for Gateway funding approval in August 2019. The Gateway Review included consideration of legal, risk, financial (both capital and
4.5 Following the conclusion of the Gateway Review, the proposals have gone through the necessary endorsement/approval process, as provided for by the GM Local Growth Deal governance arrangements.

4.6 A construction contract has been tendered through the Manchester City Council Framework and award of contract will take place in due course, subject to receipt of Full Approval and the associated release of funding. A Delivery Agreement between Manchester Council, GMCA and TfGM will be entered into to facilitate delivery of the works. Subject to the necessary approvals being secured, contract award is scheduled for December 2019.

4.7 A thorough review of the cost plan for the scheme was undertaken as part of the Gateway Review process. It was concluded that the cost plan is robust and that the project, including an appropriate allowance for risk and contingency, is affordable within the overall scheme budget.

4.8 The funding request illustrated in the table below represents the specific budget and funding allocated to this element of the overall Growth Deal programme.

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<th>Great Ancoats Street Funding position</th>
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<th>Full Business Case</th>
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<td>Total budget</td>
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4.9 As a result of the outcome of the Gateway Review, it is recommended that the Combined Authority grant Full Approval for the scheme and the associated release of the remaining £8.213 million Growth Deal funding from the total £8.8 million required to deliver these works.
5 MAJOR SCHEMES – FINANCIAL UPDATE

5.1 Claims for the reimbursement of expended costs from scheme promoters are being processed on an ongoing basis, in line with the agreed Major Schemes Capital Programme Guidance.

5.2 The previously approved arrangements for the cash flow of development work by scheme promoters are being kept under regular review and the quarterly Capital Expenditure Updates to the GMCA provide ongoing expenditure information in relation to these costs.

5.3 The monitoring of the financial position on the Growth Deal programme which takes places on an ongoing basis has identified a number of schemes with projected potential savings or overruns against the original budget. As the GMCA’s Local Growth Deal budget is fixed, the ultimate cost risk is borne by the relevant scheme promoter, which is either GMCA, for TfGM promoted schemes, or the relevant Local Authority. The agreed arrangements for dealing with these savings and cost overruns are being progressed, as set out in previous reports.

5.4 Work has continued with scheme promoters to ensure schedules and financial forecasts are regularly reviewed, and that challenges are identified and mitigated to ensure that spend forecasts remain within the Growth Deal funding period.

6 ADDITIONAL PRIORITIES AND MINOR WORKS

6.1 In general terms, the Minor Works initiatives are being delivered by the 10 GM Local Authorities and the Growth Deal “Additional Priority” initiatives are being delivered by TfGM.

6.2 The Minor Works programme represents a package of highways, public realm, cycling, walking and associated measures; with the identified interventions being very much focused on supporting economic growth.

6.3 As previously agreed, the governance arrangements for the Minor Works initiatives provide for the submission of Mini-Business Cases; with approval oversight of these Mini-Business Cases resting with the GM Transport Strategy Group (TSG) of senior transport officers, with approval for expenditure being brought to the next GMCA meeting for all schemes over £0.5 million.

6.4 Significant progress has been made in taking forward the Minor Works programme. In relation to GD1, GD2 and GD3 Local Authority Minor Works, since the last update report to GMCA in March 2019, a further 13 mini-business cases have been submitted for review and approved by TSG. A further scheme has been submitted for review. This means that 40 of the 59 Minor Works schemes now have an approved mini business case. TfGM will continue to work with scheme promoters with a view to securing TSG approval of the remaining mini-business cases at the earliest opportunity.
6.5 As previously reported, the focus of the TfGM-sponsored “Additional Priority” initiatives are centred around Rail / Metrolink passenger improvements, multi-modal ticketing, bus passenger facilities and highways key route network resilience.

6.6 A number of “Additional Priority” initiatives, in particular those related to Metrolink and Rail, have progressed to delivery stage. Full Funding Approval for 11 out of 15 “Additional Priorities” schemes have been achieved. The remaining schemes are currently in development and progressing well.

6.7 Work has also continued to progress the TfGM Growth Deal 3 transport schemes which are subject to Growth Deal minor scheme governance arrangements, as set out below.

6.8 The Bus Passenger Enhancements scheme, to deliver a programme of bus stop accessibility upgrades in all ten Local Authority areas across Greater Manchester, has, since the last update, achieved Full Approval following a successful review of the mini-business case.

6.9 The GM Wayfinding Initiative Phase 1 scheme is now complete following the installation of all 28 totems across Greater Manchester.

6.10 Of the 14 mini business cases approved since the March update, six schemes have a forecast cost of over £0.5m. Five of these schemes have been included in, and had funding / expenditure approved through, previous reports to GMCA.

6.11 The remaining approved Minor Works and Additional Priority scheme over £0.5 million now requiring expenditure approval by GMCA is shown in the table below:

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<th>Scheme</th>
<th>Growth Deal funding £’000</th>
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<td>Rochdale</td>
<td>Town centre connectivity</td>
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**Rochdale Town Centre Connectivity (£1.15 million)**

6.12 The purpose of the scheme is to provide an improvement of the public realm experience and to improve linkages within Rochdale town centre, particularly along Baillie Street, Yorkshire Street and Smith Street. The delivery phase of the scheme was completed in 2018 and was delivered at risk by Rochdale Council. The scheme is rated high value for money, with a Benefit Cost Ratio (BCR) of 2.8.

6.13 Baillie Street works: The scheme provides pedestrian and cycle connectivity via improved public realm, pedestrian, and retail enhancements along Yorkshire Street and Baillie Street. This provides a pedestrianised accessible link between the Riverside regeneration scheme and the River Roch re-opening scheme. The Baillie and Yorkshire Street scheme complements and improves on the Town Centre connectivity scheme of 2015/16.

6.14 Smith Street works: With the opening of the Rochdale bus interchange, an opportunity was taken to permanently prohibit all vehicles along Smith Street, which was previously a bus-
gate, to provide a dedicated cycle and walking route linking Riverside offices and the bus interchange with the town centre and Baillie Street. The Smith Street Bus Gate scheme is based on a Prohibition of Driving Order which prohibits all restricts vehicle movement to Smith Street allowing for greater pedestrian and cycle movements across the town centre, directly linking to the Baillie Street Town Centre Connectivity scheme.

7 RECOMMENDATIONS

7.1 Recommendations are set out at the front of this report.

Eamonn Boylan

Chief Executive Officer, GMCA & TfGM