



Bee Network Committee

Date: Thursday 26 October 2023

Subject: Transport Capital Programme

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

Purpose of Report

This report asks members to note the current position on the Greater Manchester Transport Capital Programme and consider a number of CRSTS, Active Travel and Growth Deal funding draw-down requests in order to support the continued development and delivery of the programme.

Recommendations:

The Committee is requested to:

1. Note the current position and recent progress on the transport capital programme.
2. Note the recent announcement from Government on CRSTS2.
3. Approve amendments to the CRSTS assurance process as set out in paragraph 3 of this report.
4. Delegate authority to approve draw-down from the total CRSTS fund of no more than £500,000 to the Chief Executive TfGM and GMCA.
5. Approve the draw-down of CRSTS funding as follows:
 - Trafford Bus Studies. £0.92m to develop the scheme to Outline Business Case;
 - Quality Bus Transit (Better Bus Routes). £0.09m CRSTS funding to deliver signal priority for late running buses across the QBT corridors; and
 - Zero Emission Bus (ZEB). £3.92m to enable DNO upgrades for Bus Franchising depots and to fund the continued development and delivery of the CRSTS ZEB Programme.
6. Approve the draw-down of Active Travel funding as follows:
 - £0.17m of additional MCF funding for Salford City Council to deliver their prioritised active travel programme; and

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

- Agree formal MCF scheme budget variations for Salford City Council as set out in paragraph 4.6.
7. Approve the draw-down of Growth Deal funding as follows:
- Salford Central. £1.62m Growth Deal funding to undertake detailed design work; and
 - Salford Bolton Network Improvements (SBNI) Programme. £2.06m Growth Deal funding to deliver the remaining two delivery packages.
 - Salford Bolton Network Improvements (SBNI) DP4 Pendleton Town Centre - re-allocation of previously drawn-down Growth Deal funding of £1.0m.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:





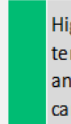
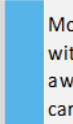
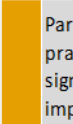
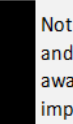
Recommendation - Key points for decision-makers

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

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health	G	
Resilience and Adaptation	G	
Housing		
Economy	G	
Mobility and Connectivity	G	
Carbon, Nature and Environment	G	
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		Schemes are being developed to promote greater use of public transport and sustainable travel modes, and to incorporate other carbon reduction measures where possible (for example, Bury Interchange).
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment	
G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.
	RR Negative impacts overall.	

Carbon Assessment

Buildings	Result	Justification/Mitigation
Overall Score		
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.	 High standard in terms of practice and awareness on carbon.	 Mostly best practice with a good level of awareness on carbon.
	 Partially meets best practice/ awareness, significant room to improve.	 Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

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

Legal Considerations

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

Financial Consequences – Revenue

No specific financial (revenue) consequences.

Financial Consequences – Capital

Referenced throughout the report.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

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

Tracking/ Process

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

Yes

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency? No

1. Background

- 1.1. The transport infrastructure pipeline is a key enabler to achieving the Bee Network – Greater Manchester’s vision for an integrated ‘London-style’ transport system.
- 1.2. Work to develop and deliver the schemes within the Capital Programme continues at pace. 46 out of 60 CRSTS Strategic Outline Business Cases (SOBCs) have been approved and £295.4m out of £1.07bn CRSTS funding has been released to date. There are currently 4 SOBCs in review or pending approval with a further 2 SOBC submissions expected in October.

2. CRSTS 2

- 2.1. On Tuesday 4 October the Prime Minister announced additional funding to be provided through City Region Sustainable Transport Settlements (CRSTS). The indicative ‘CRSTS 2’ allocation for Greater Manchester is c£2.5 billion for the period April 2027 to March 2032. This is in addition to the current CRSTS 1 allocation of £1.07bn.
- 2.2. The final allocations, funding profiles and the split of capital and revenue funding will be confirmed in due course following engagement with DfT. The Department for Transport will also discuss with city regions and HM Treasury whether a proportion of the indicative CRSTS2 allocation may be brought forward into the final 2 years of CRSTS1 as part of ongoing work with MCAs on their current delivery plans.

The ongoing re-baselining exercise of CRSTS1 has therefore been paused in light of these announcements.

3. CRSTS Assurance Process

- 3.1. In June 2023 a number of Outline Business Case/ Full Business Case assurance principles were approved by GMCA, based on those applied to “major” (more complex/ higher risk – ‘Route 2’) schemes within the Growth Deal programme.
- 3.2. A number of further recommendations are now proposed in terms of how those assurance principles are applied to less complex/ lower risk (‘Route 1’) schemes, as follows. The proposed changes are in line with the principles that have been discussed and agreed with Local Authority partners through the GM Delivery Group.

- Outline Business Cases (OBC) will be subject to TfGM assurance process, with Final Business Case submissions requiring approval from this Committee prior to formal contract award and works starting on site.
- For schemes being promoted by Local Authorities, sign-off of the business case (prior to submission to TfGM) will be the responsibility of the relevant Authority.
- There is no longer a requirement to publish business case information.

3.3. In addition, further recommendations to both Route 1 and Route 2 schemes are proposed, as follows:

- Funding drawdown requests for all schemes (Route 1 and Route 2) below £500,000 to be delegated to the Chief Executive TfGM and GMCA. This is in line with the Growth Deal “minor” process. These drawdowns will continue to be reported to the Committee quarterly as part of the usual capital programme update.
- A “shift statement” approach to be adopted for all business cases (Route 1 and Route 2) beyond the initial Strategic Outline Business Case (SOBC), to focus on what has changed at each stage, which will enable schemes to progress more seamlessly from SOBC to OBC to FBC.

4. Funding Draw Down Requests

City Region Sustainable Transport Settlement (CRSTS)

- 4.1. Following a review of the scheme business case (SOBC, OBC or FBC as appropriate) undertaken by an independent TfGM officer review panel, the schemes below have been deemed to have demonstrated the appropriate strategic case, value for money and deliverability. Further detail about each of these schemes and the associated funding draw down requests is included at Appendix 1.
- 4.2. As such, the Committee is requested to approve the drawdown of £4.93m CRSTS funding as follows:

Scheme	CRSTS funding allocation – from the approved Scheme List (£m)	Funding draw-down request (£m)	Previously approved funding draw-down (£m)
Trafford Bus Studies	9.50	0.92	-
QBT – Prioritisation for late running buses	75.0 (across 5 separate QBT corridors)	0.09	6.36
Zero Emission Bus	115.00	3.92	60.00
Total		4.93	

Active Travel

- 4.3. Under the agreed Active Travel Capital Programme governance, once a scheme has secured Programme Entry, scheme promoters can submit a development cost budget request, enabling the production of a full or outline business case intended to secure scheme delivery funding.
- 4.4. Salford City Council has an indicative Mayor’s Challenge Fund (MCF) delivery budget of £28.3m, as endorsed by the GMCA in May 2020. This budget is now substantially committed against a large programme of schemes, including those already delivered on site and a number which have been developed to ready them for future funding opportunities. This split of development and delivery activity was set out in a reprioritisation paper that Salford City Council agreed at Active Travel Programme Board in February 2022, and which considered cost increases arising from inflation and changes in the construction market.

- 4.5. To deliver their prioritised active travel capital programme, a number of changes are required to Salford City Council’s previously approved MCF budgets. Principally these will enable the reallocation of funding from schemes which have, at this stage, been agreed for development only. Post-approval, this will be achieved by issuing Deeds of Variation which reflect the changes.
- 4.6. The requested changes, set out in the two tables below, result in a residual, additional MCF funding ask of £0.17m. This figure represents the balancing sum between the two tables (the additional budget request of £1.77m against the residual budget balance of £1.60m) and is requested for approval from Salford City Council’s indicative MCF programme allocation of £28.3m – and is affordable within that sum.

Table 1 – Salford CC Development Budget Underspend

Scheme Name	GMCA Approved Budget (£m)	Revised budget (£m)	Residual Balance (£m)
Barton Aqueduct	0.77	0.66	0.11
Trinity Way/ Springfield	1.11	0.37	0.74
Ordsall Chord	0.23	0.20	0.03
Monton Walking and Cycling	0.24	0.10	0.14
Ordsall Active Neighbourhood	0.53	0.22	0.31
Broughton Cycleway	0.44	0.36	0.08
Chapel St East (Phase 2)	0.69	0.50	0.19
Total	4.01	2.41	1.60

Table 2 – Salford CC Proposed MCF Budget Increases

Scheme Name	GMCA Approved Budget (£m)	Revised Budget (£m)	Additional Budget Required (£m)
Swinton Greenway	4.69	5.32	0.63
Chapel St East (Phase 1)	4.19	4.93	0.74
Liverpool Street Junctions*	-	0.03	0.03
Liverpool Street Corridor	0.51	0.88	0.37
Total	9.39	11.16	1.77

*No prior approval

5. Growth Deal

- 5.1. The Local Growth Deal (LGF) 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, Additional Priorities, Skills Capital and Economic Development & Regeneration (ED&R) Programmes (Growth Deal 1, 2 and 3).
- 5.2. In March 2021, in line with the prevailing grant conditions, the Growth Deal Programme reported full spend of all the LGF grant. Projects being delivered after March 2021 are being funded from alternative sources, in line with the local flexibility written into LGF ‘Single Pot’ Assurance Framework.
- 5.3. Ten of the fifteen Growth Deal Major Transport schemes, delivered either by TfGM or Local Authority Partners, are now complete and work to deliver the remaining schemes continues.

Salford Central

- 5.4. An initial redevelopment scheme for Salford Central rail station was granted Conditional Approval in June 2016. This scheme was based upon a scope that included refurbishing and bringing into operational use platforms 3, 4 and 5, thus taking advantage of infrastructure improvements, including the Ordsall Chord and electrification of the Chat Moss Line, delivered by the Northern Hub programme. The associated business case was predicated on additional trains stopping at the

station including Trans-Pennine Express trains to Leeds and Manchester Airport and the electric trains from the Chat Moss Line.

- 5.5. During late 2022, discussions with rail industry partners and the DfT identified that there would be operational impacts of trains stopping at Salford Central in addition to existing stations very close by. Furthermore, the re-opening of platforms 3, 4 and 5 would introduce platforms whose length would not allow for the future proposed train fleet to stop. Consequently, proposals to reinstate these platforms were deferred and a revised scheme developed focussing upon enhancements to the rest of the station.
- 5.6. The revised scheme complements recent Network Rail enhancements at Salford Central to raise the platform height and renew the platform canopies and continues to deliver on the key three themes identified at Conditional Approval, ie, to improve links to new development, encourage modal shift and enable economic growth.
- 5.7. Additionally, to maximise the benefits of the scheme and reduce disruption to station users, Network Rail have agreed a £5m contribution to the scheme, recognising that there are renewals that are required to be delivered. Northern Trains Limited have also committed to provide additional funding (£0.49m) from their Business Plan to support the delivery of their committed franchise improvements at the station. The Growth Deal contribution to the scheme is £10.5m.
- 5.8. The scheme has now completed outline design and a tender process for the design and build of the scheme is currently underway. To instruct the detailed design element of the tender and undertake necessary works to achieve Full Business Case, the project now seeks approval to the draw-down of £1.62m Growth Deal funding. Subject to securing the necessary station closure and rail network possessions, which remains a key risk, it is anticipated that contracts for the design and delivery of the works will be awarded in 2024 and substantive works on site will commence in early 2025.

Salford Bolton Network Improvements (SBNI) Programme

- 5.9. The Salford Bolton Network Improvements (SBNI) programme received Conditional Approval from GMCA in February 2016 and works have been ongoing to deliver the 14 Delivery Packages (DP) within the programme, of which six packages are in Bolton and eight in Salford. Each package comprises a series of interventions which focus on improvements to junction layouts, pedestrian access provisions, bus priority measures and cycle infrastructure. The works are being delivered by Bolton Council and Salford City Council respectively.
- 5.10. All Bolton packages are now complete and significant progress has been made in Salford with six of the eight packages complete including the majority of DP3 (A6/Frederick Road and A666 North Improvements). Further details and the status of all packages can be found in Appendix 2.
- 5.11. As noted in the May 2023 Transport Capital Programme Report to GMCA, significant budgetary pressures arising because of inflationary and related issues have resulted in requests for additional financial support from some Local Authorities in order to complete schemes within their existing Infrastructure Programmes. This report outlines how these budgetary pressures have impacted the SBNI programme and requests the approval of funding drawdowns to enable the delivery of the final two schemes within the programme. The Committee should note that it is likely that further drawdowns across the wider programme will be requested in future.

Salford Bolton Network Improvements (SBNI) DP7 A580 Junction Improvements

- 5.12. In October 2022 Full Approval and an associated funding draw down was approved by GMCA for Salford City Council to deliver the SBNI DP7 (A580 Junction Improvements) scheme. During the final stages of the tender process, in February 2023 the preferred contractor withdrew their tender submission citing unforeseen inflationary pressures. As a result, Salford City Council was required to retender the scheme in summer 2023, during which Salford identified an opportunity to carry out additional carriageway resurfacing at the same time (to eliminate the need to revisit the junctions soon thereafter to carry out maintenance works), thereby reducing future network disruption.

- 5.13. Following the retender process a preferred contractor has been identified, however due to the additional time elapsed and ongoing inflationary pressures additional funding is required. To partly mitigate these cost pressures and to fund the additional resurfacing works Salford has secured an additional local contribution, however an additional funding drawdown from Growth Deal Contingency allowances of £0.53m is still required to deliver this scheme, for which approval from this Committee is now sought.
- 5.14. The original DP7 business case has been revisited in light of the updated scheme costs and the scheme still offers medium value for money. Works are planned to start in early 2024 and be completed by late summer 2024.

Salford Bolton Network Improvements (SBNI) DP3 A666 South Bus Priority

- 5.15. The A666 (South) Peak Hour Bus Lane scheme originally formed part of Salford Delivery Package 3 (DP3) which obtained Full Approval in November 2019 from GMCA. This package also included A666 (North) Peak Hour Bus Lane, A6 Broad Street / Belvedere Road / Frederick Road Junction Improvements and other minor improvement schemes.
- 5.16. Work commenced on site in October 2020 but was halted due to the discovery of a large gas main. The diversion of the gas main resulted in significant delays and required significant re-design work. In order to mitigate costs at the time and so as not to further impact the completion of other DP3 works, a decision was taken to remove the A666 (South) element from the wider DP3 proposals and progress this as a standalone scheme.
- 5.17. The A666 (South) scheme delivers a critical section of bus lane on a busy bus route between Bolton and Manchester and forms the final element of the SBNI programme. As part of the re-design work a requirement to carry out additional resurfacing works as part of the scheme has been identified. In addition, inflationary pressures have also impacted the overall costs of the scheme. Due to these circumstances the funding requirement to deliver this scheme has risen by £1.73m. Of this, £0.2m can be funded through a local contribution from Salford City Council. The Committee is therefore requested to approve the draw-down of the remaining £1.53m from Growth Deal Funding Contingency allowances to enable delivery of the

scheme. Subject to this approval being received works are planned to start in early 2024 and be completed in summer 2024.

- 5.18. The original DP3 business case has been revisited in light of the updated scheme costs and the scheme still offers high value for money.

Salford Bolton Network Improvements (SBNI) DP4 Pendleton Town Centre

- 5.19. As part of a review of the overall SBNI programme there is a need to reallocate £1.0m of existing funding from within the programme to support Salford City Council in the close out of the Pendleton Town centre improvement scheme (DP4). Costs rose during the construction of this project, managed and delivered by the Council, largely as a result of the discovery of significant drainage issues resulting in a redesign of some major elements of the scheme and the Covid 19 Pandemic, which led to significant delays to the completion of the scheme (7 months). The funding has been generated from savings across other scheme elements within the programme.

Appendix 1 – CRSTS Drawdown Scheme Detail

Trafford Bus Studies

- 1.1. The schemes comprise of a package of measures that seek to provide enhanced connectivity by sustainable modes between existing and new communities in Sale West and Carrington to town centres and the rapid transit network. They will be developed as a single scheme and are considered to provide initial enabling works to support the delivery of the New Carrington Places for Everyone allocation.
- 1.2. The scheme will be developed in conjunction with Trafford Council, who will be the delivery partner with full responsibility to develop the scheme in line with strategic objectives. TfGM will fulfil the role of scheme promoter, with overall accountability and responsibility for the development and coordination of the scheme, including the associated business case.
- 1.3. In line with the local assurance framework, following a review of the Strategic Outline Business Case (SOBC) by an independent TfGM officer review panel, the scheme has been deemed to have demonstrated the appropriate strategic case, value for money and deliverability for the current stage of scheme development. As such, the Committee is requested to approve the drawdown of £0.92m CRSTS funding to develop the scheme to Outline Business Case, noting that a further update will be brought to the BNC at that stage.

QBT (Better Bus Routes): Prioritisation for late running buses

- 1.4. Quality Bus Transit (QBT) now known as Better Bus Routes forms a key element of the Bus Infrastructure Programme funded through the CRSTS and will actively contribute to the delivery of our overall ambition for bus travel as set out in Greater Manchester's Bus Service Improvement Plan and 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.
- 1.5. The CRSTS Scheme List approved by GMCA included an allocation of £75m to deliver Better Bus Routes measures across five orbital corridors. As part of an initial package of measures to deliver early benefits to bus passengers, it is proposed to

introduce signal priority for late running buses at existing junctions on the five Better Bus Route corridors.

- 1.6. In line with the local assurance framework, following a review of a Full Business Case (FBC) undertaken by an independent TfGM officer review panel, the scheme has been deemed to have demonstrated the appropriate strategic case, value for money and deliverability. As such, the Committee is requested to approve the drawdown of £0.09m CRSTS funding to deliver signal priority for late running buses across the five Better Bus Route corridors.

Zero Emission Bus

- 1.7. At the July 2022 GMCA meeting approval was granted to draw down up to £30m of CRSTS Zero Emission Bus funding in order to deliver 50 zero emission buses and associated power upgrades and charging infrastructure for the start of Bus Franchising Tranche 1 in September 2022.
- 1.8. Subsequently, at the November 2022 GMCA meeting, approval was granted to draw down up to £30m of CRSTS Zero Emission Bus funding in order to deliver 50 zero emission buses and associated power upgrades and charging infrastructure for the start of Bus Franchising Tranche 2 in March 2023.
- 1.9. The drawdown of £60m CRSTS Zero Emission Bus funding to date has been fully utilised in order to deploy 50 ZEBs at the Tranche 1 Bolton depot and to support the upcoming delivery of 50 zero emission buses to be deployed from the Tranche 2 Oldham depot.
- 1.10. Approval is now requested to draw down up to a further £3.92m of CRSTS Zero Emission Bus funding in order to support the continued development and delivery of the programme until the deployment of Bus Franchising Tranche 3 in January 2025. This will include necessary upgrades to distribution network operator (DNO) connections; the draw down will also include funding to develop electrical feasibility designs across the Bus Franchising depot estate in order to inform future zero emission bus deployments.

Appendix 2 - SBNI Programme Summary Update

The Conditional Approval business case for the Salford Bolton Network Improvement programme was approved in February 2016. The SBNI delivery packages are being delivered through a phased approval and delivery approach under the Growth Deal Minor Scheme Governance arrangements, as previously agreed. A full list of the SBNI Delivery Packages is shown below:

Delivery Package	Location	Status/Update
Bolton Council Core Programme		
DP1	Raikes Lane junction improvements	Complete
DP2	Loxham Street junction improvements	Complete
DP3	Longcauseway junction improvements	Complete
DP4	Farnworth bus station and town centre improvements	Complete
DP5	Manchester Road Gateway	Complete
DP7	Bus Stop Upgrades	Complete
Salford City Council Core Programme		
DP1	(Walkden/ Pendleton)	Complete
DP2	Swinton town centre Junction Improvement	Complete
DP3 (A)	A6 / Frederick Rd Junction Improvement and Bus Priority A666 North Bus Priority Other Minor Improvement Schemes including a Sparrow Crossing at Salford Crescent and Parking improvements at Bolton Road	Complete (Final Account to be agreed by Salford City Council)
DP3 (B)	A666 South Bus Priority	Works are as detailed in the report
DP4	Pendleton Town Centre Improvement scheme	Complete
DP5	Bus stop upgrades (85 stops)	Complete
Salford City Council Reserve Scheme Programme		
DP6	Madamswood Road Improvement Scheme	Complete

Delivery Package	Location	Status/Update
DP7	A580 Junction Improvements (Worsley Rd and Lancaster Rd)	DP7 consists of the upgrading of the A580/Lancaster Road and A580/Worsley Rd junctions to improve their efficiency, enhance facilities for pedestrians and provide journey time savings for bus passengers and general traffic.
DP8	Walkden Station Park and Ride	Complete