



## Bee Network Committee

Date: Thursday 23 November 2023

Subject: Transport Capital Programme

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

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### Purpose of Report

This report asks members to note the current position on the Greater Manchester Transport Capital Programme and consider a number of City Region Sustainable Transport Settlement (CRSTS) and Active Travel 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 in relation to CRSTS1 and the recent announcement of indicative funding for CRSTS2.
2. Note that a Strategic Outline Business Case (SOBC) in relation to the £53.6m Active Travel allocation within CRSTS1 has been submitted and approved in line with the previously agreed CRSTS assurance process. The drawdown of specific financial releases in relation to individual schemes within this overall allocation will be progressed through the previously agreed Mayoral Challenge Fund (MCF) governance process, as detailed within this report.
3. Endorse the proposed reallocation of £6.8m CRSTS funding from the A577 Complementary Works scheme to the Golborne Station scheme.
4. Approve, in line with previously adopted practice, the draw-down of Active Travel funding as follows:
  - £1m of ATF3 funding for delivery of the Salford Irwell Street Phase 1 scheme;
  - £0.25m of ATF4 funding for the development of the Manchester Cycleway, Yellow Brick Road scheme;
  - £0.35m of ATF4 funding for the development of the Manchester Cycleway, CYCLOPS scheme;

- £0.17m of ATF4 funding for the development of the Bury Parkhills Road, Heywood Street Junctions scheme; and
  - £0.12m of ATF4 funding for the development of the Bury Radcliffe Metrolink Active Travel Access Package.
5. Delegate the consideration and approval of the bid to the second round of funding for the DfT's Zero Emission Bus Regional Areas (ZEBRA) Scheme to the Chief Executive, GMCA and TfGM for submission to Government by 15<sup>th</sup> December.

## 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

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

Overall Score

Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
<b>Transport</b>		
Active travel and public transport		
Roads, Parking and Vehicle Access		
Access to amenities		
Vehicle procurement	N/A	

### Land Use

Land use #####

No associated carbon impacts expected.	<b>G</b>	High standard in terms of practice and awareness on carbon.	<b>A</b>	Mostly best practice with a good level of awareness on carbon.	<b>R</b>	Partially meets best practice/ awareness, significant room to improve.	<b>RR</b>	Not best practice and/ or insufficient awareness of carbon impacts.
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## **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**

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

## **Tracking/ Process**

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

Yes

## **Exemption from call in**

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

No

# 1. 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. Following the announcement of the Government’s Network North plan on 4 October, engagement with DfT officials regarding the indicative c£2.5bn allocation for Greater Manchester for the period April 2027 to March 2032 that formed part of this announcement is ongoing. When added to GM’s £1.07bn settlement for CRSTS1, which covers the five year period up to March 2027, this indicative allocation contributes to an overall pipeline to the end of the financial year 2031/32 of c£3.5bn.
- 1.3. A draft version of GM’s CRSTS1 re-baselining submission, which aligns with the principles and associated delivery plan included in the May 2023 GMCA Transport Capital Programme report, has been shared with DfT officials to help inform the CRSTS 1 rebaselining approval process within DfT and to inform ongoing work that is taking place within Government to formulate the detailed arrangements and associated process for confirming final allocations, funding profiles and the split of capital and revenue funding for CRSTS2. Regular updates will be brought to this Committee as further details emerge.
- 1.4. Work to develop and deliver the schemes within the Transport Capital Programme continues at pace. To date, 48 of 60 CRSTS Strategic Outline Business Cases (SOBCs) have been approved and c£300m of £1.07bn CRSTS funding has been released. There are currently 3 SOBCs in review or pending approval with a further 3 SOBC submissions expected in November.
- 1.5. The first CRSTS scheme Outline Business Case (OBC), in relation to the Rail: Access for All Programme, was submitted at the end of October and is currently under review.

## **2. CRSTS Assurance and Funding Allocations and Active Travel Fund Drawdown Requests**

### **Active Travel pipeline**

- 2.1. On 29 March 2018, GMCA agreed to allocate £160m of Greater Manchester's £243m Transforming Cities Fund (TCF) to develop a Mayor's Cycling and Walking Challenge Fund (MCF). The fund had an initial four-year timeframe, running until the end of 2021/22. However, the programme has continued to operate as a rolling active travel capital pipeline, agnostic of specific funding source.
- 2.2. The £160m TCF / MCF funding has now been fully committed in delivering the MCF prioritised programme, and the outputs were formally reported to the Department for Transport in June 2023. In summary, the £160m TCF has secured the design and delivery of 48 Active Travel schemes and funded the wider pipeline of ongoing scheme development activity.
- 2.3. Beyond the TCF / MCF funded elements, an allocation of £53.6m has previously been agreed for inclusion within CRSTS1 to support the delivery of the remaining schemes within the GM wide MCF priority programme.
- 2.4. [Following a review of the Strategic Outline Business Case (SOBC) that has been produced for the Active Travel elements included within this overall allocation, undertaken by a TfGM officer review panel, the appropriate strategic case, value for money and level of deliverability has been deemed to have been achieved]
- 2.5. The drawdown of specific financial releases in relation to the individual schemes which are to be delivered utilising this allocation will be progressed through the previously agreed MCF governance process.
- 2.6. This governance process involves the securing of endorsement from TfGM's Active Travel Programme Board ahead of seeking Full Approval from the Bee Network Committee.

### **Wigan: A577 Complementary Works**

- 2.7. The Wigan A577 Complementary Works scheme is a Streets for All scheme which will deliver active travel, bus access and public realm improvements for residents and other transport users along the A577 and within Pemberton district centre .

- 2.8. Following review, Wigan Council has advised that the A577 Complementary Works scheme will not be delivered during the CRSTS1 period. Instead, the Council has developed a masterplanning scheme in Golborne that would complement the TfGM-led Golborne Station scheme.
- 2.9. Following discussions between the Council and TfGM, it is therefore proposed that £6.8m of the CRSTS1 funding allocation from the A577 Complementary Works scheme should be reallocated to the Golborne Station scheme to enable the delivery of additional, complementary station masterplanning works. Wigan Council will continue completing the development works of the A577 Complementary Works scheme through detailed design ready for delivery during CRSTS2, or through other suitable funding options.
- 2.10. The Committee is therefore requested to endorse the proposed reallocation of CRSTS funding from the A577 Complementary Works scheme to the Golborne Station scheme.

### **Active Travel Funding**

- 2.11. As previously reported to GMCA, once Local Authority partners have secured “programme entry” they can proceed with the development of their Active Travel schemes, including progressing the necessary powers and consents to obtain full approval of their scheme Business Cases and drawing down the necessary funding to enable scheme delivery.
- 2.12. The recommendation to grant full funding approval for the Salford Irwell Street Phase 1 scheme set out below was endorsed by the Active Travel Programme Board on 2 November 2023, following a review of the Full Business Case (FBC) by TfGM’s Active Travel programme team. Full approval will enable the scheme to progress to completion by means of a legal delivery agreement.

### **Full Approval: Salford Irwell Street Phase 1**

- 2.13. The Irwell Street Phase 1 scheme seeks to improve active travel provision at the junction of Irwell Street and Trinity Way to the Irwell Street Bridge and Manchester boundary. Cycle lanes in both directions on Irwell Street, and improvements to the public realm through green infrastructure and sustainable urban drainage, will change a traffic-dominated street to one which places an increased focus on people, place and the environment.



- 2.14. Development of the Irwell Street Phase 1 scheme has been funded through the Mayor's Challenge Fund (MCF) Programme, whilst delivery of the scheme is proposed to be funded through GM's Active Travel Fund Phase 3 (ATF3) programme following a successful bid last year.
- 2.15. The scheme has a total cost of £1.69m, which is proposed to be funded from £0.15m of previously approved MCF funding, ATF3 funding of £1 million and £0.54m match funding contributions from Salford City Council and the English Cities Fund. The scheme has strong strategic value as an enabler of a wider set of future corridor improvements benefitting the Regional Centre. The Committee is requested to approve £1m of ATF3 funding to deliver the Salford Irwell Street Phase 1 Scheme.

### **Active Travel Fund (ATF): Development Funding Approvals**

- 2.16. On 29 July 2022 and 26 May 2023, GMCA approved use of the established MCF governance processes to provide scheme assurance and secure funding approvals for GM's ATF3 and ATF4 programmes.
- 2.17. Under MCF governance, scheme promoters submit a proposed development cost budget which, once agreed, provides confidence that all reasonable development costs will be funded in developing a Full Business Case submission.
- 2.18. Details of the Active Travel Fund schemes for which Development Cost funding approval is sought from the Bee Network Committee, are set out below. These forecast development costs have been reviewed by TfGM and are affordable within the relevant Active Travel fund budgets.
- **Manchester: Manchester Cycleway – Yellow Brick Road**, has an ATF4 development cost funding ask of £0.25m;
  - **Manchester: Manchester Cycleway – CYCLOPS**, has an ATF4 development cost ask of £0.35m;
  - **Bury: Parkhills Road – Heywood Street Junctions**, has an ATF4 development cost funding ask of £0.17m; and
  - **Bury: Radcliffe Metrolink Active Travel Access Package**, has an ATF4 development cost funding ask of £0.12m.

### **3. Zero Emission Bus Regional Areas (ZEBRA) Scheme**

- 3.1. In 2022, GMCA was successful in winning funding from the DfT Zero Emission Bus Regional Areas (ZEBRA) Scheme. In September '23, DfT launched a second round of funding (ZEBRA 2), with submissions due by 15<sup>th</sup> December.
- 3.2. ZEBRA 2 will provide £129 million nationally to support the introduction of Zero Emissions Buses (ZEBs), with funding of £89m in 2023/24 and £40m in 2024/25. DfT has set out three levels of prioritisation for this second round:
  - i) As nearly all ZEBs that have been funded by HMG to date have been in urban areas, priority is being given to rural areas, with the first £25m reserved for rural bids;
  - ii) Secondly, bids from Local Transport Authorities that did not receive ZEBRA funding in the first round will be prioritised over areas (like GM) that did receive ZEBRA funding; and then
  - iii) Thirdly, bids from all remaining areas, which will include GM.
- 3.3. The DfT ZEBRA funding is capital and can be used for both zero-emissions buses and for the infrastructure required to house the buses. As with the first round of ZEBRA, funding can be used for up to 75% of the cost difference between a ZEB and a standard conventional diesel bus, and up to 75% of the capital costs incurred as a result of purchase and installation. Therefore, transport authorities and / or operators will need to provide the funding for the diesel element of the costs and for 25% of the costs to electrify. As the majority of the funding is to be granted in 23/24, DfT have committed to making the funding decisions and awards in March '24. Orders for ZEBs need to be made by 31<sup>st</sup> January 2025.
- 3.4. TfGM have expressed an interest in submitting a bid to support the further roll out zero-emission buses across the GM fleet building incrementally on the existing programme. Given the bid submission timescales, it is recommended that the Committee delegate approval for the consideration and approval of the bid to the second round of funding for the DfT's Zero Emission Bus Regional Areas (ZEBRA) Scheme to the GM Mayor and the Chief Executive, GMCA and TfGM, for submission to Government by 15th December.