

Greater Manchester Combined Authority

Date: 28 October 2022

Subject: Transport Capital Programme and Local Growth Deal Update

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 provides an update to GMCA on progress to deliver key elements of the Local Growth Deal schemes and also requests approval of the draw-down of funding for the development and delivery of schemes within the City Region Sustainable Transport Settlement (CRSTS) and Salford Bolton Network Improvement (SBNI) programmes.

Recommendations:





The GMCA is requested to:

1. Note the progress made in relation to the Local Growth Deal Transport schemes as set out in Sections 2, 3 and 4 of this report.
2. Note the progress made in relation to the Non-Transport Skills Capital and Economic Development and Regeneration (ED &R) programmes as set out in Section 5 of this report.
3. Approve the funding draw-down request for the SBNI Salford Package 7 (A580 Junctions) as set out in Section 5 of this report.
4. Note the use of returned Life Sciences funds to proceed with Life Sciences 2, as set out in Section 6.5 of this report.
5. Approve the funding draw-down request for Farnworth Streets for All as set out in Section 7 of this report.

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Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G		
Health	G		
Resilience and Adaptation	G		
Housing			
Economy	G		
Mobility and Connectivity	G		
Carbon, Nature and Environment	G		
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative , with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

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

N/A

Financial Consequences – Capital

Financial Consequences – Capital, are referenced in paragraphs 654, 5.5 and and,7.12 of 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
- 24 June 2022 - GMCA LGF Six-monthly update
- 29 July 2022 - GM Capital Update Report
- 30 September 2022 - GMCA CRSTS Governance and Assurance

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 Bee Network is Greater Manchester's vision for an integrated 'London-style' transport system, which will change the way people travel across the city region. Delivery of the transport capital programme is a key enabler to achieving the Bee Network vision and this report provides an update on the capital programme as well as requesting funding to further develop and progress a number of transport capital schemes.
- 1.2. Specifically, this report provides an update in relation to the progress made on the Local Growth Deal programme since the last update provided to the GMCA in June 2022. It sets out progress on the Transport Majors, Minors and Additional Priorities, as well as the non-transport Skills Capital and Economic Development & Regeneration (ED &R) Programmes (Growth Deal 1, 2 and 3).
- 1.3. The report requests funding approvals associated with the ongoing implementation of:
 - Local Growth Deal – To deliver the SBNI Salford Package 7 (A580 Junctions).
 - City Region Sustainable Transport Settlement – To develop the Farnworth Streets for All scheme to Full Business Case.

2. Local Growth Deal Update

Overview

- 2.1. 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).
- 2.2. In March 2021, in line with the prevailing grant conditions, the Growth Deal Programme reported full spend of all of the LGF grant.
- 2.3. The projects which remain to be completed beyond March 2021 are being funded through utilising non-Growth Deal funding. This will be achieved through using the local flexibility written into LGF under the 'Single Pot' principles following the

GMCA approval of the introduction of additional projects into the LGF programme in July 2019 and July 2020. Recycled funding from these projects will be utilised to complete the full LGF programme.

LGF Transport Major Schemes

- 2.4. The Growth Deal Major Transport scheme programme is made up of fifteen schemes, delivered either by TfGM or Local Authority Partners.
- 2.5. Thirteen of the Growth Deal schemes have progressed through Full Approval and are now either complete or in implementation (either in their entirety or on a phased Full Approval basis); with a further two schemes having secured Conditional Approval and now working towards the achievement of Full Approval.
- 2.6. Six Major schemes, namely the Wigan Bus Station, MSIRR Regent Road/Water Street, Wigan A49 Link Road, Ashton Interchange, MSIRR Great Ancoats Street and Stockport TCAP projects are complete.
- 2.7. Work to deliver the remaining 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 within section 3 of this paper.

3. Local Growth Deal Individual Transport Schemes Update

South Heywood Area Wide Improvements

- 3.1. The scheme was granted Full Approval and funding in July 2020 in line with the agreed Growth Deal governance arrangements. The main works started on site in September 2020 and are nearing completion with the full scheme forecast to complete by November 2022.

Salford Central Station Enhancements

- 3.2. An initial redevelopment scheme for Salford Central was granted Conditional Approval in June 2016 in line with the agreed Growth Deal governance arrangements. However, in September 2016, GMCA requested the development of a revised scheme that would safeguard future rolling stock extensions and timetabling development with an associated phased approach to delivery to maximise the benefits of the scheme.
- 3.3. TfGM and Salford City Council, in conjunction with Network Rail, have undertaken

work to assess the potential to accommodate longer trains. During the development of the design, a number of operational concerns were identified including the positioning of track infrastructure for the Ordsall Chord, performance issues, and capacity challenges on this part of the network placing delivery constraints on the scheme. As such a strategic review has been undertaken and the Manchester Recovery Taskforce (MRTF), which is focused on improving performance and reliability, does not believe that calls at the proposed new platforms at Salford Central can be accommodated without impacting on performance.

- 3.4. To assess the impact and understand what additional infrastructure in the central Manchester area is needed to make the new platforms at Salford Central work, modelling work will be carried out to assess timetable impacts and infrastructure requirements. TfGM will continue to work with Network Rail to identify potential funding solutions as well as timing opportunities to support this.
- 3.5. As a result, the station enhancement has been decoupled from the additional platforms and is now being developed independently. The station enhancement scheme continues to meet the Growth Deal criteria and will undergo a health check to ensure the scheme continues to deliver the anticipated benefits.
- 3.6. Network Rail have advised that the development of their complementary advanced renewals scheme on platforms 1 and 2, which will address the current accessibility issues on these operational platforms, is underway, with an expected start on site in January 2023.

Wigan Gateway M58 Link Road

- 3.7. The scheme was granted Conditional Approval in February 2018, in line with the agreed Growth Deal governance arrangements. In July 2020 GMCA granted approval of £1.9 million of Growth Deal 3 funding to facilitate the delivery of an advanced works package, including utility diversions and accommodation works, and these works are progressing well. The Council has appointed technical consultants to progress the detailed design of the scheme and is currently in the process of securing the necessary planning approvals in April 2022. The impacts of Covid-19 and other external global pressures on the supply chain are being considered as part of the final design and cost estimate and, subject to the satisfactory conclusion of this exercise, a Full Approval Business Case is planned

to be submitted in winter 2023.

Stockport Mixed Use and Interchange

- 3.8. Conditional Approval for the original Interchange scheme was granted in November 2015, in line with the agreed Growth Deal governance arrangements. A further Gateway Review to assess the subsequently developed Mixed Use scheme was concluded in late 2019 and, in turn, approved in line with the agreed Growth Deal governance arrangements in May 2020.
- 3.9. Full Approval for the scheme was granted in July 2020 to enable a staged series of contractual commitments to be entered into with the Main Contractor. Following a health check, the Stockport Interchange Mixed Use scheme was granted Final Full Approval in December 2021.
- 3.10. As previously reported, a temporary Travelshop was constructed and subsequently opened in January 2021 and an early works package to construct a temporary bus station on the site of nearby Heaton Lane car park was completed and brought into operational use in August 2021, to enable bus operations to continue throughout the main construction works. A subsequent works package was then progressed to clear the main site in preparation for the main construction works, which commenced in January 2022 and are now progressing well on both the residential and transport elements of the scheme. The Interchange is currently forecast to open by spring 2024, with the residential element forecast to complete in autumn 2024.

Metrolink Service Improvement Package

- 3.11. Following the granting of Full Approval for this package of works in summer 2014, all of the 16 trams funded from the Growth Deal programme came into operational use in October 2016. With regards to the supporting infrastructure works associated with this package of improvements, the new wheel lathe has been installed in the Trafford depot and the new substations are operational. Work to install a new turn back at Sale is complete and awaiting an update to the relevant tram supervisory software in order to allow it to be brought into operational use.

A5063 Trafford Road Improvements

- 3.12. The scheme was granted Full Approval and funding in June 2020, in line with the

agreed Growth Deal governance arrangements.

- 3.13. SCC awarded the main works contract in July 2020, with access to site granted at the start of November 2020. Significant progress has been made in the delivery of the scheme including the installation of new junction layouts and traffic signals. The impacts of Covid 19 and other external global pressures on the supply chain have increased the schemes budget and additional non-Growth Deal funding (from the Mayor's Challenge Fund) has been secured to ensure the benefits of the scheme are realised.
- 3.14. Following a safety incident where cladding fell from a residential building adjacent to the Trafford Rd scheme, an area of works has been delayed and subsequently removed from the current contract whilst the building is made safe. This has an impact on the cycling provision Southbound however a temporary solution has been agreed and Salford City Council are planning for delivery of this element of the scheme at a later date.
- 3.15. The first phase of resurfacing is now complete and the second phase is ongoing with full completion of the scheme currently forecast for winter 2022.

Carrington Relief Road (Spur Extension)

- 3.16. The scheme was granted Conditional Approval in January 2020. The new infrastructure is intended to relieve congestion on the A6144, the principal road serving the communities of Carrington and Partington, to enable further development to take place and to provide significant network improvements to facilitate future active travel and public transport improvements.
- 3.17. The scheme has now identified a preferred option and is progressing the design and planning application. Additionally, enabling works packages are being developed to relocate plant and industrial infrastructure within the land required for the scheme.
- 3.18. Following a full review of the scheme costs, the impacts of Covid-19, inflation and additional active travel scope have resulted in an increase in the total budget required to deliver the scheme which will be secured from non-Growth Deal funding. Whilst the budget for the scheme has increased, the anticipated benefits of the scheme remain strong and will be formally recorded within the Full Business

Case submission which is anticipated in 2024.

Oldham Town Centre Regeneration and Connectivity

- 3.19. Oldham Council has developed the programme for this Growth Deal 3 scheme, which 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 are being delivered through a phased approval and delivery approach under the Growth Deal Minor Scheme Governance arrangements, as previously agreed, and in line with the approach being adopted for Salford Bolton Network Improvement programme. Full Approval has now been achieved for all three packages.
- 3.20. The first package was successfully completed in spring 2021. The remaining two sites are being delivered by Oldham Council through a Strategic Partnership Arrangement and commenced in spring 2022. Work is progressing well on site and all works are currently forecast to be complete by summer 2023.

4. Local Growth Deal Additional Priorities and Minor Works

Overview

- 4.1. The Growth Deal 1, 2 and 3 Minor Works initiatives are being delivered by the 10 GM Local Authorities and the Growth Deal “Additional Priorities” initiatives are being delivered by TfGM.
- 4.2. The Minor Works programme is a package of 61 highways, public realm, cycling, walking and associated measures; with the identified interventions being very much focused on supporting economic growth. The Additional Priorities programme of 14 initiatives focuses on rail, bus and Metrolink passenger improvements, multi-modal ticketing and highways (SCOOT / MOVA) enhancements.
- 4.3. Significant progress has been made in taking forward the Minor Works programme. 64 of the Minor Works and Additional Priority schemes are now fully complete with the remainder either in delivery or progressing towards approval.
- 4.4. With support from TfGM’s Programme Management Team, 73 mini-Business cases, have now been approved by the GM Transport Strategy Group (TSG). The remaining 2 schemes require further development before they can be considered

for approval.

- 4.5. Delivery programmes continue to be monitored, the majority of Minor Works and Additional Priorities schemes will be completed by the end of the current financial year.

5. Funding Draw Down Requests: Local Growth Deal Salford Bolton Network Improvement Programme (SBNI)

- 5.1. The Salford Bolton Network Improvements (SBNI) scheme is being delivered via a number of Delivery Packages (DP). Each package comprises a series of interventions which focus on improvements to junction layouts, pedestrian access provisions, bus priority measures and cycle infrastructure, all of which have been developed in collaboration with Salford City Council and Bolton Council.
- 5.2. The Conditional Approval business case for the Salford Bolton Network Improvement programme was approved, in line with the agreed Growth Deal governance arrangements, 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.
- 5.3. Significant progress has been made in Bolton where the majority of schemes are now complete. Works are ongoing on the final scheme, Delivery Package 5D (Bradshawgate), which is currently on site and anticipated to be complete in autumn 2022.
- 5.4. Works on the Salford Delivery Package 3 (A666) are ongoing and anticipated to be completed in early 2023. Works on Salford Delivery Package 8 (Walkden Park & Ride) have commenced and due to be completed in winter 2022.
- 5.5. Following the outcome of a tender exercise the final reserve scheme in the SBNI Programme (Salford Delivery Package 7 - A580 junctions) is being brought forward. Salford Delivery Package 7 will involve 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. The scheme has been developed by Salford City Council in partnership with TfGM.
- 5.6. In order to enable the delivery of the Salford Delivery Package 7 (A580 Junctions)

a further drawdown of Local Growth Deal funds of £1.432 million is required. The total cost of Salford Delivery Package 7 is £1.544 million, an advanced drawdown of £0.112 million was previously approved to fund scheme development activities.

6. Non-Transport Update

6.1. GMCA's Skills Capital 2017-2020 Programme has now completed its commissioning. The £79 million programme has been allocated to fourteen FE Capital projects, ten of which are now complete and four of which are in delivery. The four ongoing projects are making significant progress towards completion and we have an established programme monitoring function in place to monitor the agreed outputs of our investments for the next 3-5 years, following completion.

6.2. Skills Capital delivery highlights to date include:

- Completion of an Advanced Skills Centre for Tameside College located within the Tameside one shared service centre, which was shortlisted for the GM Chamber of Commerce Building of the Year award in 2019.
- The creation of Future Skills 3, Salford City College based at Media City.
- Refurbishment of Wigan & Leigh College Pagefield and Leigh campus to create centres of excellence in Engineering, Construction, Digital and Creative.
- Tameside College Construction centre is now complete and operational. The college hosted an opening ceremony in April 22 which was attended by GMCA. The centre has been designed in consultation with construction employers with aims to bridge the skills gap in the construction industry.
- The Manchester College City Centre Campus Digital & Creative centre is progressing well in its delivery and building handover was achieved in September 22. The College's part refurbished/ part new build Openshaw Campus is complete and hosted an official opening in December 21. The remaining elements of the College's wider estates transformation programme are making good progress towards completion, with the project aiming to fully complete by December 22.
- Construction and building handover completed on Oldham College's Construction Centre in March 21 and the facility has been in use since the start of the academic year in September 21.

- Bury College campus improvement works completed in April 21. Site works are also progressing on the new Bury College health innovation STEM centre, with forecast build completion given for December 22.
- Work is progressing on the final round 3 project, Hopwood Hall Engineering Centre, with full planning permission granted in September 21. The project cost has increased post tender, however, this has been approved and will be funded from the college's own cash reserves. GMCA attended a launch event for the centre in March 22 with build completion expected in early 23.

6.3. Economic Development & Regeneration (ED & R) Projects includes a portfolio of thirteen varied projects such as University capital projects, Life Sciences, Productivity Programme, Cyber Innovation Hub, housing and commercial business investment. Nine projects are now complete and four are in delivery. The four ongoing projects are making significant progress towards completion and we have an established programme monitoring function in place to monitor the agreed outputs of our investments over the next 3-5 years, following completion.

6.4. ED & R Delivery highlights to date include:

- Investment in equipment at the University of Manchester Graphene Engineering Innovation Centre (GEIC) to support industry led development of graphene applications in partnership with academics.
- Manchester Metropolitan University's ground-breaking School of Digital Arts (SODA) brings together art and design with technology and computing all under one roof. Works completed in November 22 and an official opening will be hosted in June 22, attended by GMCA colleagues.
- The University of Manchester's Christabel Pankhurst Centre will be investment in the development of advanced health materials, digital technology and precision medicine; the virtual Institute officially launched in January 21. The discovery of an underground oil tank on site caused the project some delays. Despite this, the project is now making good progress in its build, the building frame is up and a forecast completion date for December 22 has been given.

- Investment into a new Cyber Innovation Centre based in Manchester City Centre which will capitalise on the city's opportunities in this sector and bring businesses together. The operator has now been appointed.
- The Life Sciences investments continue to deliver creating jobs and enabling ventures in this field.
- Growth Company's Productivity Programme completed from LGF perspective at the end of March 22. The programme aimed to create growth and jobs for GM business, and across the programme lifetime has supported over 2500 enterprises and created 2451 jobs.

Life Sciences

6.5. As part of the original programme £10m was also invested into a Life Sciences Fund alongside Cheshire & Warrington LEP, Cheshire East Council and Bruntwood. This was a 15-year Venture Capital fund investing in Life Sciences businesses across the region. The nature of the investments and the extended time frame for any funds to return meant that the quantum and timing of returns could not be predicted. However, GMCA agreed in May 21 to reinvest any money returned from the fund into the second Life Sciences Fund, which was established in May 2022. Small returns are now being received and ringfenced for investment into the second Life Sciences Fund.

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

Overview

- 7.1. At the request of HM Government, the GMCA prepared and submitted a Programme Case to the Government's City Region Sustainable Transport Settlement (CRSTS) Fund in January 2022.
- 7.2. 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.
- 7.3. 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.

- 7.4. The Secretary of State for Transport wrote to the GM Mayor on 29 July 2022, confirming acceptance of GM's Delivery Plan.
- 7.5. On 29 July 2022, the GMCA approved the 2022/23 budget allocation of £105.7m, including local and match contribution, subject to the Greater Manchester Local Growth (Single Pot) Assurance Framework.
- 7.6. Individual schemes are progressing through the assurance framework with more than £70m of funding approved across the CRSTS Pipeline in respect of the following programmes: Local Authority core and strategic highway maintenance; Local Authority minor works and road safety schemes; Zero Emission Buses; and Quality Bus Transit (Rochdale, Oldham Ashton).

Farnworth Streets for All

- 7.7. The Bolton MBC Farnworth scheme is one of the Town Centre schemes within the Streets for All Programme funded through the CRSTS. This scheme will focus on reallocating road space to improve public realm for walking and cycling in support of a wider Future High Streets funded scheme. The area currently has very limited cycle facilities and provides a poor pedestrian environment. The scheme provides segregated cycle lanes, reduced highway widths, wider footways, and more pedestrian crossings. Design has been developed to RIBA Level 2 and has been subject to Design Review.
- 7.8. The wider scheme has secured £2.5m from the Government's Future High Streets Fund which will deliver the first phase and the core of the scheme around the Council Square. CRSTS will fund the remainder of the scheme in two parts from Gladstone Road to Longcauseway. The scheme will complement the Active Travel Fund Bolton Town Centre to Farnworth Town Centre scheme providing an extensive joined up network of segregated active travel network
- 7.9. The scheme objectives have a strong alignment with wider policy goals such as [Gear Change](#), [GM 2040 Transport Strategy](#) and Bolton's [Vision 2030](#). It will address the barriers to, as well as increase the uptake in walking and cycling. It will also reduce the impact of general traffic, improve the safety of cyclists and pedestrians, and significantly improve access to the town centre thereby

supporting economic activity and regeneration.

7.10. The CRSTS Scheme List approved by GMCA included an allocation of £2.7m for the Farnworth scheme within the Streets for All (SFA) Programme.

7.11. Local Authority Partners have overall accountability and responsibility for the development and coordination of the schemes within the Town Centre and Town Corridor SFA Programme.

7.12. Bolton MBC has undertaken further scheme development to SOBC and having identified a revised scheme cost of £5.8m has chosen to mitigate the funding gap by reallocating funds within its allocation of CRSTS funding, whilst still delivering to the CRSTS funding objectives.

7.13. In-line with the Governance and Assurance requirements approved at GMCA on 30 September 2022, a Strategic Outline Business Case (SOBC) has now been approved for the scheme and, therefore, GMCA is requested to approve the drawdown of £812k of CRSTS funding to develop the scheme to FBC, noting an update will be brought to GMCA at OBC stage.

8. Recommendations

8.1. The recommendations are set out at the front of this report

Eamonn Boylan

Chief Executive Officer, GMCA & TfGM