

Greater Manchester Combined Authority

Date: Friday 16 December 2022

Subject: Transport Capital Programme

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

Purpose of Report

This report requests approval to draw-down funding for the development and delivery of schemes being funded, either in whole or in part, from Greater Manchester's City Region Sustainable Transport Settlement (CRSTS).

Recommendations:

The GMCA is requested to:





1. Note the SOBC submission for Bury Interchange Redevelopment to DfT and HM Treasury in November 2022 as part of the retained case process and the importance of maintaining momentum on this scheme prior to Government's response;
2. Approve the drawdown of £2.6 million of CRSTS funding to facilitate the progression of the Bury Interchange Redevelopment Outline Business Case (i.e. single preferred option) activity, with the intention being that this will enable the scheme to continue to be developed (including throughout the DfT's assessment of the SOBC as a retained scheme), noting that a further update will be brought to the GMCA in due course;
3. Note and endorse that the overall Local Contribution, financed by borrowings, for the Bury Interchange Redevelopment for the current CRSTS tranche (to March 2027) is £10.8 million; and
4. Note the update on the Minor Works / Road Safety (previously ITB) funding.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Equalities Implications:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	The interchange proposals will provide a safe and secure, attractive, accessible transport facility designed in accordance with best practice guidance and standards to mitigate barriers for all users	
Health	G	The interchange proposals will include a step change in active travel provision, providing a much larger and more versatile active travel hub, which will include space for cycles	
Resilience and Adaptation	G	The interchange proposals will be developed with the Travel Safe team to ensure they reduce anti-social behavior and provide a safer facility for users.	
Housing	G	The interchange proposals will act as a catalyst for Bury town centre regeneration. It will be designed to support proposed new housing developments in particular through provision of a new access to the south.	
Economy	G	The interchange proposals will provide an improved quality, safe and secure, accessible public transport facility with more capacity to encourage mode shift and provide more people with better access to employment, educational, leisure and health access across GM. The proposals support economic growth as part of the Bury town centre masterplan	
Mobility and Connectivity	G	The proposals will provide a safe, secure and accessibility facility with improved activity travel provision to promote mode shift to sustainable public transport and away from private vehicles. Improved bus, Metrolink and active travel are key components of the scheme.	
Carbon, Nature and Environment	G	The interchange proposals will ensure the highest standards are achieved with the aim to be operationally carbon neutral and minimise embodied carbon in construction. The interchange proposals will follow TfGM policy to improve biodiversity. Specific details will be developed at OBC.	
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 redevelopment of Bury Interchange will improve safety, security and accessibility for all users including improved vertical circulation (i.e. lift, stairs and escalator provision) to resolve current capacity and reliability issues. A new southern step free footpath to Metrolink is proposed to improve access and support town centre regeneration proposals.

The proposals have been developed through engagement with a multi-disciplinary team within TfGM and Bury Council. Early engagement with the Disability Design Reference Group has taken place and the proposals have been taken through TfGM's Design Review Panel.

An EQIA has been completed with TfGM's Partnership and Engagement team and submitted as part of the Bury interchange Redevelopment SOBC.

Climate Change Impact and Mitigation Measures:

Carbon Assessment					
Overall Score					
Buildings	Result	Justification/Mitigation			
New Build residential		The new interchange will be a catalyst for Bury town centre regeneration supporting new housing in the area, however the scheme itself will not deliver any housing.			
Residential building(s) renovation/maintenance	N/A				
New Build Commercial/Industrial		Commercial opportunities are planned as part of the scheme.			
Transport					
Active travel and public transport		A new active travel hub will be provided as part of the proposals and link with existing and proposed cycle routes			
Roads, Parking and Vehicle Access		The interchange will not be providing public parking			
Access to amenities		The interchange proposals will provide an improved quality safe, secure, accessible public transport facility with more capacity to encourage mode shift and provide more people with better access to employment, educational, leisure and health access across GM.			
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.

The Bury Interchange development is proposed to be operationally carbon neutral and minimise embodied carbon in construction. The scheme is following the principles of PAS 2080 and an Embodied Carbon Assessment and Project Carbon and Sustainability Management Plan have been developed as part of the SOBC.

The redeveloped interchange will encourage active travel and public transport use through a significant increase in quality of provision. It will support planned cycle network upgrades and complementary town centre “streets for all” style measures proposed by Bury Council. This enhanced package of public transport and active travel improvements will provide a catalyst for modal shift from private vehicles to sustainable modes supporting GM’s carbon neutral and right mix objectives.

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

N/A

Financial Consequences – Capital

Financial Consequences – Capital, are referenced in paragraphs 2.12 and 2.16 of the report.

A specific CRSTS funding drawdown of £2.6 million is requested for the development of Bury Interchange Outline Business Case (OBC).

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
- 28 October 2022 - GMCA 2022/23 Capital Update – Quarter 2

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 Delivery of the transport capital pipeline is a key enabler to achieving the Bee Network – Greater Manchester’s vision for an integrated ‘London-style’ transport system, which will change the way people travel across the city region.
- 1.2 In line with the governance arrangements agreed at the 30 September 2022 meeting of the Combined Authority, this report requests the approval of the draw-down of CRSTS funding to enable the progression of Outline Business Case (OBC) activity for the Bury Interchange redevelopment scheme.
- 1.3 The report also provides an update on the latest position in relation to the Minor Works / Road Safety (previously ITB) funding.

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

Overview

- 2.1 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.
- 2.2 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.
- 2.3 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.
- 2.4 The Secretary of State for Transport wrote to the GM Mayor on 29 July 2022, confirming acceptance of GM’s Delivery Plan.
- 2.5 On 29 July 2022, the GMCA approved the 2022/23 budget of £105.7m, including local and match contribution, subject to the Greater Manchester Local Growth (Single Pot) Assurance Framework.
- 2.6 Individual schemes are progressing through the assurance framework with over £101m of funding now having been approved by GMCA across the CRSTS Pipeline in respect of the following programmes: Local Authority core and strategic highway maintenance; Local Authority minor works and road safety schemes; Zero Emission

Bus; Quality Bus Transit and Local Authority Town Centre and Corridor (Streets for All) schemes.

- 2.7 This request to approve the draw-down of CRSTS funding to facilitate the progression of OBC activities on the Bury Interchange scheme is brought in-line with the governance arrangements approved at the 30 September 2022 meeting of the Combined Authority.

Bury Interchange

- 2.8 In recent years, Greater Manchester, via TfGM acting as officer of the Greater Manchester Combined Authority (GMCA), has invested in a programme of full bus interchange redevelopments in a number of its town centres including Altrincham, Wythenshawe, Rochdale, Ashton-under-Lyne, Wigan and Bolton, as well as upgrading Radcliffe Bus Station. TfGM is currently working with Stockport Council to deliver a new, modern transport interchange in Stockport, as part of a wider mixed-use development initiative. Investing in key interchanges facilitates the integration of different modes of transport whilst also supporting wider regeneration and economic growth of key centres in Greater Manchester.
- 2.9 Bury is one of the few district centre interchanges in Greater Manchester yet to be redeveloped to modern standards. It is an aging asset (opened in 1980), with many elements having reached and surpassed their intended lifespan. Building on the success of recent interchange schemes across Greater Manchester, the redevelopment of Bury Interchange is seen as the next step in the continued transformation of Greater Manchester's interchanges to deliver a transport network fit for the 21st century. It is therefore considered essential to transform the passenger experience and bring the standard of Bury's transport offer in line with that already being provided across the wider City Region.
- 2.10 To address the above, the Greater Manchester Five Year Transport Delivery Plan (2021-2026) and Bury Town Centre Masterplan identify the redevelopment of Bury Interchange as a priority project. In particular, the Delivery Plan states that in the next five years Greater Manchester aims to complete business cases for early delivery of a redeveloped Bury Interchange. This is reconfirmed through Greater Manchester's successful bid to the City Region Sustainable Transport Settlement (CRSTS) which identifies as a priority, a transformational package of improvements to public transport passenger facilities at the interchange for bus, Metrolink and active travel which seeks to minimise embodied carbon in construction and be carbon neutral in operation. The proposals will increase operational capacity and

improve safety, security and accessibility to encourage modal shift to public transport whilst providing a catalyst for regeneration as part of the Bury Town Centre Masterplan.

- 2.11 The recently completed Strategic Outline Business Case (SOBC) for the Bury Interchange scheme acts on these commitments, representing the first stage in the scheme development process. The proposals have benefited from engagement with a multi-disciplinary TfGM project team and extensive engagement with Bury Council. The submission includes letters of support from local stakeholders including the Council, Bury North MP, Bury College, The Met and Bruntwood.
- 2.12 GMCA approved the CRSTS Scheme List on 24 June 2022 with an allocation of £63 million for the Stops and Interchanges package, within the Rapid Transit Integration programme. Whilst this includes an allowance for Bury Interchange redevelopment of up to £45 million, delivery of the full redevelopment scheme will require additional Government funding to be secured beyond the first CRSTS period (i.e. beyond March 2027), hence why the scheme is acknowledged by Government in its CRSTS funding award to GMCA (dated 1 April 2022) as a 'retained scheme'.
- 2.13 As a retained scheme – and following the undertaking of a robust independent internal review process – the SOBC was submitted to DfT for consideration on 16 November 2022.
- 2.14 In line with the agreed CRSTS assurance arrangements, the Bury Interchange redevelopment scheme has been subject to a CIFTER assessment and as a result it has been determined that this scheme will be subjected to Gateway-led business case reviews at Programme Confirmation (SOBC); Conditional Approval (OBC); Full Approval (FBC); and Close Out stages.
- 2.15 In line with the local assurance framework, the Bury Interchange SOBC has now completed the Programme Confirmation review stage, demonstrating the appropriate strategic case, value for money and deliverability for the current stage of development.
- 2.16 As such, GMCA is requested to:
 - a. Note the SOBC submission to DfT and HM Treasury in November 2022 as part of the retained case process and the importance of maintaining momentum on this scheme prior to Government's response;
 - b. Approve the drawdown of £2.6 million of CRSTS funding to facilitate the progression of Outline Business Case (i.e. single preferred option) activity, with the intention being that this will enable the scheme to continue to be developed

(including throughout the DfT's assessment of the SOBC as a retained scheme), noting that a further update will be brought to the GMCA in due course; and

- c. Note and endorse that the overall Local Contribution, financed by borrowings, for the project for the current CRSTS tranche (to March 2027) is £10.8 million.

3. Minor Works / Road Safety (previously ITB funding) Update

- 3.1 At the 25 March 2022 GMCA meeting, approval was given to delegate to the Chief Executive Officer, GMCA and TfGM, the agreement of an interim funding award to ensure that those elements of the CRSTS programme that require funding from April 2022 were able to draw down funds. These funds related specifically to Minor Works / Road Safety and Core Highway Maintenance, which have been subsumed into the CRSTS funding.
- 3.2 At its meeting on 29 July 2022, GMCA then approved the addition to the 2022/23 Capital Programme forecast expenditure of £16.3m for Minor Works / Road Safety (previously ITB funding) funded from the GM allocation from CRSTS). Funding was allocated between TfGM and each district. The TfGM funding of £8.15m has been prioritised to part fund the ongoing programme of safety critical Metrolink works. The prioritisation of the district funding was undertaken separately by each authority as set out in the table below.

District	CRSTS / ITB allocation 22/23 (£'000)	Proposed spend areas
Bolton	£829	Measures to support GM 'Road Danger Reduction (RDR) Strategy' - e.g. school crossings and extension of the scope of Farnworth 'Streets For All' scheme
Bury	£543	Accident hotspot measures at 10 locations across the Borough
Manchester	£1,685	Road safety measures across the city: crossings, schools, speed limits
Oldham	£707	Safety schemes at junctions (pedestrian refuges, signalisation, relining), school safety zones,
Rochdale	£652	Local Safety Schemes, Pedestrian Crossings, Walking and Cycling Infrastructure, Local Transport Priorities (TRO's etc.)
Salford	£796	Accident Investigation, junction upgrades, new and improved pedestrian facilities, anti-skid,

District	CRSTS / ITB allocation 22/23 (£'000)	Proposed spend areas
		minor safety improvements, traffic calming and TRO's.
Stockport	£791	Local Safety Scheme - pedestrian crossings, 20mph areas, school safety Walking and Cycling Infrastructure, Local Transport Priorities (TRO's etc.)
Tameside	£631	Road safety schemes / initiatives (although this still needs to go through TMBC governance)
Trafford	£607	Support for an active travel schemes A56, street lighting renewals, 20mph schemes.
Wigan	£908	Small-scale local safety schemes (controlled road crossings, minor safety works and traffic regulation orders)

4. Recommendations

4.1 The recommendations are set out at the front of the report.

Eamonn Boylan

Chief Executive Officer, GMCA & TfGM